Highlights: Africa Regional Assessment Report 2020
A man receives warning about the return of rains in the Somali Region of Ethiopia. Mobile phones are now increasingly used to communicate warnings and coordinate preparation activities. Photo credit: Edwina Stevens/Small World Stories/Ethiopia Delivering as One.
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Overview

Countries in sub-Saharan Africa have developed a range of strategies, policies and institutional arrangements to protect human health, property, livelihoods and the environment from the impact of disasters. At the same time, given the increasingly complex nature of risk and its impacts, there remains substantial scope for improvement. The changing dynamics of hazards, vulnerability and exposure dictate the need for a new way to conceptualize risk: as systemic, or emergent from complex and non-predictable interactions between human and non-human systems. Despite the success achieved in addressing disaster risk, processes such as climate change, environmental degradation, increasing income inequality and unmanaged urbanization slow progress towards resilience. Sub-Saharan Africa therefore faces a complex and evolving disaster risk profile in which efforts at disaster risk reduction (DRR) occur in a challenging context of persistent technical and financial capacity constraints.

In many of its elements, the forthcoming Africa Regional Assessment Report 2020 (AfRAR) echoes the UN Global Assessment Report on Disaster Risk Reduction (GAR 2019). The GAR is a vehicle to showcase the progress of Members States and non-State stakeholders in implementing the Sendai Framework for Disaster Risk Reduction 2015–2030 (Sendai Framework), as well the disaster-related indicators of the Sustainable Development Goals (SDGs), to assess global risk trends and to present innovative research to enhance understanding of disaster risk.

The AfRAR analyses the continental challenges, opportunities, innovations, lessons learned, and progress made in implementing the Sendai Framework in Africa. The AfRAR is structured in three parts:

• Setting the scene: disaster risk in Africa, systemic risk and urban risk
• Towards durable solution: gender-sensitive DRR, science and technology
• Practical actions towards DRR in Africa: investments in DRR, community action towards DRR, DRR strategies across Africa (with reference to Target E of the Sendai Framework) and policy coherence

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1 The GAR is the flagship report of the United Nations on the worldwide efforts to reduce disaster risk and is published biennially by the UN Office for Disaster Risk Reduction (UNDRR).
Part I: Setting the scene

1. Disaster risk in Africa

Disaster risk in sub-Saharan African countries is multi-faceted and fast changing. Across the 44 countries and during the decade of 2008–2018, over 157 million persons were directly and indirectly affected by disasters; in the majority of cases these were associated with natural hazards.

Rapid population growth, urbanization, informal land occupation and poverty are among the key drivers of exposure and vulnerability across African countries. However, in many African countries, the rate of infrastructure development, regulatory structures and risk management capacity have not kept pace to counter new risks associates with rapid population growth, urbanization and climate change.

The most common disasters in Africa are triggered by hydro-meteorological or climatological hazards, predominantly droughts, floods, storms and cyclones. Between 2010 and 2018, disasters from natural hazards resulted in 47,543 deaths. Disasters associated with technological hazards led to 15,173 deaths. In the same decade, 225,237 injuries have been attributed to disaster events. Of these, 210,861 injuries were caused by natural hazards while 14,376 injuries resulted from technological hazards. Most deaths from disasters associated with natural hazards were caused by epidemics (37,418 or 79 per cent), floods (6,468 or 14 per cent) or landslides (2,055 or 4 per cent). Over 100,000 people were affected by technological hazards and 15,173 people died in the period between 2008 and 2018. Across disaster events associated with technological hazards, transport accidents (road, water, rail and air) contributed 81 per cent of total occurrence, followed by miscellaneous accidents (structural collapse, explosions, fires and others) at 12 per cent and industrial accidents (chemical spills, structural collapse, explosions, fire, gas leak, poisoning, radiation and oil spills) at 7 per cent.

Figure 1: Share of impact by natural hazard related disaster type, 2008–2018

Source: EM-DAT: The International Disaster Database

<table>
<thead>
<tr>
<th>Disaster Type</th>
<th>Total Events</th>
<th>Total Deaths</th>
<th>Total Affected</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drought</td>
<td>711</td>
<td>47,543</td>
<td>157 million</td>
</tr>
<tr>
<td>Earthquake</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Insect infestation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Storm</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Landslide</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Epidemic</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Flood</td>
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<td></td>
</tr>
</tbody>
</table>

2 Source: The Emergency Events Database (EM-DAT), analysis by Development Initiatives.
Nevertheless, our understanding of risk is fast evolving. Understanding probability and accounting for uncertainty are central to all risk assessments. Probabilistic risk assessment quantifies probability and it considers a large number of possible scenarios, their likelihood and associated impacts. In 2018 and 2019, as part of a programme “Building Disaster Resilience to Natural Hazards in Sub-Saharan African Regions, Countries and Communities” funded by the European Union, probabilistic risk profiles for flood and drought were produced for select sub-Saharan African countries. The results of this quantitative risk assessment provide estimations of potentially impacted population and the estimated monetary losses for a number of sectors inked to Sendai targets, namely: housing, health and education, agriculture, productive asset, critical infrastructure, housing, services and transports. Local and global datasets were integrated in the analysis to fine tune results and produce findings relevant for the formulation of country-specific policy recommendations.

Probabilistic risk assessments are instruments for risk diagnosis; they provide indications of possible hazardous events and their impact. Quantitative disaster risk profiles are used as the first step in cost-benefit analyses of investments and policies for disaster risk reduction. When complemented by data on disaster losses and risk-sensitive budget reviews, risk profiles provide information central to the development of actionable DRR strategies, climate change adaptation and national development plans. The quantitative results allow for cross-country comparison, hence providing valuable information for trans-boundary risk management.

The maps below show results from risk profiles produced by the Global Facility for Disaster Reduction and Recovery (GFDRR) and UN Office for Disaster Risk Reduction (UNDRR), in partnership with CIMA Research Foundation.3

Figure :

Estimates of % population affected by flood, relative to the total population of the country.

Figure :

Estimates of % population affected by drought, relative to the total population of the country.


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3 Source: CIMA Research Foundation.
2. Systemic risk

The concept of systemic risk poses challenges to traditional techniques of risk management and the project of sustainable development. Systemic risk can be defined as disaster risk and its dynamic interactions with social, ecological, economic and political systems. The type of risk implies damage or loss associated with the collapse of an entire system, rather than failure of its individual components. The United Nations Office for Disaster Risk Reduction (UNDRR) defines systemic risk as "risk that is endogenous to, or embedded in, a system that is not itself considered to be a risk and is therefore not generally tracked or managed." This definition emerges from a recognition of the social, economic, technological and biological systems that have transformed societies while creating new hazards and risks that are non-linear, unexpected and uncertain. As sub-Saharan Africa's socioeconomic systems become increasingly integrated into global systems, and in the absence of effective cross-border governance mechanisms, systemic risk is an increasing concern for the region.

Systemic risk in sub-Saharan Africa poses a threat to efforts to eradicate poverty and ensure sustainable development. A range of factors play a role in conditioning systemic risk in sub-Saharan Africa, including transboundary shocks, demographic challenges linked to urbanization, climate change, poverty and conflict. These factors interact and combine to produce cascading patterns of risk. Rural poverty, for example, drives both rapid urbanization (which can overwhelm municipal authorities) and a reliance on natural resources (which degrades rural ecosystems). Similarly, conflict and fragility tend to intensify the impact of natural disasters by increasing underlying vulnerability (through displacement and impacts on health, basic service provision and the capacity of individuals to escape poverty). Drought is one of the most complex and severe natural hazards in the region; the potential systemic implications of this hazard are indicated in Figure 2.

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These cases demonstrate the importance of a systems-based approach to risk governance, which takes into account patterns of risk and the multi-sectoral effects of interactions between human and non-human systems. There is also the need for a particular focus on underlying vulnerability. Other approaches towards addressing systemic risk in the region include efforts to invest in early warning systems, develop risk transfer mechanisms and create social protection schemes, both on the national and regional levels with the support of the Regional Economic Communities (RECs).

**Recommendations**

- Move away from interventions targeted at addressing single hazards to actions that consider all possible vulnerabilities.
- Invest in actions aimed at addressing the underlying drivers of vulnerability.
- Strengthen early warning systems in order to better link information to action, paying attention to weak signals such as the accumulation of small threats.
3. Urban risk

African countries are undergoing rapid urbanization: the urban population in Africa increased sixteen-fold from 33 million people in 1950 to 548 million people in 2018 and is projected to increase by 50 per cent (824 million) by 2030 and to triple (1,489 million) by 2050.

Urbanization in Africa is being shaped by a complex interaction between processes including current and historical urban planning policies and practices, traditional land ownership systems, migration, private-sector development interests and direct foreign investment flows.

The vulnerability of urban areas to hazards stems from a wide range of processes including unsustainable consumption and production systems, pressure on ecosystems, climate change, poor planning, land use change and population pressures. In Africa, just like in other developing regions, rapid spatial expansion of urban areas is causing significant ecological damage, including destruction of habitats, deforestation and alteration of hydrological cycles, thereby exacerbating disaster risks. Poverty and unequal access to basic services also exacerbate the vulnerability of urban residents to disaster risks. Limited access to affordable housing and transport services, for instance, force residents of many African cities to live in informal settlements located in hazard-prone areas such as floodplains and unstable hillsides.

Urban areas in Africa are hubs for trade, productivity, science and culture. As a result, they provide opportunities for socioeconomic development, including diversifying economies and providing better living conditions. However, they also create or exacerbate vulnerabilities and disaster risks. In the face of a changing climate, high incidence of poverty, ecological degradation, weak governance and inadequate management of rapid urban growth, Africa's urban areas are increasingly exposed to natural disasters.

Many urban areas in Africa lack the financial and technical capacity to invest in DRR programmes. The subnational governments that manage cities often have narrow revenue bases and limited technical capacity to enforce tax measures, forcing them to rely on funding from national governments and donor agencies, which is often unreliable.

Urban expansion also creates opportunities associated with economic growth as cities are the centre of intellectual, political, business and financial activities. A focus on urban settlement risk, therefore, creates the opportunity to leverage the benefits linked with urban expansion, for instance, economies of scale and the proximity of risk-reducing infrastructure and services, such as clean water, sanitation, drainage, waste collection, health care and emergency services, and high quality technical expertise.

Given the centrality of building resilient urban areas to promoting sustainable development, UNDRR and its partners launched the Making Cities Resilient (MCR) campaign in 2010. This campaign provided city authorities with a checklist of ‘Ten Essentials’ for self-assessment of resilience (Table 1).

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Key points

- Over three quarters (78 per cent) of the cities assessed through MCR had DRR plans that offer at least partial or full compliance with Sendai Framework and addressed some or all of the Ten Essentials.
- Substantial progress has been made in understanding DRR, developing DRR plans and promoting green and blue infrastructure.
- Disaster response and post-event recovery remains a significant challenge, in part due to a lack of effective early warning systems and disaster event management plans, and inadequate staffing to ensure surge capacity.

Table 1: The ten essentials for making cities resilient

<table>
<thead>
<tr>
<th>Category</th>
<th>Essentials</th>
</tr>
</thead>
<tbody>
<tr>
<td>Governance and financial capacity</td>
<td>1. Organize for disaster resilience</td>
</tr>
<tr>
<td></td>
<td>2. Identify, understand and use current and future risk scenarios</td>
</tr>
<tr>
<td></td>
<td>3. Strengthen financial capacity for resilience</td>
</tr>
<tr>
<td>Planning and implementation</td>
<td>4. Pursue resilient urban development and design</td>
</tr>
<tr>
<td></td>
<td>5. Safeguard natural buffers to enhance the protective functions offered by natural capital</td>
</tr>
<tr>
<td></td>
<td>6. Strengthen institutional capacity for resilience</td>
</tr>
<tr>
<td></td>
<td>7. Understand and strengthen societal capacity for resilience</td>
</tr>
<tr>
<td></td>
<td>8. Increase infrastructure resilience</td>
</tr>
<tr>
<td>Disaster response and post-event recovery</td>
<td>9. Ensure effective disaster response</td>
</tr>
<tr>
<td></td>
<td>10. Expedite recovery and build back better</td>
</tr>
</tbody>
</table>

Source: UNDRR

Recommendations

- Establish an effective data system for DRR and a framework for identifying and documenting lessons learned and use this to inform future DRR policies and practice.
- Strengthen disaster risk governance by defining clear mandates for various stakeholders, including civil society, traditional authorities, community organizations, non-governmental organizations and donors.
- Encourage collaboration between these stakeholders and national government to formulate and implement legislations and measures to regulate informal sectors.
- Strengthen institutional capacity for DRR through training to build internal expertise.
- Strengthen financial capacity by developing and implementing policies to improve own revenue mobilization.
- Involve communities in DRR and map vulnerable populations.
- Improve urban planning to reduce the ecological impacts of urbanization and the vulnerability of urban dwellers to hazards and upgrade informal settlements to reduce the vulnerability of their residents.
- Invest in poverty reduction measures to improve resilience at household level and strengthen disaster response and post-event recovery.
Part II: Towards durable solutions

4. Gender-sensitive disaster risk reduction

Disasters are not gender neutral. In a study that assessed disasters between 1981 and 2002 in 141 countries, researchers found that there were substantial gender differences in mortality rates. This was attributable to socioeconomic disparities rather than to biological and physiological differences. Other reports also indicate that more women and girls die from natural hazards and suffer more from human induced hazards. The poor socioeconomic status of women, as well as gender roles and stereotypes, make them more vulnerable to disasters and post-disaster gender-based violence.

Global and regional frameworks have recognized the role of gender in DRR and building resilience of communities. The Sendai Framework makes provision for the consideration of gender equality. The framework states that governments should engage all relevant stakeholders (including women, children, young people and people with disabilities) in the design and implementation of policies, plans and standards.

The POA for implementation of the Sendai Framework in Africa also seeks to strengthen mechanisms, frameworks and capacities at national and sub-national and local levels for mainstreaming, implementing and coordinating gender-sensitive DRR strategies and programmes.

Women play a key role in building broader community resilience due to their knowledge of disaster coping mechanisms. However, they are often excluded from decision-making processes in DRR programmes due to their traditionally defined roles. Without deliberate effort to consider gender roles, solutions do not account for to gender differences and are therefore neither effective nor equitable. Overall, the subsidiary roles of women in society remain a key obstacle to development and socioeconomic transformation. The continent cannot meet its ambitious goals under Agenda 2063 while the contribution of women to sustainable development is limited.

In order to deal with the inequality resulting from exclusion of women from DRR initiatives, four of Africa's Regional Economic Communities (RECs) are prioritizing gender mainstreaming in their DRR activities by developing Gender Strategies and Action Plans (GSAPs). The GSAPs, which take a different form depending on each REC, are being developed through extensive consultation with stakeholders at the regional level, and within member states, they are expected to be realistically ambitious based on the current extent of gender mainstreaming.

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7 For example, 70 per cent of deaths from Indian Ocean tsunami in 2004 were women (www.brinknews.com/gender-and-disasters/) and women are 47 per cent more likely to suffer severe injuries in car crashes (www.weforum.org/agenda/2019/03/surprising-stats-about-gender-inequality/).

8 The Economic Commission of West African States (ECOWAS), the Economic Commission of Central African States (ECCAS), the Southern African Development Community (SADC) and the Intergovernmental Authority on Development (IGAD).
At the national level, different approaches can be implemented to enhance gender mainstreaming into DRR. For instance, in Mozambique, a strategic gender plan of the National Institute for Disaster Management 2016–2020 was developed with support of UN Women and United Nations Development Programme (UNDP). The vision of the plan is to guarantee gender equality in DRM, climate change adaptation (CCA) and the reduction of vulnerability in order to contribute to sustainable development in the country. One key action was the establishment of a gender unit at the National Institute for Disaster Management (INGC) in Mozambique to take the lead on the implementation, evaluation and accountability of the gender action plan. The specific objectives of the plan cover different elements of gender equality, including equal participation of women and men in DRR and CCA; the improvement of responses to the economic needs of women, particularly during emergencies; participation of women in DRR committees; access to economic and natural resources during recuperation, reconstruction and rehabilitation; and improved attention to the specific needs of women for preparedness and emergency response. The plan also aims at ensuring interventions for the prevention of and response to gender-based violence (GBV) and the application of a code of conduct by all humanitarian actors in emergency situations.

Despite important efforts, more work is needed to enhance gender mainstreaming into DRR in Africa.

**Recommendations**

- Collect sex-disaggregated data (ideally sex-, age- and disability-disaggregated data) for DRR purposes. With the advancement of the Sendai Framework Monitor (SFM) reporting process, there is an opportunity for increasing the availability of data related to gender and disasters.

- Proactively promote the voice of women with low economic status who are at risk during disaster and enhance their participation within the disaster management system at national and local levels.

- Conduct a gender-sensitive analysis of disaster risks to highlight the differential vulnerabilities of women, men, girls and boys, based on their levels of exposure and ability to adapt to impacts.

- Use this better understanding of disaster risks from a gender-sensitive perspective to allocate resources for the implementation and monitoring of gender-sensitive actions within DRR strategies and development plans.
5. Science and technology in disaster risk reduction

Investment in science and technology is central to effective DRR in Africa. Science and technology are important for understanding the complex interactions between human and physical systems, as well as the cascading impacts of various hazards. Additionally, science and technology provide opportunities for developing solutions to local social and economic challenges.

Improvements to data quality and analysis using science and technology could result in better development and implementation of DRR measures. For example, the critical appraisal of risk assessment methodologies and the generation and dissemination of risk information into policy would be enhanced by strengthening disaster data infrastructure and scientific institutions and networks. These include the African Science and Technology Advisory Group (Af-STAG), which supports systematic learning within and between countries.

One of the biggest challenges facing many African countries is securing sufficient levels of investment in science, technology, engineering, and mathematics. Inadequate political will, financial constraints and school curricula do not currently support advancement of science and technology. As a result, many countries in Africa have limited ability to use scientific information effectively for DRR.

Efforts should continue at the national, regional and continental levels to strengthen the generation of risk information and support capacity development in information management. Governments are encouraged to seek ways to share information and explore the benefit of new advances in data and information management. Multi-hazard and systemic risk assessment can greatly contribute to the implementation and monitoring of the Programme of Action (POA) for the Implementation of the Sendai Framework in Africa.3 In this regard, partnerships among institutions are essential to develop the required skills to strengthen data collection and monitoring and evaluation systems, which in turn provides the evidence base for risk-informed decision-making. The aim of the generation of risk knowledge is ultimately to inform and motivate stakeholders. To achieve this, risk assessment and the production of risk information should formulate messages which are coherent, targeted and designed to be appropriately conveyed. The continuous development of a scientific, technological and ethical base for DRR and integration of sciences into both policy and practice for disaster risk management (DRM) should be the main priorities for DRR.

Recommendations

• Strengthen science advisory mechanisms for DRR by promoting synthesis of scientific evidence and making it available to policymakers in a timely and accessible manner.

• Promote risk knowledge as a key feature of DRR within African countries, with key actions underpinned by scientific evidence (see Figure 2 below for an example of drought risk assessment used for the development of country-level disaster risk profiles). Strengthen the evidence base by demonstrating the added value of a science-based approach to DRR.

• Ensure adequate financial support for science and technology for DRR.

• Promote multidisciplinary approach.
6. **Figure 3: Scheme of a drought risk-assessment process in developing country-level disaster risk profiles**

![Diagram showing the scheme of a drought risk-assessment process]

Source: Developed by National Disaster Risk Management Authorities with CIMA Research Foundation and UNDRR. Available at [www.riskprofilesundrr.org](http://www.riskprofilesundrr.org)
Part III: Practical actions towards DRR in Africa

7. Investments in disaster risk reduction

Despite continued economic losses resulting from disasters, domestic resources devoted to DRR activities are underfinanced in Africa. Evidence from sixteen African countries shows that, on average, four per cent of national planned budgets is related to DRR. However, only one percent of the national budget is directly dedicated to DRR interventions. Increasing domestic resources devoted to pre-disaster DRR investments is essential to reduce the impacts of disasters and to achieve the Sendai Framework targets. Furthermore, increased DRR investment would allow governments to reduce reliance on official development assistance to cover the post-disaster needs of their population.

Disaster risk reduction (DRR) investments not only protect productive assets and lives, but if implemented appropriately, they could yield a number of additional benefits that could enhance well-being and resilience. A plethora of DRR investment options – both structural and non-structural - are available to managing disaster risks in Sub-Saharan Africa, and decision-makers and relevant stakeholders must work together to choose appropriate DRR investment options. To ensure the efficacy of investments in DRR, structural and non-structural DRR measures need to be economically efficient based on cost-benefit and macro-economic analyses. This report provides evidence of three case studies in Angola, The United Republic of Tanzania and Zambia, quantifying the costs and benefits associated with investment options.

Identifying and using appropriate mechanisms for DRR financing remains crucial. Governments have the primary responsibility for securing and facilitating access to financing for disaster prevention, reduction, relief, recovery and reconstruction. Various mechanisms have been identified for financing (pre- and post-disaster) DRR investment in Africa, which adopt different institutional arrangements for eligibility, access, use and governance of the funds they provide.

Recommendations

• Specifically record disaggregated DRR investments in national budgets, to monitor progress and achievements.
• Develop guidelines to improve investment coordination across sectors.
• Direct financial resources towards activities which are in alignment with national DRR objectives with the global frameworks for DRR, CCA and the SDGs.
• Build incentive frameworks to catalyse private DRR investment.
• Integrate a range of available financing instruments to mobilize domestic and international resources.
Figure 4: Proportion of national budgets spent on disaster risk reduction

Source: The 16 country risk-sensitive budget review reports developed by UNDRR

Note: The budget reviews cover three to five financial years depending on the country (except for that of Cameroon, which covers only one financial year).
8. Disaster risk reduction at community level

Community-based disaster risk management (CBDRM) occurs when communities at risk are engaged actively in DRR. Many actors at community level have critical knowledge, experience and capacities with regards to building resilience, and have developed innovative approaches to reducing the everyday risks they face. However, these community-based approaches are rarely scaled up or systematically embedded within national policies and practices.

Grassroots initiatives by communities, including young people, are essential to building resilience to disasters. Local organizations at community level are involved in a series of actions including: community-based risk informed early actions, mainstreaming DRR education, strengthening application of indigenous knowledge and gender mainstreaming. There is a need to strengthen the engagement of community-based organizations with local and national governments and bring their voices to global platforms. There is a need for systematic engagement with the perspectives of young people, which is of particular importance given the demographic profile of the region. There is clearly much to be gained for governments at all levels by harnessing the entrepreneurial and communication skills of young people, and an explicit integration of the young people into community-based DRR practices should be a priority.

The region is characterized both by real challenges to community involvement in DRR and examples of good practice. Challenges that hinder the ability of local actors to engage with DRR include poverty, lack of infrastructure, poor natural resources management, gender inequality and high migration. The weak engagement of civil society organizations (CSO) in national DRR platforms (and sometimes even in local government) and the lack of legal frameworks for volunteer management are another barrier to enhancing the impact of DRR actions at the community level. Good practices include citizen participation in risk assessments, prevention and preparedness (particularly early warning) and community planning to address the complex interaction of hazards at the local level. There are also good examples of where DRR is integrated into education programmes that draw on experiences at the local level.

Recommendations

- Implement policies, legal frameworks and mechanisms to increase citizen participation and capacities and engagement of civil society organizations.
- Promote programmes that increase knowledge and opportunities of engagement for young people and women, including through volunteering.
- Capitalize on experiences and lessons learned from the community level for the design and implementation of national policies.
- Ensure participation at all levels in assessing progress of the implementation of DRR actions and resilience-building programmes.
9. Disaster risk reduction strategies across Africa countries

Target E of the Sendai Framework calls for the substantial increase in the number of countries with national and local DRR strategies by 2020. DRR strategies are considered as a set of policy documents on relevant policy areas, from particular sectoral perspectives, or about targeted specific hazards.\(^9\)

In order to monitor progress against the Sendai Framework, UNDRR launched the Sendai Framework Monitor (SFM) in March 2018. The SFM is an online accountability tool to support countries in monitoring and evaluating progress and challenges in the implementation of DRR at global, national, sub-national and local levels.\(^10\) The Sendai Framework monitoring is an annual official process which is led by the government of each country. It contributes to reporting against DRR related indicators of the 2030 Agenda for Sustainable Development. Indeed, 11 indicators of SDGs 1, 11 and 13 (No Poverty, Sustainable Cities and Climate Action respectively) are directly related to Sendai Framework indicators (Figure 5).

![Figure 5: Links between the Sendai Framework indicators and the SDGs](image)

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10 See [https://sendaimonitor.unisdr.org/](https://sendaimonitor.unisdr.org/).
The reporting of Target E on the SFM is an iterative process that offers the opportunity for a dialogue at the national level on existing policies contributing to the implementation of the Sendai Framework. It relies on a self-assessment that considers a set of 10 key elements which capture and reflect the key principles and the four priorities of the Sendai Framework (see Text Box below).

### The 10 key elements of Indicator E1

1. Have different timescales, with targets, indicators and time frames
2. Have aims at preventing creation of new risk
3. Have aims at reducing existing risk
4. Have aims at strengthening economic, social, health and environmental resilience
5. Priority 1: Understand Disaster Risk
6. Priority 2: Strengthening disaster risk governance
7. Priority 3: Investing in DRR for resilience
8. Priority 4: Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction
9. Promote policy coherence relevant to DRR
10. Have mechanism to follow-up, periodically assess and publicly report on progress

In sub-Saharan Africa, countries have dedicated significant efforts to the design of DRR strategies aligned to the Sendai Framework and DRR mainstreaming in different policies. According to the desk review conducted by UNDRR ROA, 19 countries in the region have validated DRR strategies and seven countries are in progress of developing or validating their strategies. In general, a good level of alignment to the Sendai Framework, based on the 10 key elements, is observed. As the SFM reporting process continues, a more comprehensive picture of the DRR policy landscape in sub-Saharan Africa will emerge.

### Recommendations

- Strengthen the implementation of Priority 3 on investing in DRR for resilience. Countries often mention in their strategy the need for resources to fund DRR activities and identify potential sources of finance (development partners, public-private partnerships etc.), but do not address the strategic allocation of resources and priority sectors or investments areas.
- Promote policy coherence relevant to DRR – notably the 2030 Agenda, Paris Agreement, New Urban Agenda, Poverty reduction policies – this is also identified as a weak element in DRR strategies which requires further efforts and actions.
- Apply methodologies to follow up and assess the level of implementation of DRR strategies.
10. Policy coherence between disaster risk reduction, climate change adaptation and sustainable development

Within the framework of the post 2015 negotiations on sustainable development, Member States adopted the Sendai Framework for Disaster Risk Reduction, the Paris Agreement for Climate Change and the 2030 Agenda for Sustainable Development, which together provide a road map for a more sustainable and resilient world. The implementation of each agenda has led to the creation of a diverse range of institutional arrangements, planning documents, funding mechanisms and monitoring and evaluation frameworks.

In Africa, Agenda 2063: The Africa We Want aims at a prosperous Africa based on inclusive growth and sustainable development. One of the key goals of Agenda 2063 is to achieve environmentally sustainable climate resilient economies and communities. The Sendai Framework is referenced as the specific agreement that inspires DRR policies in Africa.

One of the specific objectives of the POA for the Implementation of the Sendai Framework in Africa is to strengthen coherence between DRR, CCA and mitigation in order to contribute to the achievement of the goals of Agenda 2063, the SDGs, the Paris Agreement, the Addis Ababa Action Agenda, the New Urban Agenda and the outcomes of the World Humanitarian summit, including through related programmes and processes adopted by African Union Policy Organs, RECs and Member States.

As mentioned earlier, in sub-Saharan Africa, countries have dedicated significant efforts to the design of DRR strategies aligned to the Sendai Framework. Most countries have reported that they have started formulating national adaptation plans (NAPs) and five countries have submitted a NAP document to the United Nations Framework Convention on Climate Change (UNFCCC). Furthermore, the number of countries in sub-Saharan Africa undertaking the process of submitting voluntary national reviews (VNRs) on SDG implementation has increased since 2016. Four countries submitted VNRs in 2016 versus 14 in 2019.

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NDPs are one of the most important tools needed to facilitate policy coherence. The policies and strategies (including DRR and CCA) of each institution should be aligned to NDPs. In addition to the DRR strategies, the process to develop NAPs also provides an opportunity to enhance coherence between DRR and CCA. An analysis of NAPs submitted by countries from sub-Saharan Africa demonstrates that some DRR measures are integrated during the development of the NAP, but more work is needed to align objectives, activities and indicators. One key requirement for coherence is that both CCA and DRR processes aim at being mainstreamed into development planning. One entry point to enhance policy coherence between planning instruments is in the allocation of budgets for DRR and CCA. Budgeting is a critical tool to facilitate coherence, while the NDP is the main tool for mainstreaming DRR and CCA.

SDG implementation mechanisms are also key to ensuring policy coherence. Most countries have an intersectoral monitoring system for SDGs where DRR and CCA monitoring efforts should be integrated. Intersectoral data collection and integrated risk assessments should be reinforced by both DRR and CCA communities in order to inform development planning. The development of the VNRs to assess the progress in SDG implementation are therefore an opportunity for policy dialogue on coherence.

**Recommendations**

- Ensure a comprehensive risk management approach linking DRR and CCA communities to increase risk knowledge, promoting science to policy dialogue and participatory approaches for risk-informed decision making.

- Enhance inclusive coordination mechanisms between DRR, CCA and SDGs to ensure a participatory approach.

- Capitalize on current planning processes (NDP, NAP and DRR strategies) and practices, using the NDP as the overall umbrella to mainstream DRR and CCA. This includes enhancing the policy coherence element in the DRR strategies and ensuring coordination and alignment of the DRR priorities into the NAP process.

- Develop or strengthen SDG monitoring frameworks to include coherent CCA indicators and integrate the SFM process used to report on the DRR-related indicators of the SDGs. This should include capacity building of National Statistics Offices.

- Draw upon the VNR process to identify lessons learned and gaps to enhance policy coherence among DRR, CCA and SDGs.