

Regional Emergency Preparedness and Response Workshop
Johannesburg, South Africa
5th – 7th December 2007

Workshop Objectives:

- To reach a common understanding of the implications for humanitarian responders of:
 - Weather forecasts for the next 3 to 6 months
 - Longer term outlook for the region due to climate change
- To review and clarify national capacities and gaps going into the 2008 flood and cyclone season
- To identify the required action of regional and humanitarian actors necessary to fill these gaps in both the immediate (3-6 months) and longer term
- To identify the roles, responsibilities and sources of funding to address the gaps

Day 1: Wednesday 5th December

Welcoming word by Ms. Kelly David (Head of OCHA Regional Office for Southern Africa) and Mr. Duncan Samikwa (Head of Programme Management Unit SADC).

Session 1: Climate Change, Weather Outlook and Implications

Presentation - Overview of climate change in Southern Africa – Dr. Bob Scholes (CSIR)

The climate is unequivocally changing due to human activities. All models, under all scenarios, show significant future warming. In general, climate change increases the severity and frequency of the sorts of natural disasters we are already familiar with, and in the places where they already occur. Projections for Southern Africa are of +4°C in temperature and -20% in rainfall. Due to sea level rise of at least 0.5m in this century and increased frequency and severity of storms, low coastlines are especially at risk for coastal flooding (Mozambique and the Nile delta). Also, the disease burden in Africa (Malaria, cholera, diarrhea) will increase as a result of drought and floods. Climate change is real and increasingly detrimental. The need to adapt is now inescapable, be it related to land degradation and increased pressure on water resources in the 'desertification arc' around South Africa or coastal disaster management in Mozambique. Global mitigation is essential to keep climate change below dangerous levels. According to the UN International Panel on Climate Change, "It is worse than you think".

Presentation - Seasonal rainfall prognosis – Ms. Dorothy Nyamhanza (SADC)

According to the SADC and the Southern Africa Regional Climate Outlook Forecast (SARCOF) forecast the current trend for 2008, based on the 2007 measurements until November, will be characterised by a high probability of normal to above normal rainfall in most of Southern Africa. Madagascar, Northern and central Mozambique and the Zambezi basin have a high chance of receiving above normal to normal rainfall.

Presentation - Weather outlook and regional impact – Mr. Eugene Poolman (South African Weather Services)

The impact of the current 'La Nina' conditions over SADC is characterized by: 1) an enhanced possibility of floods and related disasters over most parts (except in the expected drier North-eastern parts); 2) normal to above normal possibility of tropical cyclones with severe flooding and wind damage, particularly over Madagascar; and 3) related epidemics in flooded areas. SADC is enhancing its Early Warning (EW) System through a World Meteorological Organization (WMO) Severe Weather Forecast Demonstration Project (SWFDP) that aims at enhancing the use of existing forecast technology by National Meteorological Centers of developing countries to improve their EW Systems. A one-year operational demonstration phase is currently underway from November 2006 to November 2007 and an operational roll-out to the entire SADC region is expected in 2008. The Regional Specialised Meteorological Center in Pretoria develops guidance products on severe weather to distribute to 5 National Meteorological Services (NMCs). The WMO regards the demonstration project as a success due to: 1) its ability to enhance the forecasting skills to issue warnings in the individual countries; 2) an enhanced collaboration with disaster managers; and 3) the ability to advise up to 5 days in advance.

Presentation - Humanitarian implications for emergency responders – Mr. Fabrizio Gentiloni (OCHA)

Climate change and its impact on natural hazards is a fact. Risk-reduction activities and EW procedures need to address underlying risk factors at all levels, be adapted to the changing hazards, be communicated effectively to the people at risk, and incorporate large-scale recovery efforts.

Climate change also brings opportunities and can work as a catalyst for better disaster preparedness and management, including the establishment of new partnerships with donors and other stakeholders. The key message is that the humanitarian community has to bolster preparedness and respond more effectively to the consequences of climate change. According to the World Bank, 1 USD invested in risk reduction today can save up to 7 USD in relief and recovery costs tomorrow.

The humanitarian community needs to mainstream climate change needs into disaster preparedness by:

- Assessing and mapping vulnerabilities and risks
- Using likely climate change projections and scenarios in contingency planning
- Organizing disaster response preparedness exercises and training
- Assessing priorities and developing scenarios
- Defining adequate coordination and organization structures
- Setting up or enhancing EW Systems
- Improving advocacy, promoting public information, and improving information sharing within the humanitarian community and governments
- Collecting and disseminating best practices for response preparedness activities
- Ensuring sufficient funding

Comments from the floor emphasised the importance of stronger links between policies and programs and the involvement and empowerment of local communities in contingency planning. The plenary thanked the presenters for their useful information and validated the climate change analysis.

Presentation 5 - The Role of Vulnerability Assessment Committees (VAC) in Emergency Response – Mr. Duncan Samikwa (Programme Management Unit, SADC)

The SADC VAC system of vulnerability assessment comprises national VACs (NVAC) and a Regional VAC (RVAC) and has been evolving since it was established in 1999. The VAC system is present in 14 countries and was formed to address institutional, technical and policy issues relating to vulnerability assessments. Its membership is comprised of governments, NGOs, UN agencies and private bodies.

There is a 5-year SADC programme that aims at strengthening vulnerability assessments in the region to inform policy-development and programs, capacity building, and regional coordination. SADC is committed to continuously strengthening the system. The role of the SADC RVAC in emergency preparedness is to enhance coordination and collaboration, develop and promote local, national and regional information systems, harmonize methodologies in vulnerability assessment and responses, promote joint advocacy, create a platform for capacity building, and develop national VAC work plans in the Annual Organization Meeting (AOM). Specific attention is given to rapid assessments in floods and cyclones.

Session 2: Lessons learned from 2007 Flood and Cyclone Response

❖ Presentation case-study on Madagascar - Colonel Rakotomalala

Information management:

- Insufficient communication at the local level due to a lack of mobile phones with low coverage.
- Insufficient media coverage and a slow validation and dissemination of information. It is suggested that advocacy officers are recruited.
- Insufficient advocacy and education. School guidelines have been drafted and disseminated to schools. Minister of education has integrated the guidelines in the national curriculum.
- Central information system is lacking.
- No systematic data-collection on resource mobilization.

Coordination:

- A lack of coordination and communication between the partners. A coordination structure with sector focal points will be set up in line with the humanitarian reform. A database with information on “who-what-where-when’ will also be set up.

Rapid assessment:

- Insufficient agreement on triggers and challenges with timelines and the declaration of emergencies. It is suggested to create minimum standards for declaring an emergency.

Early warning:

- Insufficient training in early warning and assessment. Lack of standards for each sector. It is propose to develop standards for each sector.
- Feedback on lessons learned and trainings is lacking.

Logistics:

- Transport means are lacking and it is proposed to increase external aid in the development of communication and transportation services.

- Material requirements and standby agreements with other Governments and private partners in the region are necessary.
- Capacity in stockpiling is lacking.

Simulation exercises and capacity building:

- Need for further simulation exercises and contingency planning workshops.

Resource mobilization:

- Need for harmonisation of resource mobilization and the estimation of needs (what is available and what are the gaps?).
- Response times in disasters should be shortened and availability of resource mobilization tools should be clarified.

❖ **Presentation case-study Zambia – Mr. Andreson Banda**

Early warning:

- There is a need to harmonize and improve EW systems and information dissemination tools. Zambia is used to slow and onset disasters but in light of the upcoming floods there is need for real-time information.

Rapid impact assessment:

- Assessment tools should be reviewed and human resources strengthened.
- Only 8 districts prone to floods have a preparedness plan while potentially 41 districts can be affected.
- A database with information on who-what-where will be developed with the support from SAHIMS.

Logistics - operational response:

Zambia had not experienced such heavy floods in a long time. The floods came earlier than expected and with higher intensity. As a result Zambia was caught by surprise and reacted in an ad-hoc way. A lessons learned review on early warning and preparedness, rapid assessment, and operational response indicated the following:

- Operational response was limited due to challenges in early warning and rapid impact assessment.
- There is a strong need for procedures for information dissemination and a data-base on services available and stockpiles.
- There is a need to develop a national contingency plan with several scenarios, concentrating on floods.
- Procedures for bringing in relief items need to be standardised.
- Capacities at district level need to be strengthened.

❖ **Presentation case-study Mozambique – Ms. Rita Felipe de Almeida**

Resource mobilization:

- There was a need for decentralised funding.

Coordination/leadership:

- Mozambique has a strong government leadership with inclusion of all partners.
- There is a good coordination based on the cluster approach.

Simulations and capacity building:

- Mozambique should make better use of simulations.
- Scenario-building in contingency planning should be improved.

Information management:

- There is a good information-sharing and coordination between all levels.

Early warning:

- Mozambique should make better use of weather forecasts.

Rapid assessment:

- There should be a better rapid assessment of food needs.

Comments from the floor suggested having a forum where outcomes of simulation exercises and lessons learned could be shared. Better information management, also in partnership with the private sector, could improve responses in the short and long term. Capacity building should also happen at district and community level. Emergency preparedness and response should be included in the school curricula. All levels should be involved in early warning systems. National VACs have an important role to play in rapid assessments and capacity building.

Group work: Further elaboration of gaps in the following areas**Logistics:**

- Improve regional pre-positioning.
- Different tools are used in different countries. In order to improve regional collaboration it is crucial to standardise procedures.
- Many countries are facing the same difficulties. A tool to exchange lessons learned and exchange of information would be very useful.
- Local communities should at all times be involved in emergency preparedness and response.
- OCHA should partner with other regional bodies (SADC, Indian Ocean Commission) in order to mobilize resources
- The humanitarian community should speak with one voice.
- Regional accords should be made on transportation in emergencies.
- Fast track procedures in order to get personnel and goods into the country should be explored.
- OCHA should advocate and inform governments of the logistics needs of humanitarian actors.

Government support:

- There is a need for strong national ownership with a clear understanding and recognition of roles and responsibilities.
- The donor community should be more involved.
- More national efforts should be focused on rapid emergency assessment.

Information management systems:

- The Regional VAC should play a greater role – governments should support other governments where possible.

Coordination:

- There is a lack of knowledge of existing structures and a lack of sharing existing information.
- A better understanding is needed on the cluster approach.
- OCHA, through the HC/RC, needs to play a key role in coordination and appeals.
- Need for capacity building, communication and information is crucial.

Session 3: Core issues: Logistics

Presentation: South Africa's capacity for regional support - Mr. Lance Williams (National Disaster Management Centre NDMC)

The Purpose of the NDMC is to promote the implementation of the Disaster Management Act (Act 57 of 2002) through the establishment of an integrated and co-ordinated system of disaster management. The national disaster management framework must: 1) provide a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole; 2) must facilitate South Africa's co-operation in international disaster management, regional co-operation in disaster management in Southern Africa; and 3) facilitate the establishment of joint standards of practice.

The NDMC must develop and maintain a directory of institutional role-players that are or should be involved in disaster management in Southern Africa and establish communication links with foreign disaster management agencies, including institutions performing functions similar to those performed by the National Centre, to exchange information and to have access to international expertise and assistance in disaster management. It is proposed that a consultative process be undertaken to establish a Southern African Development Community (SADC) forum for the purpose of disaster risk management co-operation in the region.

Lessons learned from 2007:

- Focus should be on prevention, mitigation (preparedness)
- Effective people-centric early warning mechanisms are essential (WMO, SAWS)
- Must partner with relevant agencies (WFP – fuel, logistics support)
- Need to address communication challenges (telecommunications infrastructure, interpreters)
- Need to strengthen the institutional arrangements between SADC countries and make arrangements for assistance before disasters occur.
- Ideally there should be a formal request for assistance from the affected country to the (RSA Presidency / Foreign Affairs / Minister responsible for Disaster Management)

Recommendations and way forward:

- Re-activation of the SADC Disaster Risk Management Task Team.
- Establish links between neighboring countries and relevant provinces.
- Establishment of regional early warning mechanisms and systems.
- Establishment of robust communication mechanisms.
- Need to reduce “Red-Tape”.
- The NDMC should convene a UNDAC Regional Workshop for the SADC region.
- Regional legislative frameworks to be put in place, as per the International Disaster Response Law (IDRL) Guidelines – fast tracking Customs and Excise; Speeding up visa applications for relief workers; supply chain and logistics management, etc
- Implementation of SADC-specific regional legislation on cross-border disasters – floods, drought, migration, etc

Presentation: World Food Program (WFP) regional logistics overview and lessons learned - Mr. Dierk Stegen (WFP)

WFP is the acknowledged leader of logistics within the UN system and the transport and procurement division is the core of WFP operations. This involves an annual budget of \$ 9.2 million for immediate inter-agency response teams and where necessary a coordinated logistics response. Recent examples include the Pakistan, Horn of Africa drought, DRC, Indonesia and the Lebanon conflict. WFP is in the process of strengthening its capacities to: 1) respond swiftly and effectively to 4 large simultaneous emergencies; 2) to improve its systems and procedures for responding to emergencies; 3) to integrate better preparedness & response with other humanitarian organisations & private sector for emergency response; and 4) to increase the number of standby partners and deployments.

WFP works through a logistical network of strategically located storage depots made available for humanitarian organisations, Humanitarian Air Services, and a number of sea ports. Logistics Capacity Assessments (LCAs) are often updated in each country of the region and Special Operations (SOs) in 'sleeping mode' can be activated immediately subject to funding. Air support can be activated on short notice through HAS (helicopters, planes, ground teams) and if needed logistics can be augmented with intervention teams for emergencies (ALITE). At country level, WFP has pre-positioned stocks at WFP warehouses.

Plenary discussions emphasised the need to identify and plan for solutions to ensure predictable logistics support for floods and cyclones in the region.

Session 4: The UN Disaster Assessment and Coordination (UNDAC)

Presentation: UNDAC, what is it and how does it work - Ms. Sally Griffiths (OCHA)

UNDAC is a worldwide network and roster of 200 disaster managers provided by governments and is composed of 3 regional teams that can be deployed between 6 to 24 hours. UNDAC teams work under the leadership of Humanitarian Coordinator or Resident Coordinator (HC/RC) and support the affected country and structures in matters of coordination, information management, assessment, and resource mobilization throughout a crisis period. Important to note is that UNDAC teams work through existing national structures. UNDAC teams are self-sufficient, politically neutral and come with their own resources so as not to be a burden to the host country. Currently UNDAC missions in Africa mainly focus on floods. UNDAC teams can be mobilized before a disaster, even when it is unclear if national resources are sufficient. A request for an UNDAC team happens through the OCHA Regional Office for Southern Africa. It was emphasised that UNDAC would like to build a team for Southern Africa.

In response to questions from the floor, the following points were made:

- UNDAC members are normally national members (Government, NGOs, UN staff). UNDAC works very closely with other teams like the IFRC FACT team.
- In light of the humanitarian reform, UNDAC works closely with cluster leads.
- A UNDAC awareness module exists.
- UNDAC was deployed in Madagascar in 2007.
- UNDAC deployments are financed by Governments that put USD 50,000 per member up-front. OCHA mobilizes resources in case the Government is not able to finance.

- The ideal UNDAC profile is between 30-55 years of age. Women are encouraged to apply.

Day 2: Thursday 6th December

Before the start of the first session of the day a short recap was given on the impact of climate change on the region and the lessons learned and gaps in national capacities.

The Head of SAHIMS, Mr. George Tadonki, emphasized that weather forecasts are available and are not the problem. What this workshop should focus on were the critical knowledge gaps that prevented us from working together. These include:

- A low understanding of vulnerability and its varying impact across regions
- A low understanding of modelling and high dependence on guessing.
- The need to carry out rapid assessment by relying on proxy indicators at national level.

An understanding of weather and modeling its impact is needed to identify and understand how it will impact on vulnerable populations.

Participants expressed the need for a clear and practical action plan on how to respond to the upcoming floods and cyclones. In response, a recommendation was made to create a task team that would formulate a regional protocol for accessing resources. This would be a matrix of funding, tools, contact people and timelines on how to access support.

Session 5: Coordination

Presentation: Overview of the Cluster Approach and Government/UN Coordination (Mr. Elias Mabaso, OCHA)

As the gap analysis of the 1st day indicated, coordination in emergency preparedness and response is still an issue of concern. In a nutshell, coordination is often erratic and dependent on personalities and linkages between UN and non-UN organizations is sometimes limited. Accountability to partners is insufficient and donor policies inconsistent. In 2005, the ERC launched a humanitarian response review. As a result the GA resolution 60/124 of December 2005 on the humanitarian reform was endorsed by the Inter Agency Standing Committee (IASC). The humanitarian reform consists of 4 pillars: 1) Cluster approach; 2) Humanitarian financing; 3) Humanitarian Coordinator; and 4) Partnerships.

The cluster approach aims at higher standards of predictability, accountability, partnership and an improved coherence of response on joint strategies. It further improves the prioritization and strengthens sector coordination, rather than replacing it. It improves international response in support of local actors without creating parallel structures. The cluster approach has been applied in all new emergencies since 2006 and will eventually be applied in all countries with Humanitarian Coordinators. Furthermore, the cluster approach is to be applied in all national contingency planning. National clusters and sectors determine the most appropriate leadership. The cluster approach is underpinned by working with and supporting national structures and capacities.

Presentation: Case-study: Mozambique: UN and government perspective - Ms. Lisa Doherty (UNICEF)

The Mozambique presentation focused on the Humanitarian Country Team (HCT) composed of the UN and government and its experience in applying the cluster approach during the floods and cyclone disaster in February 2007. In 2006, an IASC in-country self assessment recommended a humanitarian country team undertake contingency planning and implement the cluster approach. Preparedness and planning was overtaken by urgent response to the flooding, first and foremost because of high levels in the Zambezi river due to heavy rains and cyclone Favio in February 2007. Farmland (84.000 hectares) was lost and livelihoods were destroyed. On the 4th February, a red alert for floods was issued and the HCT met on the 8th. On the 13th, the HCT activated the clusters under the leadership of the RC and a CERF request was posted. Cluster and cluster-leads were established according to the capacities of the actors on the ground. A strong coordination link with the Government (INGC) was established and weekly cluster meetings were organized. A summary of achievements in the different clusters followed.

In Mozambique, the cluster approach is seen as a success and a vehicle for continued response. The approach contributes to a cooperative ethos between government, UN, and NGOs and enhances national and international coordination. The lessons learned report from the inter-agency real-time evaluation indicated that the NGOs needed better orientation on the cluster approach. The capacity of partner organizations needed improvement, especially in the field. The coordination with the Government (INGC) needed to be improved. It was deemed crucial for cluster leads to have a field presence. The HCT needs to have clear terms of reference with clear roles and responsibilities (accountability). The Contingency Plan for this 2008 flood and cyclones season is based on the cluster approach with clear sector/cluster plans and focal points. Through the cluster approach, the number of meetings would be reduced and the participation of humanitarian actors in government meetings would be minimized (one voice).

Presentation: Applying cluster approach in the revised IASC CP guidelines for humanitarian assistance - Mr. David Carden (OCHA)

An inter-agency drafting group held consultations in February 2007. The new guidelines were endorsed by the IASC in November 2007 and re-emphasize that contingency planning is a process for articulating and solving problems in advance of an emergency and which should be situated within a broader framework of emergency preparedness. The contingency plan should form a common planning framework with different complementary levels of planning.

At different IASC level working groups were created to improve contingency planning processes by building on lessons learned. Key elements are the importance of local ownership in contingency planning, the agreement in advance on management and coordination agreements, and relations with governments. What clusters need to be established and who participates and leads them depends on the national context. Various models with different arrangements are possible in different countries. OCHA and other UN Agencies can facilitate the contingency planning processes.

Clusters should agree on common standards and capacity and gap analysis within the sector and should clarify information management arrangements and assessment, monitoring and reporting

tools. Protection related issues should be more prominently reflected and links with early warning should be improved. Inter-agency simulations should be developed.

As next steps an online toolkit will be developed. A training package and simulations would also be made available. The Emergency Relief Coordinator will distribute the new guidelines to the Resident Coordinators, who will inform their host Governments.

Good communication with government and partners is a precondition for a good implementation of the cluster approach. It is important that no parallel structures are created and to understand that contingency planning is broader than the UN. Clusters are there to support Government structures in emergency response. Better guidance is needed on how to integrate IASC clusters and existing government structures. IASC guidelines are very flexible and put the national context on the forefront.

Group work: Identify prerequisites for better UN/Gov coordination?

- It is crucial for all actors to have the will to engage effectively and the commitment to achieve common goal and objectives.
- Clear roles and responsibilities defined for all partners (government, UN, NGOs). A solid agreement (before-during-after) and database on who-what-where-when would be a good baseline for improved coordination.
- Recognition of national leadership and the importance of the government in leading contingency planning and coordination. No parallel structures should be created and the government should have at least 1 focal point in every cluster. It is important to further build on existing collaboration frameworks and capacities. There should be one entry point in government.
- Information sharing, good communication and reliable data used by all actors.
- Coordination structures (government, UN, NGOs) also need to be active on the ground.
- Transparency and accountability between the government and humanitarian community. The monitoring and evaluation of results is crucial.
- Capacity analysis and strengthening of all actors, especially governments, is needed.
- Resource mobilization before international response.

Session 6: HIV/AIDS in contingency planning

Presentations by Ms. Loretta Hieber Girardet (OCHA); Mr. John Desmond (UNAIDS Malawi); Mr. Mumtaz Osman (UNAIDS); Mr. Maurizio Cysne (UNAIDS Mozambique)

This is the first time UNAIDS has been active in discussing the integration of HIV/AIDS considerations into contingency planning. One third of the HIV/AIDS-infected global population lives in Southern Africa, and last year there were more than 800,000 new infections in this region. HIV/AIDS is declared as a humanitarian disaster in several countries.

Contingency planning processes need to be more aware of the disease and how to better integrate it. Emergencies influence the vulnerability and the prevalence rates. In Mozambique for example, due to droughts in the South, prevalence rates have changed drastically over the last years.

Special attention should be given to the vulnerability of affected households in emergencies and their special needs.

There is a need to collaborate with national coordination mechanisms for HIV/AIDS and to integrate them into national contingency planning efforts. Clear data and assessment guidelines on HIV/AIDS and emergency preparedness and response are lacking. Emergencies generate situations of high risk behavior, undermine at the same time existing coping mechanisms, and destroy social services.

HIV/AIDS programming in emergencies is affected by serious resource constraints and a lack of quality information on which to base interventions (use of proxy indicators). HIV/AIDS is multi-faceted and interventions must be multi-sectoral. Therefore, the participation of key stake holders is critical. From experience in this region, it is important to maintain services already in place and to address specific needs. It is crucial to reduce the risk of new infections; strong links with the protection cluster should be established.

Mozambique has among the ten highest prevalence rates in the world, and new prevalence data for 2004-2007 indicate a same rate. Both in the North and the Centre there are signs that the epidemic is stabilizing although increased prevalence rates have been registered in the South (Gaza and Maputo) due to severe droughts, which lead to increased vulnerability. Integrating HIV/AIDS in emergency preparedness and response work should be mandatory. In 2007, this was not taken enough into account. Food was for example given without condoms and prevention packages. An HIV/AIDS infection is a shock to a family. Many families become female- or child headed households, which reduces significantly the income generating activities. HIV/AIDS-affected families are likely to have a higher number of school drop-outs and tend to develop negative coping strategies.

Group work 1: HIV Considerations in a Sudden-Onset Disaster (case study)

A case-study was presented to the participants, who answered the following questions:

Who is most vulnerable – how could the flooding have exacerbated this vulnerability?

- Women and children, truck drivers and migrant workers were seen as the most vulnerable.
- The flood situation could have exacerbated vulnerability by disturbing livelihoods; heightening the risk of food insecurity; and possibly resulting in forced migration of the population. Social services are likely to be disrupted by floods, which can hamper testing and the distribution of ARVs.

What are the essential services required to reduce risk of HIV transmission and negative impacts?

- Prevention: condom distribution, education, dissemination, information, and testing.
Treatment: ARTs, home-based care programs.
- Mitigation: groups with special needs, shelter, food and nutrition support, education, economic empowerment.
- The humanitarian community should agree how to prepare and respond to HIV/AIDS and emergencies (who-what-where-when).
- Preference should be given to work through existing community structures.
- Services should take into account the special needs of the most vulnerable groups (women, girls, and children).

- Social norms and local culture should be taken into account.

What are the challenges to providing these services, and how might they be overcome?

- HIV/AIDS is not taken into account by emergency responders.
- Social and cultural norms not taken into account.
- Funding for HIV/AIDS activities is given low priority.
- Flash Appeals and CERF applications should take into account HIV-activities.
- It is important to pay attention to community based services – people working are also victims of the disaster.
- Humanitarian workers can abuse their powers.
- There is shortage of staff with the right knowledge.
- Make sure that there are resources to keep people on treatment, also after the disaster
- Funding of HIV/AIDS activities in disasters is needed.
- There is need for more advocacy on HIV/AIDS in disaster preparedness.

Group Work 2: Integrating HIV into Emergency Preparedness and Contingency Planning

Which agencies should be engaged in the integration of HIV into emergency preparedness and contingency planning and what should they do? What are the key activities that need to be carried out at a country level to integrate HIV into national preparedness and contingency planning?

All national levels (National, Province, Districts) and relevant line ministries should be involved in integrating HIV in emergency preparedness and response. National Disaster Management Units should take the leadership and coordinate with the humanitarian community (UN and NGOs). Through existing national structures awareness should be raised on the need for the incorporation of HIV/AIDS considerations in contingency planning. Capacity–building, resource mobilization, and needs assessments should all take into account the special needs of vulnerable groups.

Regional Flood & Cyclone Support Task Team - Ms. Kelly David (Head of OCHA Regional Office for Southern Africa)

1. Ms. David reported back on the Task Team for improving regional cooperation to support national responses.
2. The Task Team proposed:
 1. Developing a **tool** to enable national responders to access regional and international support.
 2. Drafting a **Declaration of Intent** for regional collaboration between governments, UN, NGOs, donors and other stakeholders.
 3. Creating a **Flood and Cyclone Support Task Team** to facilitate response to floods and cyclones in the current season and to ensure follow-up to the workshop's recommendations
3. This regional initiative should be seen as a 1st stage of an ongoing partnership.
4. It is proposed that the Regional Flood & Cyclone Support Task Team is a small group of experienced operational managers at the national and regional level from governments, UN, NGOs, and donors that can mobilize and provide support to Governments and Humanitarian Country Teams.

5. Regarding the supplies and services tool it is proposed by the Task Team that OCHA will be the entry point for a regional support tool in close consultation with RIACSO to ensure that countries are aware of what regional partners can offer so that requests for assistance, resource mobilization, and info sharing are coordinated. This initiative thus aims at supporting and strengthening local and national preparedness and response capacities with regional experience.

OCHA will identify support in the following areas:

1. Surge technical support capacity
 - rapid assessments
 - Coordination: field coordination, meetings, capacity/response mapping, donor coordination, support mapping
 - Information management: mapping and GIS, assessment analysis, info sharing
2. Funding
 - Coordinate funding requests (CERF, Flash appeals)
 - Financial tracking
3. Tools and templates
 - EW
 - Assessment forms and tools
 - Needs analysis tools
 - Policy guidelines on key issues
 - Info sharing platforms (website OSOCC, SAHIMS)
 - Coordination information management

All information on what support is available and how to access it will be reflected in a comprehensive matrix.

In general, participants found it a very good and most welcome tool, but government representatives indicated they would have to liaise with their governments before endorsing it. It was emphasized that the tool should concentrate on the technical aspects of emergency preparedness and response. A clear link with the existing regional structures like SADC was important and the tool would need strong marketing and advocacy in order to make it fully functional. Moreover, the tool would improve resource mobilization from the regional and international level, improve inter-country collaboration, and improve the human resources and surge element. The tool would have to take into account the different languages spoken in the region and should be available online.

Day 3: 7th December

Session 7: Human Rights of IDPs in Natural Disasters

Presentation: IASC Operational Guidelines in Human Rights and Natural Disasters – Ms. Claudine Haenni (Brookings-Bern project on Internal Displacement)

There are 2 frameworks for Human Rights and Internally Displaced Persons (IDPs) in natural disasters:

1. During the response: IASC Operational Guidelines
2. Early recovery/recovery: IASC Framework for Durable solutions

A broad range of human rights issues have to be addressed in natural disasters. Some examples given by the participants are the right to basic social services, education, proper documentation, dignity and food. It is important to determine the legal framework in which humanitarian action takes place.

There is a strong need to find permanent and durable solutions for IDPs. The current UN architecture (OCHA, UNHCR, UNICEF, OHCHR) is developed in the perspective of conflict zones. A broader perspective is however needed with guiding principles on IDPs, their needs and how to respond. A refugee status is clear in legal terms and the humanitarian community knows how to respond. In the case of IDPs however there is no change in legal status and sometimes a lack of clarity on how to respond, although IDPs have specific needs after displacement.

The challenge is that there is not one size fits all solutions. The context of protection and human rights is also unclear in natural disasters and human rights are often seen as very political. In addition, it is often seen that IDPs fall under national legislation and not international human rights law. Needs assessments are often complicated and disaster responders lack awareness of human rights issues.

In June 2006 the IASC adopted the "Operational Guidelines on Human Rights and Natural Disasters". The guidelines emphasized that those affected by disasters have the same rights as all others and that human rights underpin humanitarian action. In other words, there is no legal void for IDPs. Although all human rights are indivisible, the guidelines sequence and prioritize action according to 4 groups: 1) Protection of life, physical integrity, dignity; 2) Basic necessities; 3) Other economic, social and cultural rights; and 4) Civil and political rights. The first two are the most relevant in immediate response, the last two not life-saving but need be implemented ASAP.

Many questions arise when defining durable solutions for IDP: What to do with people going back to flood prone areas? How long is a person IDP? What happens when the displacement lingers (Bam, Mexico, Pakistan, Tsunami)? When people are born in displacement, are they displaced? When can humanitarians pull out?

There are 3 ways of looking at the question:

1. Cause-based criteria (reasons for displacement no longer exist)
2. Solution-based criteria
3. Needs-based criteria

The framework for durable solutions is a combination of the all 3 ways (IASC):

1. Process to enable voluntary decision of IDP
2. Conditions for durable solutions (safety, non-discrimination, reintegration support)
3. Flowing scale

The overarching aim is to facilitate the process of a durable solution. The following conditions are a sine qua non for a durable solution:

- Physical safety
- Access to national protection
- Basic public services
- Documentations; ID cards, property
- Livelihood, means of survival
- Return-packages adapted
- Measures for an adequate standard of living
- Property restitution
- Has an impact on the community and decision mechanisms
- Redress for abuses
- Family reunification
- Political rights

A durable solution should be analyzed case by case, there are no generic needs linked to displacement. Therefore it is difficult to develop a framework and guidelines. It is recommended to have additional training and more interaction on the topic in the region. It was further recommended that a regional workshop would further explore the issue of human rights and IDPs. The Special Representative of the Secretary General on Internally Displaced Persons might accompany this process.

Session 8: Core issues: Earle Warning and Community Preparedness

Presentation – Early Warning Systems floods – Ms. Motsiri Hillary (Regional Office IFRC Zimbabwe)

Community preparedness:

Mzarabane, in the Mashonaland Central Province is prone to floods (Zambezi Valley). The year 2002 was the worst cyclone in many years in which the Civil Protection Unit coordinated the response with support from its members. After the relief phase, the Red Cross initiated trainings of communities in Disaster Management and Early Warning systems. A participatory workshop was held with local actors. After the training a way forward was mapped with a well established radio communication in a central point and a fully functional disaster committee established. Local people had their own EW system based on local knowledge and habits, which they used in the case of flash floods. All villages were trained in emergency preparedness and radio communication, and local committees established. The local government in the area was also involved. Currently, the communities have full ownership of the system.

Communities should be involved and have ownership. Simple processes often make best use of limited resources and have the biggest impact.

Communities should participate in:

- Preparedness
- Structures
- Planning
- Coordination

There is a need for preparedness and planning in the region to avoid uncertainty in light of the coming floods. Info sharing and communication should be improved in the context of the floods. Thresholds for activation agreed for information sharing on early warning with communities. ISDR has a website with practical case studies on Early Warning.

Disaster Risk Reduction (DRR):

Disasters pose an increasing threat to development, global risks and vulnerability is increasing in the light of climate change. Any development plan should look at a DRR mechanism. Communities must be involved in the development and regular testing of early warning systems linked to weather forecast system. Measures should be taken to ensure the readiness of communities. Communities should participate at every level of the planning and decision making processes and should advocate for the incorporation of local knowledge. It is important to tap into existing systems and traditions.

Session 11: DRR and early recovery

Presentation: Humanitarian Action, Recovery, and Development (UNDP Namibia)

Early Recovery (ER) establishes the foundation for long-term recovery and development. The guiding principles of the ER IASC cluster are supporting national ownership, the need to promote local capacities, and increased participation in decentralized planning. The ER network supports the RC/HC system.

Resource mobilization is often focused on the immediate response and little resources are covering early recovery. There is no sound methodology and guidance on the process to assess early recovery needs.

Guiding principles for ER:

- National ownership
- Promote not replace local and national capacities
- Participation of decentralized levels - empower local authorities
- Effective ER needs assessments
- Coordination of stakeholders
- Factor risk reduction into process ER
- Build upon ongoing development initiatives
- Gender equality and other cross-cutting issues
- M&E and lessons learned

Presentation: UN/ISDR – Humanitarian Reform and DRR (Martin Owor, ISDR)

The number of natural hazards and human-induced conflicts and although there is a growing number of humanitarian responders, almost none are active in DRR. More needs to be done in DRR, preparedness and response alone is not enough. 300 Million persons are affected by natural disasters every year. The ISDR is a strategy agreed on by 168 countries and organizations with a small secretariat (UNISDR) placed within OCHA approved by the UN GA. The ISDR also has a secretariat within the IFRC. DRR is a holistic approach and combines all efforts to reduce disaster impacts. The 2005 Hyogo Framework aims at building the resilience of nations and communities to prepare and prevent disasters. It is a ten year strategy for implementation with 5 priorities. The

Humanitarian Reform ensures better preparedness for response in DRR through the creation of clusters. Also Governments should make sure they implement the cluster approach. There should be a clear link without boundaries between DRR and development. A global fund for DRR in Southern Africa should be established. ECHO will be funding Malawi, Mozambique, Comoros, and Madagascar on DRR from next year.

Given the limited time for this topic participants expressed a strong desire to further discuss DRR on other occasions.

Closing session:

Mr. Lance Williams from the South Africa NDMC announced that an agreement with the Madagascar Government would be reached in the next couple of weeks on technical assistance and material support in preparation of the forthcoming cyclone season. A task team would be convened to further detail areas of collaboration. South Africa was very happy with this mutual beneficial agreement and expressed willingness to expand to other SADC countries.

The Declaration of Intent was presented and read out by a representative of the Zambian delegation. It was agreed that all partners would provide further input for final endorsement of the declaration in January 2008. OCHA would further develop the regional supplies and services tool to be used in this flood and cyclones season. OCHA would facilitate the establishment of a Regional Flood & Cyclone Support Task Team.

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