

**Second African Drought Risk and Development Forum**  
Report 16 – 18 October 2006, Nairobi, Kenya

## UNDP DDC

UNDP Drylands Development Centre is part of the United Nations Development Programme. It is a unique global thematic centre that provides technical expertise and practical policy advice and programme support for poverty reduction and development in the drylands of the world.

The Centre's work bridges between global policy issues and on-the-ground activities, and helps governments to establish and institutionalize the link between grassroots development activities and pro-poor policy reform. The main areas of focus are mainstreaming of drylands development issues into national development frameworks; land tenure/reform and sustainable land management; marketing markets work for the poor; decentralized governance for natural resources management; drought and complex food security and payment for environmental services.

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## UNDP BCPR

The Bureau for Crisis Prevention and Recovery is the practice leader for crisis prevention and recovery within UNDP. BCPR provides expertise on crisis issues to UNDP country offices, regional bureaus, and headquarters. The work of the Bureau bridges the humanitarian phase of a post-crisis response and the long-term development phase following recovery. BCPR is also an advocate for crisis sensitivity, working to ensure that all UNDP's long-term development policies and programmes address the risks and opportunities related to disaster reduction and conflict prevention.

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## UN ISDR

The **International Strategy for Disaster Reduction** is the focal point in the UN System to promote links and synergies between, and the coordination of, disaster reduction activities in the socio-economic, humanitarian and development fields, as well as to support policy integration. It serves as an international information clearinghouse on disaster reduction, developing awareness campaigns and producing articles, journals, and other publications and promotional materials related to disaster reduction.

The ISDR aims at building disaster resilient communities by promoting increased awareness of the importance of disaster reduction as an integral component of sustainable development, with the goal of reducing human, social, economic and environmental losses due to natural hazards and related technological and environmental disasters.

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## List of Acronyms

ADDF1	First African Drought Risk and Development Forum
ADDF2	Second African Drought Risk and Development Forum
ADDF3	Third African Drought Risk and Development Forum
ALRMP	Arid Lands Resource Management Project
ECHO	European Commission Humanitarian Aid Office
GEF	Global Environment Facility
GHA	Greater Horn of Africa
ICPAC	IGAD Climate Prediction and Application Centre
IOM	International Organization for Migration
IRIN	United Nations Integrated Regional Information Networks
IUCN	The World Conservation Union
IWHR	China Institute of Water Resources and Hydropower Research
IWMI	International Water Management Institute
ODI	Overseas Development Institute
PCI	UNOCHA Pastoralist Communication Initiative
RATES	United States Agency for International Development (USAID) Regional Agriculture Trade Expansion Support Programmes
RTE	Real Time Evaluation
SASOL	Sahelian Solutions Foundation
UNDP-DDC	United Nations Development Programme - Drylands Development Centre
UNDP-BCPR	United Nations Development Programme - Bureau for Crisis Prevention and Recovery
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UN-ISDR	United Nations International Strategy for Disaster Reduction
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
WFP	United Nations World Food Programme
WISP	World Initiative for Sustainable Pastoralism

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## Executive Summary

The idea of a network between United Nations Development Programme (UNDP) and the Secretariat of the International Strategy for Disaster Reduction (ISDR) on the relationship between drought, risk and development, particularly in Africa, originated in an UN ad hoc Inter-Agency Working Group on Drought meeting in Geneva in 2003. One recommendation from this meeting was that such a network be facilitated by ISDR and UNDP, particularly the Drylands Development Centre (DDC) and the Bureau for Crisis Prevention and Recovery (BCPR), in the context of a global set of regional drought networks linking expertise and experience in the management of drought risks and development practice.

The goals of the network are to:

- a. promote applied discussion and debate on key issues linking drought risk and development
- b. provide a platform for the development and dissemination of good practice and innovation
- c. provide an entry point for accessing existing networks in Africa and beyond and
- d. act as a forum for the elaboration of critical strategies and policy relevant decision-making

UNDP's DDC and BCPR, together with UN-ISDR, organized the first Forum on Drought Risk and Development Policy in Africa (ADDF1), which was held in Nairobi in February 2005. It brought together a multi-disciplinary group from around Africa and elsewhere. This spanned experts working on drought, food security and crisis issues; practitioners; development agencies; and donor partners. One outcome of ADDF 1 was identification of Practitioner demand for a one-stop resource on the development aspects of drought in Africa, leading to the creation of a Portal (see <http://www.droughtnet.org>) under auspices of the Network.

The second Forum on African Drought Risk and Development (ADDF2) was held in Nairobi from the 16 to 18 October 2006; see <http://www.undp.org/drylands/drought-workshop-06.html> for background documentation, including presentations. The focus of second Forum was on the Greater Horn of Africa, following the recent drought - triggered food crisis in that region. This three day gathering brought together around 75 participants based in Africa and Asia, including practitioners, senior officials, policy makers, key partners and journalists.

The workshop objectives included:

- a. presenting the conclusions of the first Forum (for ADDF1 details please see <http://www.droughtnet.org/droughtforumreport.htm>)
- b. orienting the Network's direction for 2007
- c. encouraging participants' contributions and capturing them for future use
- d. facilitating networking between practitioners
- e. empowering practitioners to improve the impact of their work through exposure to best practices and a range of experiences; and
- f. influencing the way drought in Africa is perceived by the public, development community and policy makers

Ten **major themes** that emerged from presentations and discussion sessions included the:

1. Importance of **political will** and of the political economy of food aid and trade
2. Need to focus on impacts at the **grassroots/community** level The promotion of **convergence** around what needs to be done
3. Importance of **addressing the disconnect** between managing drought as an emergency and mainstreaming drought into development
4. Need to **clearly define** current differences in terminology and concepts of drought
5. Promotion of **joint work** to make policy and practice reinforce each other
6. Need to identify the principles behind **success and failure stories** and to identify the conditions under which these principles are applicable

7. Need to **analyze the effectiveness** and impacts of market based and natural resources management focused options, and the conditions under which each are suitable
8. Need to influence donors to shift from short term bias to **medium term programmes**
9. Importance of making better use of the **power of the media**

The **key messages and recommendations** for practitioners and policy makers, highlighted below, were based on the session: *Ways Forward*, together with the results of a questionnaire and the participant evaluation. These address the following issues:

1. Importance of investing in building the **right kind of capacity** at the right level
2. Need to establish **appropriate mechanisms** to gather information with a use
3. Promotion of working at and/or ensure impact at the **grassroots level**
4. Need to analyze **good practices** and relate them to the conditions under which they are most relevant
5. Need to identify, inventory and advocate for the use of **innovative approaches**
6. Importance of developing **tools** and more analytical decision support to enable commitments to drought risk management issues
7. Need to create an action plan for **collaborative work**, based on comparative advantage

### Practical outcomes and follow up to the workshop

The process of dissemination of this report will result in part in directing participants your views, ideas and recommendations into high traffic websites. UNDP-DDC will focus on facilitating networking amongst practitioners in 2007. This will include the new modality of a monthly e-newsletter with links to the latest quality filtered resources on the Network's web portal (see <http://www.drought.org>) or other locations.

## Sommaire

L'idée d'un réseau entre le Programme des Nations Unies pour le Développement (PNUD) et la Stratégie Internationale de Prévention des Catastrophes (SIPC) à propos de la relation entre sécheresse, risque et développement, particulièrement en Afrique, trouve son origine dans une réunion ad hoc d'un groupe de travail inter agence des NU sur la sécheresse à Genève en 2003. Une recommandation de cette rencontre était qu'un tel réseau soit facilité par la SIPC et le PNUD, particulièrement le *Drylands Development Centre* (DDC) et le Bureau pour la Prévention des Crises et du Relèvement (BCPR), dans le contexte d'un ensemble global des réseaux régionaux concernant la sécheresse reliant savoirs et expériences en gestion des risques de sécheresse et la pratique du développement.

Les objectifs du réseau sont :

- a. promouvoir la discussion et le débat sur des thèmes clés associant risque de sécheresse et développement
- b. fournir une base pour le développement et la dissémination des bonnes pratiques et des innovations
- c. donner un point d'entrée pour accéder aux réseaux existants en Afrique et ailleurs et
- d. agir comme un forum pour l'élaboration de prise de décisions relatives aux stratégies et politiques cruciales

Le DDC et le BCPR du PNUD, avec la SIPC organisèrent le premier Forum sur le Risque de Sécheresse et les Politiques de Développement en Afrique (ADDF1), qui a eu lieu à Nairobi en Février 2005. Il rassembla un groupe multidisciplinaire venu d'Afrique et d'ailleurs (dont des experts travaillant sur la sécheresse, sécurité alimentaire et thèmes de crise ; des praticiens ; des agences de développement ; des bailleurs de fonds partenaires).

Le second Forum sur le Risque de Sécheresse et les Politiques de Développement en Afrique (ADDF2) s'est tenu à Nairobi du 16 au 18 octobre 2006; <http://droughtnet.org/droughtforumreport.html> (pour des informations complémentaires. La réunion cette année s'est focalisée sur la Grande Corne de l'Afrique, à la suite de la récente crise alimentaire déclenchée par la sécheresse dans la région. Cette rencontre de trois jours rassembla environ 75 participants basés en Afrique et en Asie, incluant des praticiens, des hauts fonctionnaires, des décideurs politiques, des partenaires clés et des journalistes.

Les objectifs déclarés de l'atelier comprenaient :

- a. la présentation des conclusions du premier forum <http://droughtnet.org/droughtforumreport.html> (pour des informations complémentaires sur ADDF1)
- b. l'orientation de la direction du réseau pour 2007
- c. l'encouragement des contributions des participants
- d. la facilitation du travail en réseau
- e. l'octroi de moyens aux praticiens pour améliorer l'impact de leur travail et
- f. l'influence sur la façon dont la sécheresse en Afrique est perçue par le public, la communauté du développement et les décideurs politiques.

Dix **thèmes majeurs** ont émergé des présentations et des sessions de discussion :

1. L'importance de la **volonté politique** et de l'économie politique de l'aide alimentaire et du commerce
2. Le besoin de se concentrer sur les impacts au **niveau communautaire, à la base**
3. La promotion de la **convergence** à propos de ce qui a besoin d'être fait et comment, du traitement des thèmes menant à la divergence et des influences et orientations institutionnelles
4. L'importance d'aborder le **problème de la scission** entre la gestion de la sécheresse comme une urgence et l'intégration de la sécheresse dans le développement
5. Le besoin de **clairement définir** les différences actuelles dans la terminologie et les concepts de sécheresse

6. La promotion d'un **travail conjoint** pour que les politiques et la pratique se renforcent mutuellement
7. Le besoin d'identifier les principes des **échecs et les succès** et d'identifier les conditions sous lesquelles ces principes sont applicables
8. Le besoin **d'analyser l'efficacité** et les impacts sur les solutions basé sur le marché et celles basées sur la Gestion des Ressources Naturelles
9. Le besoin d'influencer les donateurs pour passer d'une tendance pour le court terme à des **programmes à moyen terme**
10. L'importance de faire un meilleur usage du pouvoir des médias

Les **messages clés et les recommandations** pour les praticiens et les décideurs politiques décrits ci-dessous furent basés sur la session « Perspectives », ainsi que sur les résultats du questionnaire et de l'évaluation des participants.

1. L'importance d'investir dans la construction **du bon type de capacité** au bon niveau
2. Le besoin d'établir des **mécanismes appropriés** pour rassembler l'information à utiliser
3. La promotion du travail et / ou l'assurance d'un impact au **niveau de la base**
4. Le besoin d'analyser des **bonnes pratiques** et de les mettre en relation avec les conditions dans lesquelles elles sont plus pertinentes
5. Le besoin d'identifier, faire l'inventaire et de plaider en faveur de l'utilisation de des **méthodes innovatrices**
6. L'importance de développer des **outils** et plus de supports décisionnels analytiques pour faciliter des engagements sur le thème de la sécheresse
7. Le besoin de créer un plan d'action pour un **travail collaboratif** basé sur l'avantage comparatif

### Conclusions pratiques et suivi de la rencontre

La dissémination de ce rapport a aussi pour objectif d'obtenir vos opinions, vos idées et recommandations dans des sites Web à haute fréquentation. UNDP-DDC se concentrera sur la facilitation du travail en réseau parmi les praticiens en 2007. Ceci impliquera comme nouvelle modalité, une newsletter électronique mensuelle avec des liens vers les dernières ressources de qualité filtrées dans le portail Web du Réseau ; (<http://www.droughtnet.org>), ou ailleurs.

## Key Messages and Recommendations for Practitioners and Policy Makers

*The way forward for us is that within development we can prepare for an emergency and within an emergency we can make long term plans for risk reduction.*

Based on the session on the way forward and on discussions, as well as on the questionnaire and the participant evaluation, key recommendations for the way forward in bringing best practices into policy making were identified

1. Any intervention must invest in **building the right kind of capacity at the right level**. For instance, investments at the lower levels, in building capacity of local governments, instead of supporting high administrative costs might actually create more direct results. There is an urgent need to focus on training opportunities, including advocacy training, drought management cycle training and training for journalists to specifically deal with disaster issues and assess reporting impacts, for all stakeholders involved in DRR issues.
2. There is a need to find **appropriate mechanisms to collate and analyze information** that has a use. An analytical approach to information dissemination is needed as a good practice. We need to look at key themes and issues to work with, bottlenecks, best practices and results on drought risk reduction projects. Technical information must be packaged in a form that can be understood and used by those who need it the most, the local community and policy makers. There is an urgent need to focus on pastoralists and their livelihoods in order to have an idea of what pastoralism can and should be in the future. We do not have the knowledge on pastoralism to be able to package information for designing appropriate policies and influencing policy making. Instead, there are many conflicting notions and knowledge on this subject that need to be addressed and we should look at what solid actions we should be implementing to ensure that knowledge about pastoralism is being used in policy. We also need to produce suggestions on doing impact assessments better, as they tend to be reductionist and only focus on some impacts. Finally, it is essential to use research to inform and influence donor and government response.
3. We have missed out on the need for creating awareness and training for capacity within governments and policy makers and even our own institutions to work with communities. There is a need to start rethinking risk reduction issues and policy processes from the local level rather than nationally. We should be putting an effort into this interaction with a **focus on the grassroots level of our work** that will feed into policy. Practitioners and policy makers are often technocrats that are not best placed to design effective policies on drought risk reduction; it should come from the community as it is the people who directly experience drought that know how it should be dealt with.
4. We agree on the importance of having very good quantified information based on success stories, which we can take to policy makers. An implication for this however, is that we either do not have this information, or we have not been using it. We should use the Network and its Forums as a knowledge broker to develop a more systematic mechanism to **identify and analyze good practices**, but also failures, even though it may be more difficult to collect these. Having such information would also enable us to revise projects to see what is working and what needs to be changed, see Annex 3. Workshop participants identified an interest for success stories on livestock and pastoralism in the horn of Africa, strengthening early warning systems, developing drought policies and ways to mainstream drought risk into development. Documenting best practices and analyzing them also entails checking for their applicability across space and time.
5. Unfortunately, our extensive knowledge is not translated into new ways of doing things and keeping things moving. We need to look for **innovative practices**, and practitioners should advocate for new and cutting edge ideas. Implementation of new innovations by government departments should be encouraged and supported. At a community level, fresh ideas are needed in order to use local knowledge and participation in building capacity for resilience and

also in other practical local level processes. It is important to disseminate updated research and information on new instruments for drought risk mitigation and preparedness, but we also need to analyze the challenges posed by innovative approaches. Here, the relevance of innovative market based solutions for drought risk reduction is a question for consideration. Can we move to a situation of market based approaches, knowing that there are a vast number of people in marginal areas who cannot actually contribute to the market? Are we willing to face the fact that almost all of drought management investments or investments on drought risk reduction are externalized to development partners in many countries other than being included in national budgets? This means that there must be an analysis of the welfare tendencies present in drought and famine relief, and if we are to move to market based solutions, shifting away from these welfare approaches, we must consider what policies are needed to replace them.

6. The networks and its Forums should start working on **tools and more analytical techniques** that can demonstrate to policy makers what the options are and what the implications are for taking certain paths. It is essential to monitor the impact of ongoing government interventions. In addition, achievements of new policies made by African governments should be analyzed and disseminated to influence policy makers to take drought and other hazards seriously and to commit to efforts to reduce their impacts. Economic losses of drought need to be recorded and also taken to policy makers so that the impact is understood in their terms.
7. In order to avoid the risk of the Network focusing only on theory and/or being just a platform, we actually need to define how to progress to the next step by **working in collaboration for concrete future actions** linking humanitarian and development actions. There is a need for an action plan, a timeline with goals which can be followed up, framework and guidelines so that implementation can be promoted. A knowledge document that would emanate a framework for action with key recommendations that can be taken forward needs to be created, which contains an accumulation of success stories, from which action points can be established. A way forward here could be to use the Hyogo Framework tools to contribute to UN ISDR's proposal for Drought Risk Reduction Policy Guidelines associated with the Network.

# Summary of Sessions

## Welcome Session

The meeting was opened by the UN Resident Coordinator for Kenya, Ms. **Elizabeth Lwanga**, who argued that there seems to be nothing to show for the massive effort to address drought in the previous years. Arid and semi arid lands appear to continue to be excluded from government considerations in national and regional development objectives. The paradox of ASALs is that there is abundant potential but a lack of action for exploitation. According to **Shafqat Kakakhel**, Deputy Executive Director of UNEP, the drylands pose both an environmental and developmental challenge, as environmental management cannot be treated separately from other development issues. Investments must benefit the grassroots level and the poor must be part of the solution, not part of the problem. The Honourable **Richard Msowoya** of Malawi, Minister of State Poverty and Disaster Management, described the impact of the 2005/2006 drought in the country, which led to the government taking proactive steps to address drought and to put in place strategies for long term food security. Drought is a borderless issue and what is needed is a harmonization of regional policies, stated the Honourable **Rose Waruhiu**, Member of Parliament of the East African Legislative Assembly. Coordination between government ministries is also needed, as well as a greater focus on cross border, cross cutting issues and creative approaches.

Following the opening of the meeting, participants introduced themselves and commented on their interests. These included synergistic efforts, sharing regional and international experiences, improving policy making and finding long term solutions for drought risk reduction and response. Two provocative questions were also raised by participants in this session: (a) who is trading in poverty and the food aid business in Africa? (b) Managing drought is an expensive affair, and not managing it is even more expensive, why do we keep adopting the latter?

## Current situation in the Greater Horn of Africa

### Presentations by the Real Time Evaluation (RTE) team, the IGAD Climate Prediction and Application Centre (ICPAC) and the Ministry of Environment and Natural Resources of Kenya.

In this session the presenters argued that early warning systems in GHA are functioning quite well but insufficient attention is being paid to them, and thus opportunities for disaster mitigation are being lost. Responses tend to have a rural bias and donors tend to react with food aid only, making the cost of recovery much higher. When looking at the appropriateness of a response, we must not only consider whether the right things were done, but also if it was done at the right time and in the right way. **Recommendations** by the RTE team included the need to have technical protocols and guidelines, disaster preparedness policies with allocated resources, decentralized coordination mechanisms, gender policies for implementation and access of women and children to all interventions. **Strategic recommendations** for vulnerability reduction consisted of ensuring transport, road and communication networks, marketing opportunities for animal products and capacities in urban and peri-urban situations. Building resilience of individuals and families, but also of government services, programmes and projects is essential.

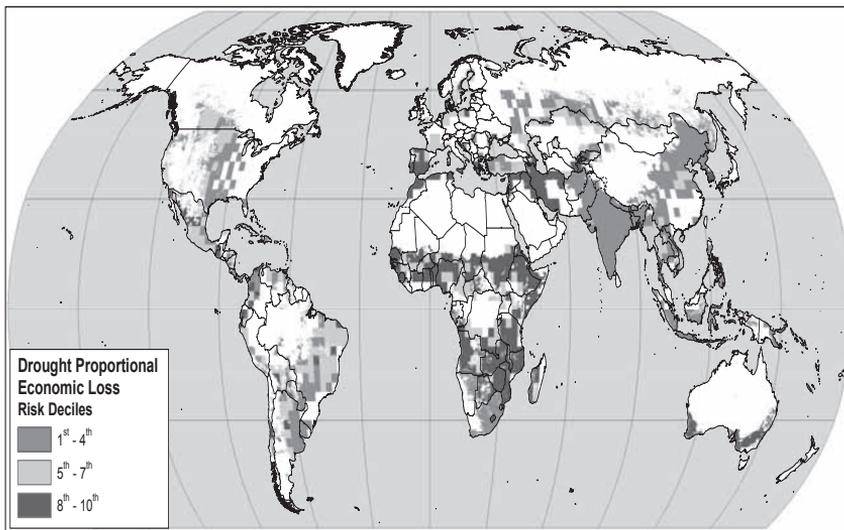
Monitoring and predicting climate and giving timely early warning of extreme climate events provides important information for mitigation, according to ICPAC. The current outlooks for GHA indicate that extreme climate anomalies will develop in the region within the next two years, including large scale shifts from floods to droughts.

The Ministry of Environment and Natural Resources of Kenya presented conclusions of their analysis of the 2000 drought, which mostly affected the rural poor, especially pastoralists, whose livelihoods directly depend on natural resources. Recommendations include the urgent need to find solutions for managing resources in a sustainable manner.

## Session 1: Macro-economic perspectives

### Presentations by UNDP - DDC and the World Bank

In this session it became clear that drought is a way of life in Africa and that even though Africa is not the most drought exposed continent, it is the most vulnerable and is where impacts are felt the most; both in terms of mortality and economic loss (see map below, also available on [www.droughtnet.org](http://www.droughtnet.org)). During the past 15 years there has been continuous humanitarian response to food emergencies in several countries mainly in the Greater Horn of Africa. This means that we need to draw lessons and consider whether humanitarian aid, such as food, is really the best approach, or whether it acts as a disincentive to investing in addressing vulnerability to drought. Furthermore, it was argued that we need to analyze socio-economic and political factors that increase the impacts of drought and loss in a country. Ways to “drought proof” African development must be found, acknowledging that economic diversification is not the only solution. A diversification away from weather dependence of value added is needed, and it is important to start looking at drought risk management as a national priority. Considering the possible future scenario - the end of a “cheap grain era” - efforts must be put into finding solutions now.



*The legend reflects the relative risk of impact of a drought in terms of the proportionate loss of GDP for a sub-national unit. Source: GRIP 2006.*

Drought has historically been treated as an emergency or disaster for a number of reasons and it is the second most common disaster type that the World Bank invests in. Yet, a recent World Bank evaluation has shown that investments in national institutional frameworks using longer term development programmes are more effective than short term emergency response. There are various interventions that will reduce vulnerability to drought, including better integration with global and national economies, building early warning and contingency planning systems, investing in conflict resolution, encouraging the use of social safety nets, focusing on mitigation activities and piloting insurance schemes. The challenge for practitioners and applied researchers is that we all have good ideas and know the answers to reducing vulnerability and poverty, but we need a way of identifying which local success stories can be upscaled and mechanisms to scale up these ideas which donors and government can invest in.

## Session 2: Innovative market based solutions

### Presentations by the Commodity Risk Management of the World Bank and USAID Regional Agriculture Trade Expansion Support Programmes (RATES)

The Commodity Risk Management Group of the World Bank described innovative market based solutions to improve responses to drought. **Index based weather insurance and price risk insurance**, linked to credit, are two proposed instruments offering various advantages for farmers and often governments to make drought risk management financially viable. For example in Malawi, **farmers** have started to

purchase weather insurance contracts. Following the 2005 drought, the **government** has used futures market price risk management as a way of hedging the potential cost of importing emergency food relief. It was argued that there is a need to shift from the typical ex-post to an ex-ante response, so that we are not always operating with high costs. The market for these instruments is developing quickly, thus we need to be aware of it and not afraid to experiment with unconventional options.

The presentation made by RATES looked at using markets to increase food security. It was argued that in many African countries maize shortages are directly linked to food insecurity, although food crises rarely affect an entire region. There are large volumes of efficient informal regional trade that contribute to food inflows in crisis areas and there could be advantages to formalizing this trade; both for traders and governments, as well as consumers. In particular, by increasing predictability and therefore establishing a better basis for planning, both in the private and public sectors. However, **significant constraints** to commercial access must first be addressed. These include the lack of market information, poor infrastructure, unclear government food policy and disorganized grain trade. The RATES initiative aims to help address these constraints by disseminating information on markets, regional maize trade policy and structured trading systems.

### **Session 3: [Success stories and good practices](#)**

#### **Presentations by the Centre for International Cooperation of Vrije Universiteit in Amsterdam, and the Sahelian Solutions Foundation (SASOL)**

The presentation on best practices in Niger demonstrated to participants how even very simple natural resource management (NRM) initiatives, when taken up by farmers on a wide scale such as water harvesting techniques, natural regeneration and in-field afforestation can have immense cumulative social and economic impacts. These include a major reduction in conflicts between pastoralists and agriculturalists, improved household food security and nutrition and women's ownership of livestock, amongst others. A key challenge is to analyze long-term trends in Africa's drylands and to draw lessons from this to show that it is essential and cost effective to invest in agriculture and NRM, even under unfavourable macro conditions. It was argued in this presentation that policy changes in the wake of the 1984 famine created conditions, particularly incentives through land tenure reform, which eventually led to these improvements. The lesson to draw here is that sufficient time must be allowed for policy level changes to have effects at local level and for farmer initiatives to be incentivized.

Twenty-five years of famine in Kitui district, Kenya, created a dependency on national and international aid, increased out migration and exacerbated gender inequalities (schooling of girls was affected due to the long walks in search of water). Water wells and dams which were built over the last 50 years have been ineffective due to their short life span and past projects have failed due to lack of participation. The SASOL Sand Dams project challenged these previous projects by starting with a collective local identification of priorities. The community then participated with some of its own resources and today there are 600 functioning dams. The lesson learned from this success story is that there is a role for external actors to support local initiatives in collaboration with local government representatives.

### **Session 4: [Towards a global framework for Drought Risk Reduction](#)**

#### **Presentations by UNISDR, UNISDR Africa and members from National Platforms for DRR**

The proposal for a Drought Risk Reduction Framework, later renamed "Policy Guidance" (see Annex 2), which aims to promote coordinated efforts to build resilience, was presented for discussion by the Secretariat of UN ISDR, who coordinates disaster risk reduction in the UN system. Based on the Hyogo Framework for Action 2005-2015, it is structured in five main chapters: Context and Objective, Understanding drought risk and vulnerability, Types of droughts. The main elements for a disaster risk reduction (DRR) framework are: (1) policies and governance, (2) risk identification, impact assessment and early warning, (3) awareness and knowledge management, and (4) mitigation and preparedness measures), instruments and suggested practices. Practitioners and other actors were encouraged to comment on this framework and were also invited to use the ISDR system with global, regional and national platforms for coordination, information sharing and providing support to governments.

The Hyogo Framework for Action was also the basis for establishing national 'platforms'. According to UN ISDR Africa, more than 30 countries have a platform for disaster risk reduction as an institutional coordination mechanism to help the country shift from disaster response to mainstreaming disaster risk, and some of these countries are succeeding in linking DRR to poverty reduction related strategies. The main aims of the platforms are to increase national leadership and commitment for DRR and to improve collaboration amongst national stakeholders. DRR is a complex issue that requires cooperation of all actors, including governments and the media, to contribute their immense skills and knowledge to mainstream the issue into development planning and practice. National Platforms are a mechanism to join all of this knowledge and actors and should thus be supported.

The findings of the National Platforms in Uganda, Kenya, Tanzania and Ethiopia were also presented during the session. In Uganda, the government has typically focused on reactive responses, but is now willing to commit to DRR issues. A Department for Disaster Preparedness has been established, as well as disaster management committees at the local level. Kenya has been looking at issues of drought for the past 20 years. There are early warning systems in place and there is an effort to strengthen drought contingency planning, for which the government and donors are helping to establish a national drought contingency fund. DRR started in 1994 in Tanzania, including drought risk, since drought has been one of the biggest problems in the country. The Drought Management department has committees at national, district and community level to give out early warning information and advice on drought 'proofing'. Ethiopia has had disaster management initiatives since 1974. There is a National Disaster Prevention and Preparedness Committee, which is the highest decision making body. Food security and drought impact reduction strategies are included under the poverty reduction umbrella. The problem however, is that policies need to be supported by legislation.

## **Session 5: [National level drought resilience building](#)**

### **Presentations by the Arid Lands Resource Management Project (ALRMP), UNDP Ethiopia, the Kenya Camel Association and the UN-OCHA Pastoralist Communication Initiative (PCI).**

The Kenyan case study of ALRMP looked at lessons learned from past drought management initiatives, which show us that there has been an overemphasis on short-term relief for drought and food insecurity, inadequate government budgetary allocations, a late response to emergencies and weak linkages between the drought cycle management phases of the ALRMP model (preparedness, mitigation, relief and reconstruction). A key recommendation is the importance of moving from policy at national level towards the community level, emphasizing community based drought resilience building.

Following the 2003 drought, Ethiopia's Food Security Coalition was set up to change the way food security is managed, addressing both chronic and acute cases and bringing together the government, non-governmental agencies, donors, civil society and other key actors. A Technical Group was set up, which then developed an ambitious national safety net programme with a number of achievements so far. What we can **learn from Ethiopia's example** is that a coalition approach, backed by political commitment and active involvement, can be an effective initiative that can be institutionalized and nationally owned. It also proves that development partners are ready to work in coordination and harmonization. This Food Security Coalition presents an innovative opportunity to push for the achievement of the Hunger MDG.

Panellists from the Kenya Camel Association and UNOCHA PCI emphasized the need to work at a grassroots level for drought resilience building. Building capacities in local communities is essential, as well as linking programmes to these communities. Famines have occurred for centuries and have led to the creation of pastoralists' governance structures and drought mitigation strategies, such as mobility. National efforts should aim to identify, support and link with these thus far largely unexplored institutional structures.

## **Session 6: [Regional African lessons learned in drought risk management in Southern and West Africa](#)**

### **Presentations by the UN Resident Coordinator of Namibia, the University of Cape Town, ECHO and UNDP BCPR**

An estimated \$300 billion will have been spent on emergencies in Africa between 2000 and 2020. However, figures for emergency relief show us that little progress has been made to reduce the incidence

and severity of emergencies. Drought cannot be dealt with in isolation from deeper chronic problems of a structural nature, such as HIV/AIDS, poverty and governance. An agenda for action must therefore seek to respond to the needs and causes of crisis but also to those of chronic problems in a reliable and not ad hoc way. Three key areas for action are recommended: 1. the need to deal with the consequences of harvest failures (impacts on food security due to price variability are known, but there are no plans to fix this and so the question is whether it is a role for governments or the market); (2) the importance of institutionalizing social protection (with a commitment from national governments); (3) the need to support the delivery of basic services (which has great impacts).

A typical response pattern has been for governments and agencies to advocate for development with minimum integration of disaster reduction management. It is important to consider two factors: droughts do not occur unexpectedly, and household stresses develop slowly and regularly. When looking at these two factors present in the Sahel, it is evident that addressing drought with an emergency response is ineffective. Black and white humanitarian development does not work because humanitarian indicators and basic needs are constantly present, making it possible to intervene all the time. We must shift practice to a "grey area" of medium-term response that deals with both short and long term needs using humanitarian response to crises, but also addressing underlying causes of structural vulnerability. Here, there is a need to focus on a livelihoods framework, to work more closely with development partners, and donors to plan and finance medium term solutions of 5 years or more. A key message to be taken into consideration is that women have a critical role in building resilience to drought.

Drought is a way of life in **Namibia**. Twenty-two percent of land is true desert, while seventy percent is arid or semi arid, leaving only 8% of land where drought is not a major challenge. Namibia's national drought policy was formulated in 1997 and reviewed in 2005. However, because the policy was only revised in 2005, implementation is not yet under way. The government is trying to shift to a longer term perspective and has established a National Drought Fund. There is also an emergency management directorate in the Prime Minister's Office and a National Drought Task Force which deals with policy development. A drought 'proofing' measure has been to create to enable environment by including drought risk management into the Poverty Reduction Strategy Paper.

Although it was believed that early warning systems were working in the Sahel, in 2005 specifically in Niger, underlying chronic issues of hunger, which had not been dealt with due to their usual recurrence, were suddenly portrayed by the media as a humanitarian emergency, triggering a humanitarian response. UNDP-BCPR has been designated lead agency for early recovery, building a bridge over the grey area between humanitarian and development actions and approaches. A working group was set up in Niger to address emergency in providing support to enhancing the capacity of the government focal point and implementing small scale projects to support livelihoods and communities in the short term. In the medium term, the aim of the working group is to carry out a comprehensive multi sector and multi agency study on the causes of food insecurity.

## Session 7: Non African Experiences

**Presentations by the China Institute of Water Resources and Hydropower Research (IWHR), the International Water Management Institute (IWMI), UN ISDR and UNDP DDC**

*Chinese proverb: "Drops of water can drill stones" (perseverance will move one forward).*

Local or regional drought occurs almost every year in China, creating "ecological refugees". However, the country has managed to shift drought policy from crisis management to risk management, with a focus on proactive drought mitigation at all levels (legislative, financial, technological, administrative, etc.), as well as preparedness planning and risk management. IWHR stated that an effective drought mitigation method must have an integrated proactive approach that uses all available methods in every aspect.

IWMI's presentation focused on the role of applied research for drought management. Drought is a global problem that migrates from one place to another, but ASALs are more drought prone than other areas. The Horn of Africa is amongst the areas where annual precipitation is estimated to drop below

75% of its long-term mean annual value. Whether drought is a slow onset or not, it is very difficult to predict early on, but there is a critical need to follow and monitor events. Useful tools for this include online drought monitoring and quantifying drought hazard. It is also important to **analyze drought policies and institutions** to ensure they adhere to drought preparedness, and also to carry out socio-economic surveys that allow us to identify the most drought affected populations. **Recommendations** include the need for drought research to be multi-disciplinary, for outputs, such as publications, to be implemented and monitored, for drought research to be timely (so that the problem is not continuously shifted to future generations) and to get a clear scientific message across to interested policy makers.

Panellists from UN ISDR and UNDP DDC talked about the Chinese and Indian experiences respectively. The **main lessons** to note from China include the importance of having decentralized drought management systems, with clear and transparent protocols and responsibilities. **Main recommendations** include the need to support ISDR's Policy Guidance and for countries to take the primary responsibility in DRR and prioritize their needs. In India, about 10 to 12% of the land area is arid, whilst semi-arid zones account for 30% of the country. Drought is recognized as one of the major hazards. However, drought is also one of the most politically sensitive disasters because of the mechanism to allocate grants to each state. The Indian government has been heavily criticized for implementing reactive short-term contingency programmes. Many coping mechanisms have been developed by local people, yet it was found that these traditional coping methods were not given due attention. Other findings include the need for a long term drought management policy framework, the need to fortify rural society's coping mechanisms and a change to the colonial era famine code so that the village economy can be preserved.

## Session 8: Resources for practitioners

### Presentations by UN OCHA / IRIN, ReliefWeb, UNDP DDC and UN OCHA for Central and East Africa

This session looked at resources for practitioners for knowledge networking and good practices. **IRIN** is an information system that was born after the Rwandan genocide. Instead of an event driven approach to reporting, IRIN's goal is to address the current information gap and raise awareness by presenting free of charge news that explores the underlying and often underreported issues. It is argued that continuing the coverage of a story is crucial during the period where it is not getting sufficient attention and even after large agencies leave.

**ReliefWeb** was formed after the Great Lakes crisis and developed from the perceived need to tackle issues with reliable data. It is now a response tool for coordination, early warning, early action, preparedness, advocacy and networking. ReliefWeb has taken the lead in the dissemination of best practices in the field of humanitarian information. It is also a repository for policy documents that are not country specific and information and maps which are posted by NGOs, government organizations, UN and humanitarian agencies and media organizations. ReliefWeb encourages practitioners to use the website to share information.

**UN OCHA** presented findings on linking humanitarian action to development. There are different concepts of drought: drought as an emergency and drought in an emergency. Even though there is extensive knowledge on the two contexts, response has been humanitarian and has typically dealt with drought as an emergency, without looking at underlying factors. We need collaboration and cooperation to overcome this problem as we cannot be effective if we do not use the same tools, mechanisms and indicators to monitor similar situations and measure achievements. The Steering Committee on linking Humanitarian and Development Action aims to improve humanitarian and development programming and response by sharing knowledge, best practices and lessons. It seeks to present one integrated approach to tackling disasters and post-disaster recovery. **Key outputs** proposed include technical support to policy and decision making processes, a research study on vulnerability and adaptability of institutions, and hosting interchanges on the "grey area" of transition.

The UN Inter Agency ad hoc working group on Drought meeting held in Geneva in April 2003 led to the creation of the African Drought Risk Development Network and later a Web Portal see: <http://www.droughtnet.org>. The Drought Portal aims to improve the way drought is managed in Africa by assisting practitioners to access hard-to-find resources, all in one place. Practitioners are highly encouraged to

get involved and support the Network; web portal. Future actions to look out for include the Drought and Development e-Digest, an advisory board and contacts for drought resource persons.

## Session 9: Role of the media and advocacy for drought resilience building

### Presentations by representatives of Oxfam (Novib), the Standard Newspaper, BBC, WFP and UN ISDR

This last session of the meeting brought together media representatives and journalists to look at the role of the media for drought resilience building. According to Oxfam there is a strong relation between coverage of the media and international response. However, it is difficult to get the media involved in the best type of coverage to assist drought and food crises. Either this is because the media have an urge to translate warnings into famines, or else decide that it is not newsworthy unless there is a full blown crisis. Thus, early warning signals hardly make headlines, as seen in the GHA, where an early warning message failed to get early coverage. There is an old trend of focusing on the suffering and on humanitarian aid that is lacking or not coming in swiftly. Perhaps we should look at editors, who put pressure on reporters to make news a marketable product. It is not easy to find answers to convince the media to address drought issues at the right time and in the right ways. We must focus on prevention and it is thus vital to advocate continuously for policy, early warning and development issues in the drylands so that the media is more likely to respond.

Drought in the GHA is leading millions of people into abject poverty and is therefore retarding development gains made by African governments. The challenge for African states and also for journalists is to cushion the effects of these disasters, according to the Standard newspaper. Reporters must use the barrel of the pen to influence policy makers to commit to disaster risk management. Some **proposed initiatives** to achieve this include providing training, workshops and motivation for journalists; having a disaster risk guidebook, an online magazine for disaster stories and a database of disaster prone areas; broadcasting positive stories to motivate change; establishing a journalist disaster risk management association.

Panellists from BBC, WFP and UN ISDR challenged the opinions as outlined above. It was argued that there is a misunderstanding of the role of a journalist, which is to serve the demand of audiences and not those of humanitarian and development agencies. Humanitarian crisis are a normal annual phenomenon and are thus no news furthermore the media is more qualified to know what is important to broadcast. It was also stated that the media is not here to prevent a crisis, but without media coverage, donors would be less forthcoming. There is a need to go deeper into a particular crisis, as some underlying issues do not want to be exposed, such as corruption in food relief. Thus, an important role of the media is to look at the transparency and accountability of organizations.

#### Websites Recommended by Participants

##### Drought information:

- ❑ <http://dms.iwmwww.iwmi.cgiar.org/drw> (drought information web site)

##### Information resources for practitioners:

- ❑ [www.droughtnet.org](http://www.droughtnet.org)
- ❑ [www.irinnews.org](http://www.irinnews.org)
- ❑ [www.reliefweb.int](http://www.reliefweb.int)

##### Market information:

- ❑ [www.tradeafrica.com](http://www.tradeafrica.com) (information on maize, beans and pulses traders)
- ❑ [www.cottonafrica.com](http://www.cottonafrica.com) (information on cotton and textile traders)
- ❑ [www.ratin.net](http://www.ratin.net) (market information for Kenya, Uganda, Tanzania and Rwanda)

##### Other websites:

- ❑ [www.gdonline.org](http://www.gdonline.org) (gender & disaster network)
- ❑ [www.frameweb.org](http://www.frameweb.org) (national i.org (online drought monitoring)
- ❑ [resources management community](#)

## Key Themes from Discussions

Following the presentations in each session, ten categories of ideas can be discerned from the respective plenary discussions.

### 1. The importance of political will and of the political economy of food aid and trade

The importance of political will and the context of the international political economy are two recurring themes from the findings of the first forum. They were brought up again during various discussions as a fundamental challenge for bridging the relief-development gap. It was argued that studies are too short sighted and do not address uneven development factors, meaning that political issues are not being taken into consideration. Obstacles posed by the political economy and also those arising from societal attitudes to poor people, including pastoralists, are impeding change and impacting the way decisions are made. If causality is to be looked at, these political and social dynamics must be taken into account. So long as these factors are not addressed and made a responsibility of governments, the same things will keep on being discussed.

In addition, it is difficult to empirically identify dependency to food aid, as there is a large body of evidence on the fact that food aid can work as an 'insurance' to tide people over, ensuring that they use these food assets to prevent using their own. This makes it difficult to emphasize the need to move away from emergency response. The issue of maize dependency also poses a problem. A great amount of resources (politically, socially or financially) has been invested in maize production and/or maize based relief, even when this is an ineffective intervention. This is because governments tend to work with secure systems even if they are not the most effective or efficient. However, the era of cheap grain is coming to an end and the emphasis on maize as food has to be refocused on other alternatives. The limitations for this change must be analyzed as well as the constraints to political will with risk reduction.

### 2. The need to focus on impacts at the grassroots/community level

A significant issue that came out of discussions was the tension between top-down technical planning and interventions and bottom-up community experiences with a more 'political' and social nature. Decision makers and experts tend to be disconnected from field realities and lack training to work with communities, even though it is essential to work with the local understanding and technical skills. Yet community organization and mobilization is an expensive long term initiative, so who invests in community capacity building? Drylands communities typically lack a political voice, and to help the process of their empowerment, proper resources need to be allocated and a deliberate process or programme needs to be put in place. Furthermore, it is also necessary to analyze the way in which communities react to national policies and to shift the trend so that community lessons are used and incorporated into district wide innovations. In order to do this policy should clearly define the roles of different sectors, including the roles of the community. It is only through looking at the resident capacity and at people's needs and aspirations that resilience can be effectively built.

### 3. The promotion of convergence around what needs to be done and how, and of addressing issues leading to divergence and institutional bias

The opinion of one presenter that there is substantial convergence of views on the approaches to reduce vulnerability and poverty was heavily disputed during discussion sessions. Many argued that there is rather divergence amongst practitioners, especially relating to food aid approaches and in the policy environment, where governments and donors differ in opinions. *However, there seems to be a distinction between convergence on a conceptual level and divergence on a practical level.* At a **conceptual** level, there are recommendations that prove that practitioners see the need for being more proactive and investing in preparedness, but at a **practical** and day-to-day level, there are 'perverse institutional incentives' which create pressure to on focus on quick funding for emergency work. Thus, how much are we to blame because we represent institutions that have mandates that bias action towards emergency and which generate funds which may determine the organization's survival? Unless these constraints and

biases are examined and ways are found to overcome them, it will be difficult to attain the achievements we are looking for. Proper decision making processes are needed to get past this institutional bias. A **first step** to overcome divergence, also caused by duplication and information overload, is to look at what all the main actors are doing, merge the key issues and make broader recommendations to try to alleviate the biases. We should also take advantage of the current climate that is favourable to open discussion and dialogue on issues that were not easily discussed before. *This shows that there is at least a possibility to move towards greater convergence.*

#### 4. The importance of addressing the disconnect between managing drought as an emergency and mainstreaming drought into development

The prevalence of acute and chronic hunger and the response given to these problems must also be clearly analyzed. Perhaps there is too much focus on the acute side and thus too much of an effort is being put into humanitarian and emergency responses. Ways to identify chronic hunger and respond to it must also be found. This includes tackling the serious problem that an insufficient development budget is being allocated to chronic long term issues. At a national level, the starting point is to bring together all stakeholders and sectors involved to address drought issues, (through networking and establishing institutional coordination platforms) so that investment in drought risk reduction can be made a priority for funding. Yet, a point of concern raised during discussion is that it seems that many of these national strategies continue to exhibit a 'disconnect' between management of drought risk *as an emergency* and mainstreaming drought risk reduction into national development plans. Various countries identified the lack of legal support and institutionalization for policies on disaster prevention and management as a major set back to their ongoing effort to move from reactive response into mainstreaming risk reduction, which constitutes an urgent issue to be dealt with.

#### 5. The need to clearly define current differences in terminology and concepts of drought

One of the problems identified amongst practitioners is the need to clarify a conceptual and operational distinction between droughts as meteorological, agricultural, hydrological or socio-economic phenomenon. It was argued that meteorological drought extends to all other drought types, and so we must be looking at other underlying causes and not just at natural climatic factors. Another problem with definitions is that there seems to be a state of confusion when talking about disaster risk reduction and drought risk reduction. It must be clearly defined whether these terms are being lumped together or differentiated.

The often repeated statement that climate change and drought are a normal condition also caused some disagreement. Climate change and drought are not "normal" and one is confusing concepts because drought as a normal condition would mean a state of aridity. Defining drought and climate change as "normal" also poses the risk of not giving these issues the importance they deserve and thus opting for ineffective responses. What is needed is to focus on how to build people's capacities and resilience to live with what is severe variability in rainfall and associated challenges. Here, disseminating the findings of applied drought research is crucial to help mitigation.

Another problem identified was that of defining drought as a slow onset event and deducing from this that droughts are therefore "predictable". It was argued that just because droughts are a slow onset does not mean that they can be predictable. Thus, there is a state of confusion regarding the role of early warning systems. They might exist, but generally they do not work effectively. There are constant underlying risks that need to be linked to potential predictability of droughts. It was argued, however, that the efficacy of early warning systems depends less on the technology used and more on the availability of funding to act quickly and the political commitment to it. Furthermore, this issue of political will was also linked to defining vulnerability. If vulnerability is to be reduced, we cannot only look at economic or environmental aspects; it is essential that we consider the social and political implications as well. *Vulnerability, it was argued by some, is essentially a question of democracy and power relations.* In this case, if a drought affected area is not politically influential, it will be difficult to reduce vulnerability in its communities.

## 6. The promotion of joint work to make policy and practice reinforce each other

*Do we need to move from policy to practice or practice to policy?* Whilst some participants stated the need to develop better policies, others claimed that there are sufficient policies and we should now be focusing on implementation.

It was argued that the focus on policy is actually evidence of struggle. When talking about the issue of policy, a lot of research is available in reality and it has been there for a long time. Yet formulating good policies has not been working. How therefore do we come in and put strategies for implementation to try to actualize what has been formulated? For every word written, ways must be thought about to implement it and define what resources are needed to carry it out, meaning that policies without practices are useless.

Furthermore, effective policy must clearly be rooted in practice, focusing on what has worked, but practice must also be backed up by policy. Therefore, one should not be working with practice and policy in parallel, but should be reinforcing them. This is why there is a need to address our institutional architecture to make joint work feasible to bring policies and practices together.

## 7. The need to identify the principles behind success and failure stories and to identify the conditions under which these principles are applicable

Perhaps one of the major issues which emerged from the discussion sessions was that of the potential for use of **success stories**. Success stories should be looked at in order to tackle constraints and find the best way forward and failures should equally be analysed to draw lessons from them. Moving from policy to practice or from practice to policy entails agreeing on a mechanism to compile and disseminate good practices, resulting in a clear output, such as manuals and guidelines to influence policy and create an enabling environment to implement success stories. Once a success story is implemented, it is equally important to return to the field to see if it is working. For an example of a mechanism to compile best practices and lessons learned, see Annex 3.

However, it is essential to look at the pros and cons of an intervention before it is decided whether the project is a failure or a success. At first glance a project might be seen as an example of success, but there may be secondary negative affects which might make the experience a failure. Furthermore, success stories seem to be “site specific” and thus may centre on an issue that is not common to other places. Therefore, there is *the need to define indicators to measure the elements and enabling conditions for success to be applied to different cases*.

## 8. The need to analyze the effectiveness and impacts of market based and natural resources management focused options and the conditions under which each are suitable

When looking at market based solutions there are important considerations that need to be well thought-out. Governments influence markets within their own country, including decisions affecting food security. This means that it is important to take into account country specific situations. Furthermore, can market based instruments be applied in an environment of poor governance? Poor governance is a pervasive factor and efforts are required to defeat it; otherwise the instruments approach will not work. Market based tools must also enable governments to meet their political constraints and cope in efficient ways. Furthermore, how effective can a market based solution be if the most marginalized groups do not have anything to trade as a way of participating in the market? In addition, there is a need for market based solutions and other innovative approaches to focus on addressing livestock trade issues.

Natural resource management is essential to drought mitigation, but only a limited amount of funding is being allocated to it. Populations are capable of taking up natural resource management initiatives without external help, but more results would be achieved if governments committed to it.

## 9. The need to influence development partners and donors to shift from short term bias to medium term programmes

The tendency of both donors and governments to look for quick and easy disbursements of money (typically in health and education) have meant that few impacts have been measured in other areas (e.g. agriculture). There is also a gap in donors' allocation of funds, as these tend to go to either humanitarian or development interventions. The question then is how do we encourage donors to take part in more flexible funding for medium term plans that include both humanitarian and development work? Flexible funding is an issue of honest interpretation, meaning that instead of making up excuses for funding short term programmes, donors must decide and commit to fund medium term programmes, especially in areas where there are multi-stress vulnerabilities. There is a need to work closely with development partners to ensure that priorities for vulnerability reduction are included in large development budgets. Bringing large donors to think on a medium term is an issue of advocacy, since donor governments often want to fund development and not risk reduction initiatives. This is why recording success stories and best practices is crucial to convince both governments and donors to shift from short term humanitarian or long term development interventions to medium term programmes.

## 10. The importance of making better use of the power of the media

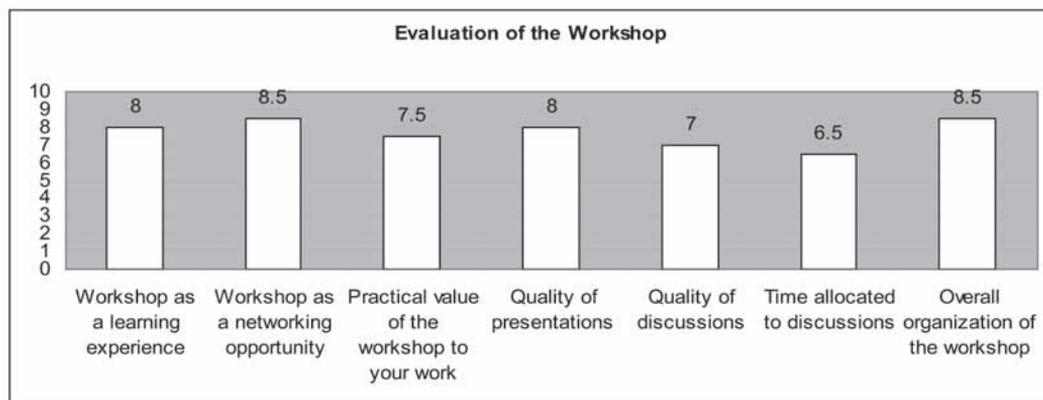
The media has an educational role in drought risk management and should thus know what development workers are doing in this area and promote the subject. African journalists in particular, it was argued by some, have the duty to analyze the objectives of their work and focus on improving their service to African audiences (including politicians), considering the fact that people want to see solutions to drought problems.

However, this opinion was heavily criticized. It is argued that each party has its role, meaning that the media's role (as commercial enterprises) is to serve audiences, just as the role of practitioners is to reduce the impacts of disasters, and so the media's function is not to serve NGOs or international agencies. In addition information such as early warning does not constitute news, especially in the eyes of editors; and neither does good news, due to the fact that what tends to get people's attention is negative news. Information needs to be put in an attractive manner and it is the responsibility of drought practitioners' to focus on the ways to formulate and phrase things to attract the media.

A point of agreement is that it is essential to work with the media and it is possible to make drought an interesting subject. It is a question of sitting down and working together to find common points which are interesting for all parties: editors, reporters, development workers, politicians, audiences, etc. Perhaps using negative news, such as bad practices, could attract the media and audiences' attention to the subject of the need for drought risk management.

### Box 1: Findings from the participant questionnaire and participant evaluation

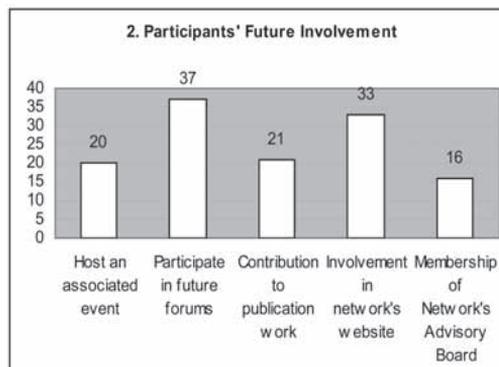
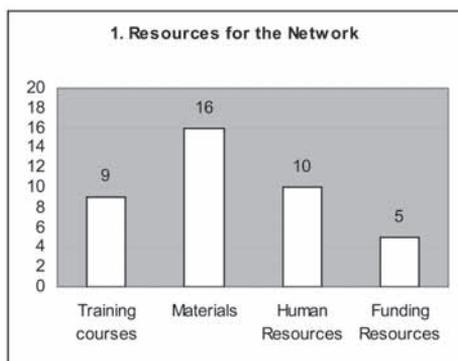
In total, 39 workshop participants answered the questionnaire on days 1, 2 and 3 (of which 6 had previously participated in the network), and there were 23 responses on day 3 for the participant evaluation. Participants evaluated the workshop as follows:



The main concerns that were systematically mentioned by participants included:

1. The need to focus on the local level (especially on pastoralist communities)
2. The need to collect, analyze and use case studies and examples of best practices and failures and
3. The need for practitioners to utilize the immense knowledge base and move towards implementation.

All 39 respondents that answered the questionnaire signed up to receive a monthly *Drought and Development Digest* and most said they would be willing to **contribute to the Network** with diverse resources (see figure 1 below). This includes manuals for pastoralists; publications, fact sheets, frameworks and guidelines on drought management, government interventions, coordination and national resilience building, vulnerability assessments, agricultural recovery, gender mainstreaming; sharing good practices on mainstreaming Drought Risk (DR) into development, policy development; country case studies on effective risk management mechanisms, early warning and disaster management, best practices by pastoralists in Greater Horn of Africa (GHA). Most respondents were also very keen to be **involved in activities** of the network (see figure 2 below), including participating in a future forum either as a speaker, representative, panellist or helping the organization of the meeting.



The majority of the respondents stated they would like to be **content contributors** for Network's web portal and expressed an interest in contributing to publication work on issues of resilience and community based vulnerability assessments, gender issues in disaster preparedness, water management within Drought RISK Reduction (DRR), drought risk assessment, climate related content, hydro-meteorological hazards, agriculture and drought, UNEP's work, analysis of constraints to appropriate livelihood support by governments, donors and international agencies.

## Box 2: Considerations for future Forums

The Network aims to **build capacity** through **electronic networking**, including the use of the Drought Risk and Development Web Portal, e-discussions and a newsletter to promote **face to face networking** through the annual discussion forum, which also serves to set a direction for the network until the subsequent forum.

As part of the **global agenda**, the experience of the members of the network will contribute African content to the global knowledge network on drought risk reduction and development coordinated by the Secretariat of UN-ISDR, as well as to the implementation of the Hyogo Framework for Action on disaster risk reduction.

Following the need to collect and analyze good practices identified throughout the meeting, it was agreed that future forums should have a structure for gathering and organizing practitioners' experience. The table below is a suggested strategic framework for future forums. It will facilitate the collection of information so that **knowledge can be systematized** into **causes** of vulnerability and **upscaled**. These will be **captured in guidelines** to peer reviewed. This will strengthen the *Drought Policy Framework* being developed by UN-ISDR, as well as the *Guidelines on Building Resilience to Drought in Africa* that are being developed by UNDP-DDC. Both documents will be peer reviewed through the network.

Causes of vulnerability + scale	Solutions	Examples, Good practices	Can be upscaled/ if so how
Structural, Regional-wide			
Structural, National			
Immediate, Regional-wide			
Immediate, National			

Each Forum also aims to **strengthen a sub-regional process**, with expertise brought in from the sub-region, but also with comparative experience from across the continent and beyond. The results of the questionnaire and participant evaluation have been the basis for drafting a sample agenda for ADDF3. Some possible themes for the agenda which may focus on Southern Africa include (suggestions welcome):

1. Peer review of the UN's Triple Threat analysis (food insecurity, AIDS, eroded governance capacity), including its relevance, the effectiveness of the response and the analysis of best actions
2. Peer review the proposed UNESCO/Government of Namibia clearinghouse on drought risk and development resources for Southern Africa
3. Peer review national and sub regional Vulnerability Assessment Committees (VACs) institutions and mapping systems, which will be compared to other African sub-regions
4. A session on the interactions between drought risk and HIV/AIDS and the implications for drought risk management in Southern Africa
5. A session on the development and implementation experience of the Namibian Drought Policy (should the forum be held in Namibia)
6. Best practice/ success stories sheets submitted by Network members to be presented in the workshop with small group analytical work to be carried out by participants
7. Peer review ISDR Drought Risk Reduction Policy Framework
8. Peer review UNDP draft guidelines

## Annex 1: Agenda Summary: 2<sup>nd</sup> African Drought Risk and Development Forum 16 – 18 October 2006, Nairobi, Kenya

DAY 1: Monday, 16 October 2006 (Facilitator: Eric Patrick, Policy Specialist, UNDP DDC)

### 1. Welcome Session: Chair: Philip Dobie, Director, UNDP Drylands Development Centre (DDC)

- i) Opening of the meeting:
  - Ms Elizabeth Lwanga, UN Resident Coordinator, Kenya
  - Mr. Shafqat Kakakhel, United Nations Assistant Secretary General, Deputy Executive Director, United Nations Environment Programme (UNEP)
  - Hon. Richard Msowoya, MP, Minister of State Poverty and Disaster Management, Malawi
  - Hon. Rose Waruhiu, MP, Member East African Legislative Assembly
- ii) Self introduction by participants
- iii) Outline of meeting objectives, ground rules and administration: Eric Patrick

### 2. Overview of the African Drought Risk and Development Network and Conclusions of the First African Drought Risk and Development Forum, 2005:

Mr. Ken Westgate, Regional Disaster Reduction Advisor, UNDP, Bureau for Crisis Prevention and Recovery (BCPR)

### 3. Current Situation – Greater Horn of Africa:

- 'Findings of the Real Time Evaluation of the response to the recent drought in the Horn of Africa'*: Dr. Lucien Back, RTE Manager & Prof. Francois Gruenwald, RTE Team Leader, on behalf of Inter Agency Standing Committee, New York
- Greater Horn of Africa Climate Outlook Forum: Substitute of Prof Laban A Ogallo, Director, IGAD Climate Prediction And Application Centre (ICPAC)
- 'Findings of the UNEP and the Government of Kenya report on the Kenya Drought: Impact on Wildlife, Livestock and Natural Resources'*: Jaspal Agatsiva, Director of the Department of Resource Surveys and Remote Sensing (DRSRS), Ministry of Environment and Natural Resources

### 4. Session1: Macro – economic perspectives

- 'Market mediated food security linkages between China, India and Africa'* Dr. Eric Patrick, Policy Specialist, UNDP, DDC
- 'Addressing Risk and Vulnerability in the Drylands of Africa'* Dr. Christine Cornelius, Lead Operations Officer, ESSD, Africa Region, World Bank
- Questions and discussion

## 5. Session 2: Innovative market based solutions

- ❑ *'The use of market based instruments to improve responses to drought. The Case of Malawi: Index based weather insurance for smallholders and hedging price risk during a food crisis':* Ms. Erin Bryla, Commodity Risk Management Group, World Bank
- ❑ *'Using markets to increase food security':* Mr. Stephen K. Njukia, Commodity Specialist, USAID Regional Agriculture Trade Expansion Support Programme (RATES)
- ❑ Questions and discussion
- ❑ Questionnaire

## 6. Session 3: Success Stories & Good Practices

- ❑ *'Investments in Natural Resource Management to reduce drought risk: Niger's Experience, 1984 – 2005:* Mr. Chris Reij, Senior Consultant, Centre for International Cooperation, Vrije Universiteit, Amsterdam
- ❑ *'Kitui Sand Dams':* Prof. Gideon Mutiso, Chair, Sahelian Solutions Foundation (SASOL)
- ❑ Questions and discussion

DAY 2: Tuesday, 17 October 2006 (Facilitator: Ms. Jeanine Cooper Office for the Coordination of Humanitarian Affairs (OCHA), Central and East Africa)

### 1. Recap of Day One, Eric Patrick

### 2. Session 4: Drought Risk Reduction – Towards a global framework: Chair: Mr. Ken Westgate, (BCPR)

- ❑ *'A Framework on Disaster Risk Reduction'* Mr. Pedro Basabe, Senior Advisor, UN International Strategy for Disaster Reduction (UNISDR)
- ❑ *'Role of National Platforms in Drought Risk Reduction:* Mr. Martin Owor, Senior Regional Officer, UN / ISDR Africa

Panelists from the National Platforms for Disaster Risk Reduction:

- ❑ Uganda: Annunciata Hakuza, Senior Agricultural Economist, Ministry of Agriculture, Animal Industry & Fishing
- ❑ Kenya: Mike Wekesa, Senior consultant, Kasarine & Associates
- ❑ Tanzania: Edgar Senga, Disaster Management Department, Prime Minister Office
- ❑ Ethiopia: Teshome Erkinah, Head of Early Warning Department, Disaster Prevention and Preparedness Agency
- ❑ Questions and discussion

### 3. Session 5: National - level drought resilience building

- ❑ *'Kenya case study:* Ms. Fatuma S. Abdikadir, National Project Coordinator, ALRMP, Office of the President, Kenya
- ❑ *'Ethiopia case study on the Food Security Coalition:* Mr. Getachew Asamenew, Assistant Resident Representative, UNDP Ethiopia

Panelists:

- ❑ Dr Chris R. Field, Chairman, Kenya Camel Association
- ❑ Mr. Daoud Tari, Regional Coordinator, UNOCHA Pastoralist Communication Initiative
- ❑ Questions and discussion

## 4. Session 6: Regional African Lessons Learned in Drought Risk Management

### Panels:

#### Southern Africa:

Mr. Simon Nhongo, UN Resident Coordinator, Namibia

Mr. Nick Maunder, Researcher, University of Cape Town

#### West Africa:

Ms. Nancy Balfour, Sector Support Team, Water and Sanitation, Livelihoods and Natural Disasters, European Commission (ECHO)

Mr Ken Westgate, Regional Disaster Reduction Advisor for Africa, UNDP BCPR

#### Questions and discussion

## 5. Way forward

#### Way forward on bringing best practices into policy making, Mr Philip Dobie, UNDP DDC

#### Comments and discussion

DAY 3: Wednesday, 18 October 2006: (Facilitator: Ken Westgate, UNDP BCPR)

### 1. Recap of Day Two: Eric Patrick

### 2. Session 7: International Experiences

#### *'The evolution of China's approach to drought risk management'* Dr. Jingfeng Xin, Head Water Resources and RS Applications Department, Remote Sensing Centre, China Institute of Water Resources and Hydropower Research (IWHR)

#### *'The role of applied research for drought management: a South Asian perspective'* Dr. Vladimir Smakhtin, Principal Scientist – Hydrology and Water Resources, International Water Management Institute (IWMI)

### Panelists:

#### Mr. Hongjun Miao, Consultant, United Nations International Strategy for Disaster Reduction (UNISDR)

#### Mr. Aseem Andrews, Drought and Development Network Manager, UNDP DDC

#### Questions and discussion

### 3. Session 8: Resources for Practitioners: Knowledge Networking and Good Practices

#### *'Integrated Resources Information Networks (IRIN)'* Mr. Yusuf Hassan, Deputy Coordinator, UNOCHA / IRIN

#### *'ReliefWeb: Tools and services for drought practitioners'* Mr. Jens Laerke, Public Information Officer, UN OCHA Regional Office, Central East Africa (Presenting for Relief Web)

#### *'African Drought Risk and Development Network'* Mr. Aseem Andrews, Drought and Development Network Manager, UNDP DDC

#### *'Knowledge Networking for Drought: Linking Humanitarian Action to Development'* Ms. Jeanine Cooper OCHA, Central and East Africa

#### Questions and discussion

#### Participant evaluation form

#### 4. Questionnaire results discussion

- Brief summary of questionnaire results, Mr Ken Westgate, BCPR
- Questions and discussion

#### 5. Session 9: Role of the media and Advocacy for drought resilience building

- 'Early Warnings are no news'* Mr. Wyger Wentholt, Oxfam Novib Regional Media & Advocacy Officer for the Horn, East- and Central - Africa region
- 'Media Role in Disaster Risk Management'* Mr. Kepher Otieno, Journalist, The Standard newspaper

##### Panelists:

- Mr Adam Mynott, Nairobi Bureau Chief, BBC
- Mr. Peter Smerdon, Senior Public Affairs Officer, World Food Programme
- Mr. Ib Knutsen, Information Officer, UN ISDR
- Questions and discussion

#### 6. Conclusions and Way Forward, Eric Patrick, UNDP DDC

# Annex 2: Summary of the Drought Risk Reduction Policy Guidelines

## (UN-ISDR ad-hoc working group)

**D**rought has been one of the major threats among natural hazards to people's livelihood and socio-economic development. Each year, disasters triggered by prolonged drought not only affect tens of millions of people, but put millions of people into starvation and famine worldwide, especially those in poor countries.

To address the complex impacts caused by drought disasters, an increased number of national, regional and international entities have taken actions. An increasing number of meetings and conferences have been held related to drought in recent years, contributing to advancing on a drought risk reduction agenda.

Within the international community, the United Nations Conference to Combat Desertification (UNCCD) adopted a Plan of Action to Combat Desertification, and the United Nations Framework Convention on Climate Change (UNFCCC) has an area of activities on adaptation to the impacts of climate, in particular to drought, desertification and flood disasters.

In 2003, the UN-ISDR secretariat coordinated an ad-hoc discussion group on drought, a temporary panel of experts that proposed An Integrated Approach to Reducing Societal Vulnerability to Drought. In January 2005, the World Conference on Disaster Reduction adopted the *"Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters"* with specific priorities for actions to reduce the impact of disasters.

Drought is one of those natural hazards to be considered in implementing the International Strategy for Disaster Reduction and the HFA. Understanding its evolution, complexity, people's vulnerability and social implications allows for undertaking disaster risk reduction and preparedness measures to reduce drought impacts. To this end, wide-ranging and well-coordinated efforts at international, regional and national levels are needed to build drought resilient communities and societies.

The present document proposes elements for a drought risk reduction framework taking into consideration local needs and international strategies. These elements are classified in five sections: i) policies and governance, ii) drought risk identification, impact assessment and warnings, iii) awareness and knowledge management, iv) mitigation and preparedness and v) good practices and lessons-learned.

The proposal highlights the need to move from policies to practices based on a knowledge network. This includes meeting needs to identify indigenous practices, exchange criteria, expertise and propose simple and affordable technologies, tools and good practices that can be promoted and implemented in vulnerable communities through coordinated programmes and projects.

We would like to invite you to support this endeavour and send to us any policy paper, strategy, examples or good practices in the format indicated on the next page.

## Annex 3: Template for Practices of Lessons-learned on DRR/ management

(please send to UN -ISDR: emailto:basabe@un.org; cc: UNDP - DDC: ddc@undp.org)

**Type** (policies, programs, projects, etc.):.....

**Title:** .....

**Implementer:**.....

**Key partners:** .....

**Project period or timeframe:**.....

**Estimated cost** (optional):.....

**Summary including main components:**.....

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**Results:**.....

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**Lessons learnt or comments:**.....

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### For more information:

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