



# REGIONAL MULTI-HAZARD PLANNING FRAMEWORK

**2022 - 2030**

January 2023



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AAP	Accessibility and Accountability to Affected Persons
AIDS	Acquired Immune Deficiency Syndrome
AML	African Migratory Locust
ART	Adherence to Antiretroviral Therapy
CABI	Centre for Agriculture and Bioscience International
CAT5	Category 5
CDC	Centers for Disease Control
COVID-19	Coronavirus disease of 2019
DES-RI	Deputy Executive Secretary for Regional Integration
DRM	Disaster Risk Management
DPR	Disaster Prevention and Resilience
DRC	Democratic Republic of Congo
DRR	Disaster Risk Reduction
DRR/M	Disaster risk Reduction/Management
ENSO	El Nino Southern Oscillation
EOC	Emergency Operations Centre
EVD	Ebola Virus Disease
ERT	Emergency Response Team
FAW	Fall Armyworm
FMD	Food and Mouth Disease
GDP	Gross Domestic Product
GIS	Geographic Information System
HIV	Human Immunodeficiency Virus
IASC	Inter-Agency Standing Committee
IMF	International Monetary Fund
IBTrACS	International Best Track Archive for Climate Stewardship
IT	Information Technology
Kha	Kilo Hectare
Mha	Million Hectare
MHCP	Multi-hazard Contingency Plan
NCP	National Contact Point
NDMA	National Disaster Management Agency
NGO	Non-Governmental Organisation
PIO	Public Information Officer
PLHIVA	People Living with HIV and AIDS
PoA	Programme of Action
PPP	Private Public Partnership
RAIP	Regional Agricultural Investment Policy
RH	Reproductive Health
RISDP	Regional Indicative Strategic Development Plan
RIASCO	Regional Inter-Agency Standing Committee
RMHCP	Regional Multi-Hazard Contingency Plan
RMHF	Regional Multi-Hazard Framework
RMHPP	Regional Multi-Hazard Preparedness Plan
RSAP	Regional Strategic Action plan
RVAA	Regional Vulnerability Assessment and Analysis
SARCOF	Southern Africa Regional Climate Outlook Forum
SADC	Southern Africa Development Community
SFDRR	Sendai Framework for Disaster Risk Reduction
SHOC	SADC Humanitarian and Emergency Operations Centre
SIPO	Strategic Indicative Plan for the Organ
SimEx	Simulation Exercise
SOPs	Standard Operating Procedures

SPHERE	The Humanitarian Charter and Minimum Standards in Humanitarian Response
STI	Sexually Transmitted Infections
SWIO	South Western Indian Ocean
UN	United Nations
ToR	Terms of Reference
WASH	Water Sanitation and Hygiene

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# 1. INTRODUCTION

## 1.1 GENERAL CONTEXT

The Southern African region is endowed with a rich topography consisting of a wealth of flora and fauna. This is largely due to its combination of tropical and temperate climatic conditions, annual rains, abundant maritime coastlines, rivers, deserts, savannah, forests and rich wildlife. The region's socio-economic performance is driven by several contributing factors including tourism, which contributes significantly to its Gross Domestic Products (GDP). However, the region also suffers from severe natural and environmental shocks. These include climate change related impacts consisting of the natural hazards such as: droughts that lead to food insecurity; cyclones and storms that result in flooding; human, plant and animal pests and disease outbreaks and human-induced incidents like industrial and transport accidents, as well as veld fires and civil conflicts. According to the 2022 Synthesis Report on the State of food and nutrition vulnerability in Southern Africa, food insecurity affects 55.6 million people, with malnutrition rates that average over 25%, across the region. Food security is also threatened by the devastating outbreaks of the African Migratory Locusts that have been recently reported in some Member States including Angola, Botswana, Namibia, Zambia and Zimbabwe.

Globally, there is an increased scale and frequency of cyclonic events. Between 1994 and 2015, a total of 12 Category 5 (CAT5) tropical cyclones were captured in the International Best Track Archive for Climate Stewardship (IBTrACS) cyclones track records, four (4) of these occurred between 2010 and 2015. A recent record of CAT5 tropical cyclone in 2016 demonstrated storm intensification and a slight increase in the frequency (Fitchett, 2018). The frequency of cyclones in the South Western Indian Ocean (SWIO) has increased from an average of four (4) to over ten (10) per season since 2017/2018. A total of thirteen (13) cyclonic systems were observed in the SWIO basin in 2018/2019 cyclonic season (15 November 2018 -15 May 2019) alone and this included the Tropical Cyclone Idai which wreaked havoc in Malawi, Madagascar, Mozambique and Zimbabwe. The cyclones that make landfall together with storms (windstorms and hailstorms) bring torrential rains and excessive flooding which destroy lives, affect developmental infrastructure, community assets and livelihoods, as well disrupt the provision of basic services.

Due to the La Nina event in 2020, the region experienced cyclonic disturbances and storms. These included Tropical Storm Chalane that made landfall on 30th December 2020, in north-east Madagascar bringing thunderstorms and torrential rains. Tropical Cyclone Eloise also made landfall on 23 January 2021, south of Beira city in Sofala province and brought heavy rains and flooding that was experienced across the region. These also affected other inland countries including Botswana, Eswatini, South Africa, Zimbabwe and Zambia that also experienced heavy rains and floods. The flooding that occurred in parts of Eastern and Central Africa from January to May 2021, led to the overflow of Lake Tanganyika, resulting in damage to houses, schools and health centres. It destroyed thousands of shelters in DRC, Tanzania and other great lakes countries.

There are also countries in the SADC region including Angola, Botswana, Comoros, DRC, Malawi, Mauritius, Seychelles, South Africa, Tanzania and Zimbabwe which experience earthquakes and tremors with high susceptibility to landslides. Furthermore, the region also suffers from epidemics such as the EBOLA with outbreaks reported in the Democratic Republic

of Congo (DRC), whilst malaria is widespread together with typhoid, as well as other diarrheal diseases such as cholera. All of these occur against a backdrop of the global pandemic of COVID-19 that has so far costed over 126,000 lives and created serious economic challenges for all 16 SADC Member States according to CDC Africa (2022).

On the other hand, the region also experiences hazards which are directly connected to human activities such as wildfires and the over reliance on natural resources which have resulted in environmental and land degradation. Most of these risks are compounded and fueled by climate change and variability. These multiple disaster risks and hazards heighten the scale of vulnerabilities in the region, impeding the ability of SADC to meet its targeted development milestones.

Even though each Member State of the SADC region, as part of its stately responsibilities, deals with disasters internally, it has become evident that a regional approach and cross-border strategy would be more effective and efficient to address the multiple hazards by all members of the economic community. Through the SADC Secretariat, the region has made efforts to develop a common regional vision, a regional strategy and action plan without exonerating Member States of their individual responsibilities towards prevention, preparedness, response and early recovering from disaster risks.

The SADC's 2050 Vision is based on the development of resilient regional frameworks and interventions through robust institutions and communities for resilience building. The regional strategic objectives as outlined in the Regional Indicative Strategic Development Plan (RISDP) Implementation Plan 2020-2030, emphasizes the need for alignment to the Sendai Framework for Disaster Risk Reduction (SFDRR), United Nations Agenda 2030 and the African Union Agenda 2063, and therefore the need for improved disaster risk management (DRM). The SADC Regional Resilience Framework 2020-2030 recognizes that severe hazards have long affected the SADC region. It also recognizes the importance of enablers such as integrated governance, consistent economic growth, social cohesion and inclusive participation, knowledge building and information exchange, as factors required to address the widespread institutional and community vulnerabilities. The Regional Infrastructure Development Plan (Meteorological Sector) emphasizes the need for the plan to be in line with the SADC Protocol on Transport, Communications and Meteorology which spells out that *"Member States shall develop a harmonised meteorology policy which facilitates regional co-operation, strengthens national capacity and ensures compliance with their international commitments"*.

Based on these aspirations, there is a recognition by the SADC that mitigating measures need to be taken in order to lessen the impact of the potential disasters on the population. The Community also recognizes that past experiences have highlighted some shortcomings on the part of member countries and communities to establish better preparedness and response measures. Based on this recognition, the SADC Secretariat embarked on the development of robust regional disaster preparedness and response mechanisms, which include strengthening early warning and disaster preparedness planning framework through the development of a Regional Multi Hazard Contingency Plan (RMHCP). **The RMHCP consists of a Regional Multi-Hazard Planning Framework 2022-2030 accompanied by a Regional Multi-Hazard Contingency Plan 2022-2023.** This Multi-Hazard Contingency Plan shall be revised on an annual basis, predicated on the annual regional forecasts and the contingency plans developed

by Member States. It will consider projected disaster risks and other emerging dynamics, as well as issues that may impact on disaster risk identification, preparedness, response, effective coordination and recovery as being necessary to improve the disaster risk management landscape in the SADC region.

## **1.2. GEOGRAPHY AND DEMOGRAPHY**

The Southern African Development Community (SADC) is made up of 16 Member States: twelve (12) in-land and three (4) island states off the Southwest Indian Ocean (SWIO) (figure 1). It lies on the Southern part of Africa, projecting northwards into the central part of the African continent with only DRC reaching the equator. Of the 16 members, six (6) are entirely landlocked and thereby depend on their neighbours for access to the ocean. Interdependency therefore is a key factor in the relationship between the Member States of the SADC region.

In 2021 the population of the SADC region was approximately 372 million people, having grown by 9.9% since 2018 (World Bank 2021). The countries with the biggest populations are DRC (24%), South Africa (16%), and Tanzania (16%). It is estimated that 3% of the SADC population (around 8 million people) constitutes the region's migrant stock. South Africa has the highest number of migrants from within the region, with the country hosting some 58.4% of SADC's migrants. There is a significant flow of migrant workers from countries such as Malawi, Lesotho, Zimbabwe and Eswatini to Botswana and South Africa, particularly in traditional sectors such as mining, but also increasingly in other upcoming sectors such as finance and IT (RISDP 2020-2030).

In 2000, 36.5% of the population in the SADC region were classified as urban. This number increased to 46.0% by 2020, and it is anticipated to reach 51.4% by 2030. This suggests that between 2000 and 2020, the urban population rose by approximately 3.8% annually on average, and between 2020 and 2030, it will grow by 3.7% annually, translating to a doubling of the urban population every eighteen years. In most SADC nations, the key challenge is being able to accompany this urban growth with the necessary infrastructure and basic social services. Slower population growth in rural regions, which averaged 1.8% annually between 2000 and 2020, is anticipated to reach 1.4% between 2020 and 2030, thereby making it the antithesis of urbanization (United Nations, World Urbanization Prospects 2018).

It is also projected that by 2050, most countries in Southern Africa will be over 50% urbanized (UN Habitat, 2010; Crush et al., 2012). Population growth is useful for economic growth and for affordable labour. However, with population growth also emerges other challenges such as limited employment opportunities, rural-urban migration and urban sprawl, especially in the big urban agglomerations. These often contribute to environmental degradation through human activities such as deforestation, which sometimes have been enablers of hazardous incidents. Consequently, while climate change has played a major role in some of the disasters experienced over the last 50 years in the region, population growth and urban migration has also been a contributory factor.



Figure 1: SADC Administrative Map

### 1.3. THE SADC ECONOMY

While according to forecasts, the global economy was expected to contract by 2.5% in 2020, the global COVID-19 pandemic has contributed to an even bigger knock on the economy. It is projected that the repercussions of COVID-19 will be felt for a long time with the International Monetary Fund (IMF) predicting a 3.8% contraction in global gross domestic product (GDP) in 2023 (COVID-19, SADC Economy Report, 2020).

In a bid to save lives and contain the spread of the virus, economies were pushed towards “Great Lockdowns” which triggered the worst recession since the Great Depression. Notable adverse effects of the COVID-19 pandemic included the economic lockdowns, direct disruption to global supply chains, weaker demand for imported goods and services and the wider regional declines in international tourism and business travel. As a result, the world economy contracted by 3.3 % in 2020, an outcome far worse than during the 2009 Global Financial Crisis.

According to the SADC Annual Report, the latest statistics indicate that Member States underperformed in achieving the agreed macroeconomic convergence indicators. In terms of Gross Domestic Product (GDP), preliminary data indicates that SADC regional GDP growth contracted by 4.7% in 2020. All Member States recorded contractions in real GDP growth in 2020 except for Malawi and the United Republic of Tanzania who recorded minimal growth rates not exceeding 5.5%. Furthermore, the region’s annual inflation increased to an average of 50% in 2020 from 16.4% in 2019, largely due to heightened inflationary pressures in Zimbabwe. The average inflation excluding Zimbabwe averaged 6.8% in 2020. Annual inflation rate in the SADC region is projected to ease a bit to 15.4% in 2021. Furthermore, public debt continued to trend upward, and it has breached the regional threshold of 60% of GDP due to weakening fiscal positions in 2020. Public debt increased from 55.5 % of GDP in 2019 to 63.2%

of GDP in 2020. The increasing public debt levels will put additional burden on Member States' resources, as debt service costs increase. Debt burden is expected to worsen for SADC Member States with public debt forecasted to further increase (SADC Annual Report 2020-2021).

The Regional Outlook for 2021/22 was forecasted to grow by 2% in 2021 and 3.2% in 2022. The forecasted economic recovery in 2021 and beyond largely hinged on measures put in place to contain the spread of COVID-19 and mitigate its socio-economic impacts, which include the enhancement of national and regional capacities in producing medicines, medical supplies, and developing vaccines, as well as harnessing digital technology across sectors.

The annual inflation rate in the Region was projected to ease a bit to 15.4 % in 2021. Zimbabwe's inflation was expected to decline significantly to 134.8 % in 2021 from 654.9 % in 2020. Overall, Member States were projected to underperform in achieving the agreed macroeconomic convergence indicators in 2021. "Bottlenecks, such as, limited resources; and emergencies of more contagious strains of the COVID-19 Pandemic, may also undermine economic recovery and ultimately dampen the growth prospects for the Region, and as such, the region needs to remain alert and vigilant" (SADC Annual Report 2020-2021)

#### 1.4. RECENT DISASTER HISTORY

The SADC region continues to experience an increase in disaster-related incidents which are aggravated by increasing changes in the climate patterns. The region is highly susceptible to several hazards including floods, droughts, storms, cyclones and epidemics. While climate change is a major contributory factor to disasters in the region, its topography and geographical location also play a role in its proneness to hazardous.

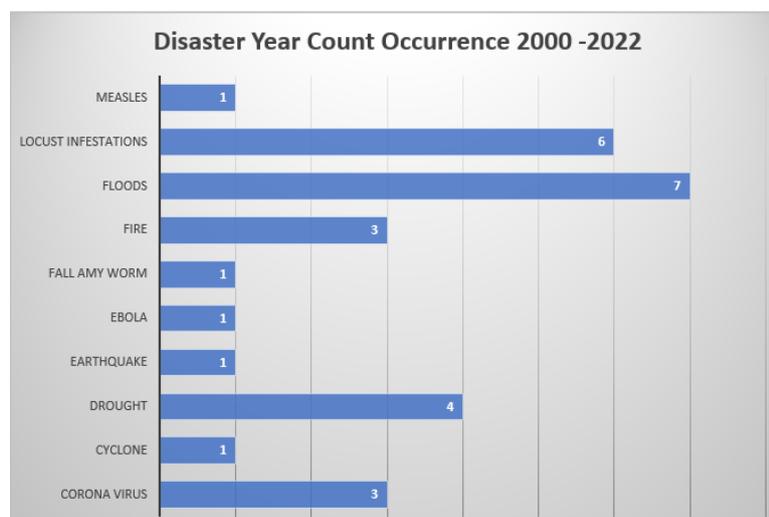


Figure 2: Disaster Occurrence Trends 2000 - 2022

Designated as a disaster "hotspot" by the Intergovernmental Panel on Climate Change (IPCC), Southern Africa is prone to recurrent extreme climatic shocks including droughts and flooding. Countries along the South West Indian Ocean (SWIO) are particularly vulnerable to cyclones – five tropical storms or cyclones made landfall in these countries during the 2021/22 rainfall season. In the past five

years, many parts of the region experienced recurrent droughts.

The region has continued to be afflicted by multiple natural and man-made disasters, the majority of which are fueled by climate change and variability. Cumulatively, these disasters are retarding and reversing the progress made in poverty reduction and strengthening livelihoods resilience. The impacts of these disasters are amplified by the regional vulnerability context that is underpinned by pervasive poverty and inequalities, including gender disparities (SADC RVAA Synthesis Report 2022).

The region's food insecurity situation increased by 7.4% compared to levels recorded during the 2016/2017 El Niño-induced drought. The countries that experienced the highest escalations in food insecurity are the DRC (80%), Mozambique (85%), Eswatini (90%), Zimbabwe (128%), and Zambia (144%). As a result of food and nutrition insecurity, a high number of children suffer from malnutrition, as their diet is cereal based and bereft of vital micronutrients such as vitamin A, zinc, iron, folate, and iodine. In the SADC region, it is estimated that 18.6 million children under the age of five are stunted. This accounts for about one in every three children under five years being stunted. Every member state in the region, except for Mauritius and Seychelles, has a prevalence of stunting that is rated as high or extremely high by the World Health Organization (SADC RVAA 2022).

Below is an illustration of the major disaster events experienced by the region in the last 20 years.

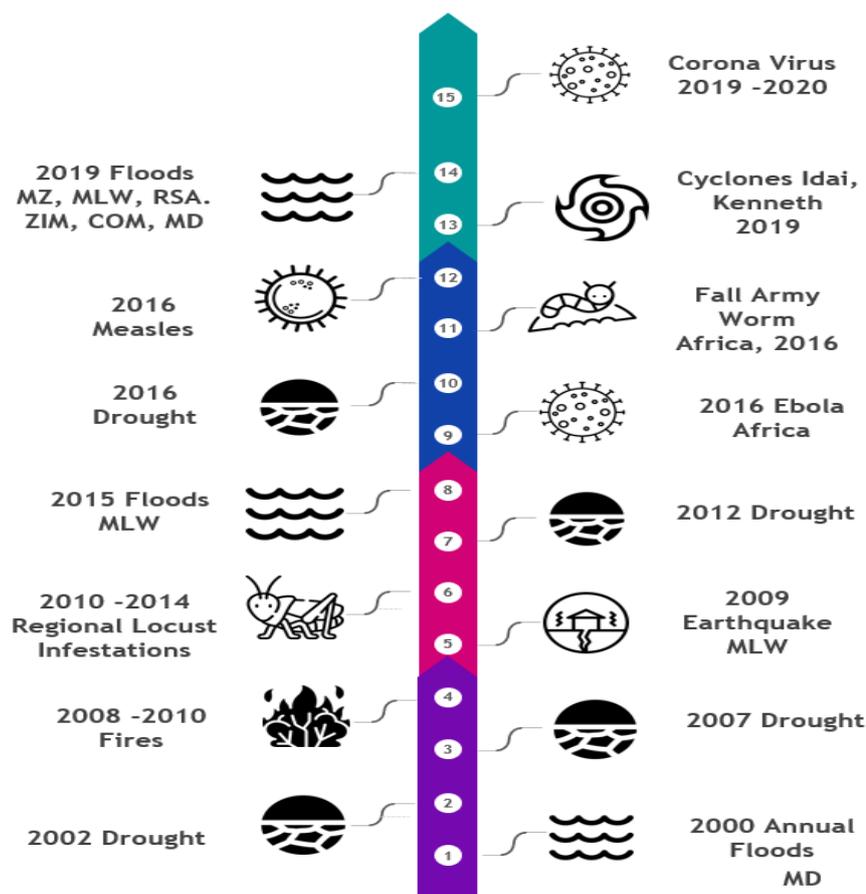


Figure 2: Disaster trends in Southern Africa (Source: Adapted from SADC DRR Unit, 2019)

## 2. THE SADC HAZARD/RISK ANALYSIS

Understanding the nature of the disasters faced by the region is the first step in tackling the challenges faced in Disaster Risk Reduction (DRR). Disasters in the SADC region include droughts, floods, veld fires and epidemics such as COVID-19, HIV and other hazards like pest and animal diseases. Some are more pronounced and frequent, while others are less frequent with less impact scale, therefore attracting little planning or preparation from communities or practitioners. It is important therefore that every country understands the nature of the risks it faces and plans accordingly, even if the risk is less likely to occur than others. This understanding is further enhanced by the regional outlook below.

### **Weather and climate outlook**

SARCOF 26 prediction for the 2022/2023 rainfall season indicates normal to above normal rainfall for most of the SADC Region. Of the 16 SADC Member States, 10 are projected to experience normal to below-normal rains including the north-western part of Angola, most parts of the Democratic Republic of Congo (DRC), United Republic of Tanzania, north-eastern Zambia, northern Malawi, northern Mozambique, Comoros, Madagascar, Mauritius and Seychelles. This situation varies on an annual basis and often parts of the region that are projected to receive normal to above normal rainfall are likely to experience extreme conditions with the possibility of floods and storms.

### **Regional Food Security**

Despite the positive rainfall outlook, food security in the region remains a major concern. According to the SADC Regional Vulnerability Assessment and Analysis (RVAA), “the number of food insecure people is estimated to be approximately 55.7 million from the period of 1 April 2022 to 31 March 2023 in the 12 Member States that provided data for the 2022 Regional Synthesis Report on the status of food and nutrition vulnerability in Southern Africa.” This is a significant increase from the 47.6 million people projected by RVAA for the same period in the 2021/2022 rainfall season. In Malawi, maize prices in April 2022 increased from 22% to 73% above the 2021 increase of 18% and 55% around the same period. This represents the highest increases in southern African markets due to below-normal harvest in most countries. This trend is expected to continue into 2023, and in the process exacerbate an already fragile food security situation.

### **COVID-19 Pandemic and the Resurgence of Ebola in DRC**

The pandemic remains a high priority in the 2022/2023 season for most Member States. While vaccination has been shown to be effective in reducing the incidence of the disease and the region has begun to recover from its effects, the pandemic, vaccination rates are still very low in most Member States.. Several SADC nations, including Botswana, Namibia, and South Africa, experienced an increase in COVID-19 cases from late April to mid-June 2022. Several efforts are being made to increase vaccination coverage throughout the region. However, only two Member States namely Mauritius and Seychelles have vaccinated more than 70% of their

populations while Botswana and Mozambique have fully vaccinated between 40% and 69% of their population respectively (SADC RVAA Synthesis Report 2022).

In addition, the recent resurgence of Ebola in the DRC and its neighbouring Uganda could have a spillover effect on the region. It should be noted that cases of Covid and Ebola do not only have health implications but have repercussions on movement and trade. This is because neighbouring countries tend to restrict movement and, in some cases, close their borders in order to protect their citizens and curb the spread. This often impacts trade and other economic activities for the citizens of the affected countries.

Below is a rundown of the types of hazards known to the region and the countries in which they are mainly occur.

**Table 1: Common Hazards in SADC region, identified per Member State**

<b>Countries</b>	<b>Common Hazards</b>	<b>Additional Hazards</b>
Angola	Drought Floods Human Epidemic	Landslides Seismic Activity Soil Erosion Deforestation Sea level rise Coastal Erosion
Botswana	Drought Floods Veldfires Human Epidemic	Earthquakes Insect Infestation (Locusts) Strong Winds
Union of Comoros	Drought Floods Tropical Cyclones Human Epidemic	Volcanic Eruptions Landslides Tsunamis Sea level rise Coastal Erosion Torrential Rains, Insect infestation (locusts)
Democratic Republic of Congo	Drought Floods Tropical Cyclones Human Epidemic	Landslide Volcanic Eruptions Technological disaster (airplane crash) Severe local storm Armed conflict Earthquakes and Seismic events,
Kingdom of Eswatini	Droughts Floods Tropical Cyclones Human Epidemic	Hailstorms Tropical Cyclones Civil unrest
Lesotho	Droughts Floods Human Epidemic	Epidemic Hailstorms Strong Winds Insect Infestation Civil unrest Heavy Snowfall Severe local storm
Madagascar	Floods Tropical Cyclones Human Epidemic	Insect Infestation Minor Seismic Events Coastal Erosion

		Sea level rise Storm Surge Severe Local Storm,
Malawi	Drought Floods Tropical Cyclones Human Epidemic	Landslides Insect Infestation Pest and diseases outbreaks Earthquakes and Seismic events Deforestation Severe local storm
Mauritius	Drought Floods Tropical Cyclones Veld Fires Human Epidemic	Earthquakes and Seismic events Tsunami Sea level rise Coastal Erosion Technological disaster (oil spill)
Mozambique	Drought, Floods Tropical Cyclones Veld Fires Human Epidemic	Insect infestation (armyworm) Earthquakes, Landslide Deforestation Sea level rise Coastal Erosion Armed Conflict
Namibia	Drought Floods Veld Fires Human Epidemic	Insect infestation (armyworm, locusts) Flash floods, Epidemics Desertification (expansion of desert areas)
Republic of Seychelles	Floods Tropical Cyclones Human Epidemic	Earthquakes Epidemics Sea level rise Coastal Erosion
South Africa	Drought Floods Veld Fires Human Epidemic	Landslides Severe Local Storm Insect Infestation (armyworm) Hailstorms Coastal Erosion (selected locations) Desertification Civil Unrest
Tanzania	Drought Floods Tropical Cyclones Veld Fires Human Epidemic	Earthquakes Cholera Insect Infestation (armyworm) Landslide Volcanic Eruptions Technological disaster Chemical Accidents Deforestation
Zambia	Drought Floods Veld Fires Human Epidemic	Crop Diseases Insect Infestations Severe local storm
Zimbabwe	Drought Floods Tropical Cyclones Human Epidemic	Landslides, Insect Infestation Earthquake

### 3. VULNERABILITY ANALYSIS

The SADC Region has been known to have a significant number of conditions which have rendered its population vulnerable to hazards. These conditions are varied and affect different strata of the society. In order to understand the impact of disasters in the region, it is useful to understand vulnerability and its impact on the population. According to the UNDRR, vulnerability denotes “The conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards.” This mix of factors have tended to play an important role in the vulnerability of communities within the SADC region.

The physical factors in the region include infrastructures which often times are not adapted to the hazardous conditions of the region which include increasing numbers of cyclones, regular floods and to a lesser extent tremors which are becoming recurrent. While some Member States are incorporating the building of resilient cities into their portfolios, this is not the case across the board. This leaves many of the infrastructures in the region not adapted to potential physical upheavals.

Environmental vulnerability denotes some of the hazards such as animal and pest infestations which have had a serious impact on the region over the past few years. The 2022 SADC RVAA report shows that from early 2020 to December 2021 the African Migratory Locust (AML) continued to threaten food security in several member states namely Angola, Botswana, Namibia, Zambia and Zimbabwe. While in April 2022, Swine Fever was reported in the Lusaka Province of Zambia. Foot and Mouth Disease (FMD) outbreaks were also reported in Malawi, South Africa, and Mozambique’s Tete Province.

Vulnerability in the SADC region is most felt within the socio-economic sphere. Social vulnerability has the potential impacts on groups such as the poor, single parent households, pregnant or lactating women, physically challenged, children, and elderly. While economic vulnerability impacts on economic assets and processes including businesses with secondary effects such as increased poverty and job loss. The combination of poverty, unemployment, conflict and forced migration have been exacerbated over the past few years by the advent of Covid-19 which had both health and financial impact on the population. According to the SADC RVAA, “the number of food insecure people is estimated to be 55.7 million during the period from 1 April 2022 to 31 March 2023 in the 12 Member States that provided data for the 2022 Regional Synthesis Report on the status of food and nutrition vulnerability in Southern Africa.” These figures only apply to food security in the region. Combined with challenges in health, unemployment, out-of-school youth and other vulnerabilities, gives a measure of the challenges faced by the region.

The current global, continental and regional trend is not very encouraging for projections leading into 2023. According to the SADC RVAA Synthesis Report 2022, prices for major staples remain high in most parts of the region and more impacts are felt on imported commodities due to the impacts of the ongoing conflict in Ukraine. In DRC, prices of major imported foodstuff, including rice and refined vegetable oil increased by between 10% and 30% in April 2022. In Mozambique, 60% of monitored markets in April reported maize grain prices above the five-year average at a time when prices usually start declining. In Zimbabwe, a combination

of hyper inflationary pressures and shortages of some basic food commodities including cooking oil, maize meal, and sugar have resulted in significant increases in prices with more markets increasing sales exclusively in USD.

Maize grain prices are expected to follow seasonal trends above prior year levels and five-year average levels. In most parts of the region, there is likely going to be increases in transport cost linked to the Ukrainian conflict which has seen prices of fuel increasing, and also likely causing a significant increase in staple food prices. This will likely affect poor household access to staples on the market especially from October 2022 through March 2023, (lean season) when most households' purchasing power will be weak. Drought affected southern parts of Angola, Madagascar, Malawi Mozambique, and, Zimbabwe, and conflict areas in DRC and Mozambique are likely to be significantly affected by above average staple prices. The 2022/23 regional outlook is therefore is cause for concern.

Based on the above assessment, the shocks of recent months have rendered communities in the SADC region even more vulnerable and susceptible to greater impact of floods. According to the SADC RVAA Synthesis Report, during the 2021/22 season, the region has experienced a record of six destructive weather-related systems that included two tropical storms and four cyclones. These directly impacted Madagascar, Malawi, Mozambique and Zimbabwe. While in April 2022, South Africa also experienced heavy rainfall and destructive flash flooding that caused colossal damage to infrastructure and led to loss of lives in KwaZulu-Natal Province. SADC Island States including Comoros, Madagascar, Mauritius and Seychelles face unique climate change related challenges that include sea level rise, and coastal erosion that continue to increase vulnerabilities of local communities. In the Democratic Republic of the Congo (DRC), displacement of populations in conflict zones are being reported in the central and north-east parts of the country while conflict in northern Mozambique continues to affect people's access to livelihood assets, as did the civil unrest that erupted in Eswatini, with ripple effect on food security and livelihoods.

Because of these underlying vulnerabilities, the capacity for resilience and coping of the communities in the region has been quite limited. Resilience is "the capacity of the system to experience a disturbance or change and still retain its basic function, structure, and identity; the ability to self-organize; and the ability to increase its capacity to learn and adapt". According to the SADC Regional Resilience Framework 2020-2030, Humanitarian responses to past crises in the region have saved lives and assisted to restore livelihoods but have not always addressed underlying vulnerabilities. Taking all of these into context, it is easy to see how much the lives and livelihoods of the populations of the SADC region are affected. Even parts of the region which are unaffected by the above-mentioned events often become indirectly affected by forced migration as affected populations seek refuge away from the disasters.

## 4. PREPAREDNESS AND RESPONSE CAPACITY ANALYSIS

Though DRR is the business of all concerned including members of the community, not everyone has the same level of knowledge, decision-making and resources to implement it. Consequently, the primary responsibility to deliver ultimately rests with the national governments. The governments of the SADC Member States, though interdependent, have the primary responsibility of safeguarding the interests of their citizens first. This analysis of capacity is mostly focused on the Member States, and their alignment with the regional body – the SADC Secretariat. The capacity analysis has been done through the prism of existing frameworks, structures, and mechanisms put in place to govern DRM in the countries.

SADC Member States adhere to the Sendai Framework for Disaster Risk Reduction (2015-2030), which is reinforced by the Africa Regional Strategy on DRR through its Programme of Action (PoA). At the regional level, the SADC region has prepared a number of mechanisms to guide DRR including the SADC Preparedness and Response Strategy and Fund (2016-2030) and the Regional Resilience Framework 2020-2030. Through its SADC Secretariat and the recently established SADC Emergency and Humanitarian Operations Centre (SHOC), the region is able to offer support to its Member States. In spite of these mechanisms and the efforts put in place regionally, SADC member states have varying levels of preparedness and response capacity. The SADC Regional Disaster Preparedness and Response Planning Status for the 2022/23 Season gives an apt picture of the capacity of the countries concerned.

While 14 Member states have existing National Disaster Risk Management Coordinating Structures (NDMAs), only 5 have functional Early Warning Systems and 6 with Standard Operating Procedures in place. While 14 Member States have contingency Plans in place, only 6 of these have been finalized and approved and only 1 has carried out Simulation Exercise on these plans. Lack of funds is one of the biggest constraint to disaster preparedness, yet, of the 16 Member States, only 4 have approved funding arrangements in place, with nine still under negotiation. The report goes ahead to identifying the key challenges being:

- Inadequate resources and funds for DRR initiatives
- Lack of integrated multi-hazard early warning system
- Technical & capacity constraints / bureaucratic processes
- Poor operationalization of plans / Contingency plans
- Poor functionality of sectoral / clusters coordination
- Limited information management /communication systems

The status report goes further to identify priority areas for the season to include:

- Financial and technical support to strengthen preparedness
- Support on information management and development of harmonized reporting tools
- Strengthen early warning systems through cross-boundary collaboration, data and information sharing for and early action
- Strengthen institutional capacity and integrate DRR measures into development programs and promote private sector engagement
- Advocacy on the finalization of national contingency plans

Looking at the preparedness and response capacity of the Member States, the key gaps and challenges of the majority is **funding and capacity**. This is an indication of areas where the

SADC Secretariat and its stakeholders need to invest considerably. Coordinating structures and policies in themselves do not necessarily translate into effective and efficient implementation of Disaster Risk Management, but they are seen as the foundation on which DRR rest and which can be strengthened if necessary.

#### **4.1 THE ROLE AND CAPACITY OF THE SADC SECRETARIAT**

The capacity of the SADC region to prevent, prepare for and respond appropriately to disasters has been harnessed through the establishment of the SADC Secretariat DRR Unit. The Unit is mandated to coordinate and assist member states in their endeavor to operationalize disaster risk management both individually and collectively. While the region adopted the preparedness and response strategy, this strategy is not fully operationalized. The SADC Secretariat and Member States have limitations in effectively coordinating a regional preparedness and response mechanism due to lack of protocols, procedures, infrastructure, equipment and machinery to activate multi-sectoral technical capacities and financial resources. The challenges facing the region and especially Members States relate largely to:

1. Lack of consistency in early warning, identification of the risks and information sharing and information communication across the region;
2. National level frameworks are not harmonized, thus making it difficult for cross-border cooperation and coordination; and
3. Internal structures and policies in some countries, though existing are weak, while for others, these structures and policies are not functional.

**Based on the above, the region has to:**

1. develop supporting agreements and frameworks including MOU's for early warning, transit of humanitarian relief resources that support the movement of goods, services and resources across international borders;
2. facilitate cross-border coordination and exchanges between Member States;
3. enhance data and information collection and sharing for effective DRM knowledge management;
4. strengthen regional coordination for DRM communication, packaging, and delivery of information from SADC to Member States;
5. Investing in disaster risk financing for resourcing the preparedness and response activities; and
6. Foster Public Private Partnerships (PPP) for improved participation of the private sector in DRR/M, especially at regional and national levels.

It will be necessary therefore that the SADC Secretariat works towards harmonisation of approaches for the region and in so doing put in place the mechanisms which would enable the Member States work in coherence with each other. This will have to be a gradual process as there is varying degrees of capacity and resources among the Member States. In order to foster this harmonisation process, there is need for a mechanism to guide the Region's Disaster Risk Reduction and Multi Hazard Contingency Framework.

## 5. REGIONAL MULTI-HAZARD CONTINGENCY PLANNING FRAMEWORK (2022-2030)

This Regional Multi-Hazard Contingency Planning Framework (RMCPF) for the SADC is based on an all-inclusive approach to DRR. It emphasizes the central role of regional coordination and its linkages to the Member States and their affiliates in the management of disaster risks within each country. A Disaster Risk Reduction Framework guides the whole-of-society efforts to proactively reduce disaster risk in order to minimise the loss and suffering caused by disasters. The Framework largely seeks to harness the potential for a regional vision and facilitates preparedness and response at national level and which feeds into the regional endeavors. It lays emphasis on the importance of regional cooperation between Member States in information generation and sharing, uniformity of concepts and standardization of tools in order to facilitate better preparedness and response coordination in times of need among Member States.

The Framework derives its base from the Sendai Framework on Disaster Risk Reduction (SFDRR) which is a global framework that was adopted in 2015 at the World Conference on Disaster Risk Reduction held in Sendai, Japan. It was later endorsed by the UN General Assembly in June 2015 and is the successor framework to the Hyogo Framework for Action (2005–2015). The Sendai Framework's span is from 2015 - 2030 during which Parties are expected to substantially reduce of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.

The Sendai Framework's priority actions include understanding disaster risk, strengthening disaster risk governance to manage disaster risks, investing in DRR for resilience, and enhancing disaster preparedness for effective response and to "build back better" in recovery, rehabilitation and reconstruction. The Sendai Framework is implemented at continental level by the Africa Regional Strategy for Disaster Risk Reduction (ARSDRR), through its Programme of Action (PoA) for the Implementation of the Sendai Framework.

In line with the Sendai Framework and the PoA, the SADC Regional Multi-Hazard Contingency Planning Framework also looks at the role of other actors besides the Member States in managing disaster risks at regional level and spans until 2030, in accordance with the timeframe set out in Sendai. Outside of governments, stakeholders of the framework include the private sector, civil society organisations and even community members. The RMCPF incorporates generally accepted good practices in disaster risk management, which include attention to gender, age, people with disabilities as well as an ecosystem-based approach to risk management with a purview to support a sustainable future. Implementation of the RMHCPF is through a Regional Multi-Hazard Contingency Plan (RMHCP) which will be revisited on a yearly basis.

### 5.1. OBJECTIVES OF THE REGIONAL MULTI-HAZARD FRAMEWORK

The overall objective of the Regional Multi Hazard Contingency Framework is to provide a harmonized approach to disaster preparedness and response within the SADC Region. The framework facilitates coordination of regional DRR structures in line with the provisions of the

Sendai Framework, Africa Regional Strategy for DRR and the SADC Regional DRM policies and strategies. The Framework is developed to assist Member States to have a common understanding and a uniform approach to DRM at regional level. This harmonized approach is expected to strengthen coordination and help to minimize potential consequences of disasters within the region.

#### 5.1.1. Specific objectives

1. To provide an operational framework for the Regional Disaster Risk Management within the SADC Region;
2. To identify and classify the hazards which characterize the SADC region with a purview to facilitate planning and preparedness for response among Member States;
3. To facilitate communication, cooperation and coordination between Member States by use of the various guiding instruments both regionally and globally.

## 5.2 SCOPE AND GUIDING PRINCIPLES OF THE REGIONAL MULTI-HAZARD CONTINGENCY FRAMEWORK

### 5.2.1. The Scope

The RMHCF is aligned to the Sendai Framework for Disaster Risk Reduction which aims to achieve the substantial reduction of disaster risks and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries by 2030. In addition, the framework also considers the Africa Programme of Action (PoA) and its 5 additional targets which are designed to accompany the seven (7) targets of Sendai. Furthermore, it is designed to expire in 2030, in line with the expiration of the Sendai Framework. The Framework also covers the priorities of the SADC region in line with its Disaster Risk Reduction Policies and strategies. The scope of the RMHCF therefore covers disaster risk reduction and management in all its phases from prevention, preparedness, response and recovery.

**Prevention:** Prevention measures seek to eliminate or reduce the impact of hazards and/or to reduce the susceptibility and increase the resilience of the community subject to the impact of those hazards. Prevention is a continuous phase in the process and covers a range of activities and strategies by individuals, communities, businesses and governments..

**Preparedness:** Disaster preparedness involves forecasting and taking precautionary measures prior to an imminent threat, in response to advanced warnings. Preparedness activities ensure timely and effective disaster response – minimizing negative impacts on communities, the economy, infrastructure and the environment, as well as the development priorities of the SADC Region.

**Response:** Involves the provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs (food, water and sanitation, shelter and protection) of the people affected by disasters. The response phase kicks in once there is impact from a hazard.

**Recovery:** Recovery activities address reconstruction, rehabilitation and re-establishment demands across physical, social, emotional, psychological, environmental and economic elements. It is aimed at the restoration and improvement of, where appropriate, facilities, livelihoods and living conditions of disaster-affected communities, to a more resilient standard with the aim to reduce the need for significant expenditure on recovery in the future. Recovery begins soon after the emergency phase has ended and should aim at building back better.

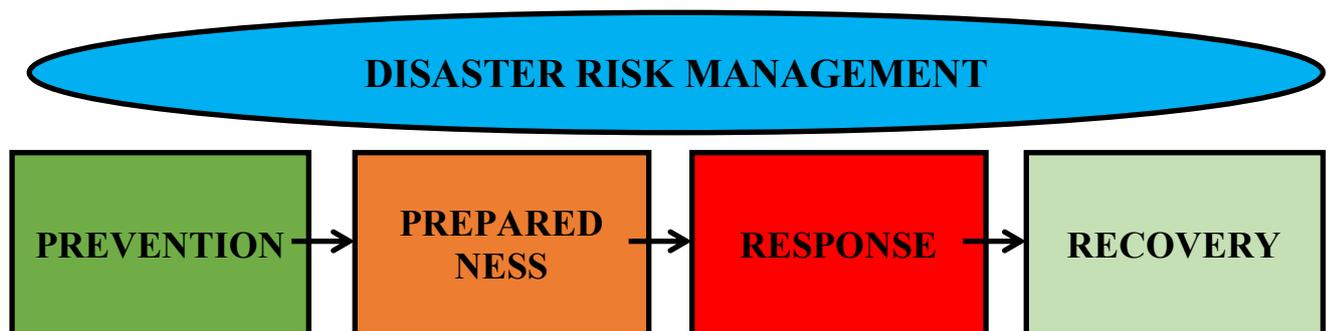


Figure 3: Illustration of the various phases of Disaster Risk Reduction

While this is a SADC regional framework, it is also intended for the familiarization and referral of DRR practitioners in the Member States, including the International Cooperating Partners (ICPs), private sector, Member States local governments/ authorities, NGOs and State-Owned Enterprises.

### 5.2.2 The Guiding Principles of the RMHCPF

This Regional Multi-Hazard Contingency Planning Framework aligns itself to the Sendai Framework for Disaster Risk Reduction which outlines 13 key principles which are:

- i. Primary responsibility of States to prevent and reduce disaster risk, including through cooperation;
- ii. Shared responsibility between the region national and local authorities, sectors and stakeholders as appropriate to circumstances;
- iii. Protection of persons and their assets while promoting and protecting all human rights including the right to development;
- iv. Engagement from all of society;
- v. Full engagement of all State institutions of an executive and legislative nature at regional, national and local levels;
- vi. Empowerment of local authorities and communities through resources, incentives and decision-making responsibilities as appropriate;
- vii. Inclusive decision-making and risk-informed development while using a multi-hazard approach;

- viii. Coherence of disaster risk reduction and sustainable development policies, plans, practices and mechanisms, across different sectors;
- ix. Accounting of local and specific characteristics of disaster risks when determining measures to reduce risk;
- x. Addressing underlying risk factors cost-effectively through investment versus relying primarily on post disaster response and recovery;
- xi. «Build Back Better» for preventing the creation of, and reducing existing, disaster risks;
- xii. The quality of global partnership and international cooperation to be effective, meaningful and strong; and
- xiii. Support from developed countries and partners to be tailored according to needs and priorities as identified by the recipient countries.

The primary role and responsibility of the state in DRM is clearly emphasized in these principles. It takes into consideration the seven (7) targets and the four (4) priorities of the Sendai Framework. This is further enhanced by the 5 additional targets of the PoA. In addition to the global and continental frameworks this RMHCPF also draws from the SADC regional instruments and programmes such as:

- Southern African Development Community Vision 2050
- SADC Regional Indicative Strategic Development Plan (RISDP) 2020 – 2030
- SADC Regional Resilience Framework 2020 – 2030
- SADC Disaster Preparedness and Response Strategy and Fund 2016 – 2030
- The Protocol on Health (1999), and in particular Article 25 on Emergency Health Services and Disaster Management.
- The Regional Water Policy (1995), which includes policy provisions covering people’s protection from water related disasters, including disaster prediction, and management and mitigation (SADC, 2012).
- The Regional Strategic Action Plan (RSAP IV) on Integrated Water Resources Development and Management (2016-2020).
- The SADC Regional Agricultural Policy (RAIP) and Investment Plan and other sectoral plans
- The SADC Regional Vulnerability Assessment and Analysis Programme (RVAA) established in 1999

### 5.3 JUSTIFICATION

The SADC Region is widely known as a “Disaster Hotspot”, as it is prone to several hazards which have over time increased in frequency of occurrence and resulting in disasters which have had devastating effects on the populations. These hazards include floods, droughts, cyclones, epidemics, animal diseases, veldfires and other hazards like locust attacks. While all 16 Member States of the SADC have each in their own way, established preparedness and response mechanisms towards these hazards, this has largely been in varying degrees. This susceptibility to disasters in the region means that an occurrence in one Member State, often has consequences on the neighbouring states, and thereby prompting the Member States to consider mitigation, preparedness, response and even recovery in a collective manner. This drive towards collective action is not limited to Disaster Risk Reduction, but also applies in order fields including water management, agriculture, the economy, politics and even defense.

The SADC Secretariat is tasked with this collective management on behalf of the region and the Disaster Risk Reduction Unit (DRR Unit) of the Secretariat is tasked with issues related to disasters. It is within this context that the Secretariat, through its DRR Unit has taken upon itself to design a Multi-Hazard Contingency Plan for the Region. In developing the Regional Multi-Hazard Contingency Plan for the region, these fundamental questions had to be answered:

1. *Should the process consider an approach where a Regional Multi-Hazard Contingency Plan is developed, based on seasonal forecasts and to which Member States are expected to align and adapt their various National Contingency Plans?*
2. *Should it consider an approach where the Member States develop their various national contingency plans and submit to the Regional Secretariat for Consolidation and development of a Regional Multi-Hazard Contingency Plan?*
3. *Should the process consider an approach where the SADC Secretariat assists and support Member States to develop their contingency plan on an annual basis?*

Through a Consultative process with Member States and with the Secretariat, it was clear that in as much as many countries already have functional Contingency Planning Systems in place, there was a strong propensity for *a joint approach where the Member States develop their various national contingency plans and submit to the Regional Secretariat for Consolidation and development of a Regional Multi-Hazard Contingency Plan.*

The option of a Regional Multi-Hazard Contingency Plan, which serves as a compass for the Member States was deemed more logical, as it would over time enable each Member State to build their own capacities and also enable harmonization of the Disaster Risk Reduction approach in the region. The SHOC is expected to combine regional forecasts and the submitted Contingency Plans of Member States to develop a Regional Preparedness Plan on an annual basis. This would enable the Secretariat the flexibility to assist and support each Member State depending on the level of sophistication or systems put in place.

Based on these considerations, the justification was found to develop a Regional Multi-Hazard Contingency Framework, which would be accompanied by a Regional Multi-Hazard Contingency Plan developed based on the consolidation of submissions from Member States in combination with the annual regional forecasts. The Standard Operating Procedures (SOPs) outline the processes and mechanisms involved in the implementation of the Contingency Plan. But before that there are processes involved in planning the framework.

### **5.3.1. Seasonal Forecasts**

Each year forecasts are made for the SADC Region. These forecasts are instrumental in anticipating hotspots and the hazards to which the region needs to pay attention. It also details the particular countries and zones which are likely to be the most affected. These forecasts are often hydro-meteorological in nature, but the degree of rainfall or storms in a particular year could be instrumental in determining the potential damage to crop harvesting, the degree of flooding or even potential droughts. Based on these forecasts, seasonal plans are required to be developed for the region.

### **5.3.2. National Contingency Planning Process**

Upon receipt of the regional forecasts, each country of the region is expected to develop preparedness measures to mitigate the potential repercussions of the rains, storms, droughts or pests. Member States are expected to each have their own contingency plans which are adapted and updated depending on the forecasts. These contingency plans are then shared with the SADC Secretariat which assesses and consolidates the plans of all the Member States.

### **5.3.3. Workshop on Regional Contingency Planning**

Upon receipt of the Member States' Contingency Plans, the SADC Secretariat is expected to consolidate them. However, prior to consolidation, there is need for a planning workshop where expectations are clarified, and regional priorities determined based on the forecasts and the countries or zones most likely to be the most affected. Based on this clarification, the plans are improved and updated as agreed jointly by all stakeholders. The Secretariat is expected, based on the above workshop to kickstart the regional planning process as informed by the plans from MS.

### **5.3.4. Development of Regional Contingency Plan**

The SADC Secretariat is then tasked with the Consolidation and Development of the Contingency Plan for the Region. This is done with the participation of RIASCO members and regional cluster leads. The plan is expected to also include a budget funding mechanism for the response during the season.

### **5.3.5. Preparedness Workshops and Sessions with Key Member States of Concern**

In addition to preparing a regional contingency plan, the SADC Secretariat through the SHOC is expected to work and prepare priority Member States as identified during the Consolidation Workshop. Priority MS are those which have been determined to require special attention, either due to the gravity of the expected risks or perhaps due to internal difficulties which may have repercussions beyond the national territory and thus requiring the attention of the region.

Once all preparations have been made, the next step is to await in preparedness for any incident which might require action. It is expected that each Member State will respond to any disasters within the limit of its capacity. Only once the event surpasses a well-established threshold, that it gets escalated to the regional level. The thresholds are defined in the Regional Contingency Plan and the Standard Operating Procedures define the step-by-step implementation of the Contingency Plan.

## **5.4. ROLES AND RESPONSIBILITIES IN THE CONTINGENCY PLANNING PROCESS**

The Regional Multi-Hazard Contingency Plan will be developed based on annual forecasts and projections, which shall be updated every year. Given that it is a plan tailored, for use at regional level, it would base a lot of its inputs/planning on the Contingency Plans for Member States. Tables 2 to 4 below lists activities to be considered in the development of the Regional Multi-Hazard Contingency Plan for SADC.

Table 2: Activities of the SADC Secretariat and its Partners for the Early Warning and Preparedness Phase

<b>Activities</b>	<b>Expectations</b>
<b><i>RVAA Food Security analysis report shared</i></b>	The Synthesis Report on the State of Food and Nutrition Security and Vulnerability in Southern Africa; outlines the vulnerability of countries in terms of food security and livelihoods outlining communities that should be targeted with relief interventions.
<b><i>SARCOF Early warning and weather forecast monitoring and optimum coverage of alert messages.</i></b>	The SARCOF Forecasts enable the region to carry out Early warning activities, provide better awareness and preparedness on the part of MS and the SADC Secretariat.
<b><i>Development/Updating of National and Regional Contingency Plans</i></b>	All Member States are expected to complete their Contingency Plans and submit them to the SADC Secretariat for Consolidation and preparation of a regional contingency plan
<b><i>Preposition of Food and Non Food Items across the Member States and the Region</i></b>	Where possible, the SHOC will work with MS to identify and pre-position Food and NFIs in preparedness for potential shocks. This includes the identification of bases/locations for preposition
<b><i>Mobilisation of ERT and Organisation of Simulation Exercises in readiness</i></b>	In preparation for potential shocks, the SHOC activates the Emergency Response Team and carries out preparedness activities including Simex.

Table 3: Generic Response Activities

<b>Activities</b>	<b>Expected Results</b>
<b><i>Regional Monitoring and Evaluation of the situation in Member States with Information Management and Sharing</i></b>	All key stakeholders are regularly updated on the situation in Member States. This enables close follow up and ensure that response is timely and adequate.
<b><i>Official Request from Member State for Assistance</i></b>	For the SADC Secretariat to react and dispatch teams or items for assistance, there needs to be an official request from the Member State following a national declaration of a state of disaster except in cases of a transnational nature.
<b><i>Rapid assessments missions are organized for the ERT and other Standby Mechanisms including Search &amp; Rescue</i></b>	During Response Phase and following the request from a MS, the SHOC leads rapid assessments and develops seeks approval for a recommended action plan
<b><i>Activation of Clusters at Regional Level</i></b>	Assessments determine the key clusters concerned which are then activated by the SHOC/SADC Secretariat.
<b><i>Provision of Assistance to Member State</i></b>	Regional response assistance to Member State depending on the needs on the field

Table 4: Recovery Activities for All Hazards

<b>Activities</b>	<b>Target</b>	<b>Timelines</b>	<b>Expected Results</b>
<b><i>Provision of Assistance for Recovery in Food and NFIs</i></b>	After and often also during the response phases, the affected communities are assisted to rebuild their lives and livelihoods		
<b><i>Development and Activation of Recovery Plan</i></b>	In line with the Sendai Framework, plan, budget and clear allocations are developed to assist the process of building back better		
<b><i>Nexus, Stabilisation and Development Activities</i></b>	Handover and transition towards stabilization and development		

## 6. STANDARD OPERATING PROCEDURES

### 6.1. GENERAL

These Standard Operating Procedures (SOPs) are developed for the sole purpose of the implementation of the SADC's Regional Multi-Hazard Contingency Planning Framework and do not in any way replace other existing SOPs but are expected where necessary and appropriate to support and compliment other SOPs. They are meant for the monitoring, deliberating and decision-making on the intervention of the SADC Secretariat in response to major disaster incidents that may affect one or more Member States. The custodian of these SOPs is the SADC Humanitarian and Emergency Operations Centre (SHOC), under the auspices of the DRR Unit of the SADC Secretariat.

#### 6.1.1. NAME OF STANDARD OPERATING PROCEDURES (SOPS)

These SOPs shall be called; **The Standard Operating Procedures (SOPs) for the SADC Regional Multi-Hazard Contingency Plan.**

### 6.2. PURPOSE AND OBJECTIVES OF THE RMHCP SOPs

The SOP's role is to assist the SADC Secretariat's effective analysis and management of disasters at regional level. This document contains formal guidelines for effective preparedness and response to disaster incidents within one or more of the SADC Member States. The SOPs contain both technical and operational guidelines which enable designated officers to act in a coordinated manner across various disciplines in the event of an emergency. This enhances the efficiency of a multi-actor, multi-country and multi-hazard response and the exchange of critical information to key stakeholders, and in the process saving lives at regional level. The SOPs therefore are designed to:

- provide guidelines for the activation of SADC Intervention in disaster incidents in Member States;
- support the activation of mobilization procedures for resources during response;
- document and retain records for financial accountability and historical documentation;

Furthermore, the SOP is designed to meet two key objectives and applications:

**a) Training Purposes** – the SOP is developed in a way that allows it to be easily adapted and used as a training guideline for new members of the SHOC and also serve as reference document for existing members of the SHOC's management team. This means that the SOPs clearly and briefly explain relevant communication instructions and channels within the Centre. In serving as a reference document, the SOP is structured and organized in way that allows for rapid access to any information sought.

**b) Emergency reference** – during the response to emergencies, there is seldom time to read through large amounts of texts. As a result, the use of a SOP is usually limited to quick and easy reference to needed information such as communications set placement and installation instructions, codes, message priorities, frequencies and reports format.

### 6.3. THE SADC HUMANITARIAN AND EMERGENCY OPERATIONS CENTRE

In order to understand the role of the SOP, it is important to understand the role and responsibilities of the SADC Humanitarian and Emergency Operations Centre (SHOC). As per the endorsement of the Southern African Development Community (SADC) Council of Ministers, Mozambique shall host the SADC Humanitarian and Emergency Operations Centre (SHOC) which will be responsible for facilitating enhanced and coordinated regional disaster risks preparedness, response and early recovery to support Member States affected by disasters. The SHOC will enhance the coordination of support towards Member States affected by disasters through the provision of strategic support including policy guidance and information to Member States in need as an integral part of the SADC Secretariat.

**The primary functions of the SHOC include:**

- Monitoring and reporting on disaster situation within the scope of its operations;
- Provide centralized coordination support and control of emergency or disaster response and operations at the regional level;
- Keep the public informed of the emergency or disaster in a timely and factual manner through briefings and bulletins at regional level;
- Arrange for logistic support as requested by Member States;
- Information gathering and record keeping;
- Public information – receipt and dissemination
- Resource management on behalf of the SADC Secretariat’s DRR Unit;
- Perform other functions as shall be stipulated in the Operational Guidelines for Disaster Risk Management.

## **6.4. INTENDED USERS OF THE SOP AND ASSUMPTIONS**

### **6.4.1. Intended Users of the RMHCP SOPs**

The following are the Intended users of SOPs;

- i. The Executive Secretary of the SADC Secretariat,
- ii. The Technical Team of the SADC Secretariat’s DRR Unit,
- iii. Team members of the SHOC,
- iv. Government Officials and DRR Practitioners of Member States,
- v. Regional partners working with the SADC Secretariat and Member States.

### **6.4.2. Assumptions in designing the RMHCP SOPs**

- i. The officials trusted to use this Manual have a background in Disaster Risk Reduction or at least rudimentary training;
- ii. Have been through a Simulation Exercise in preparation for the role they will play;
- iii. Intended users maybe members of the SADC Emergency Response Team;
- iv. They may be decision-makers whose action and decisions might have an impact on saving lives, critical infrastructure and assets.
- v. DRR practitioners within Member States, directly concerned with emergency response.

## **6.5. SADC HIERARCHY**

The following shall be the hierarchy of SADC Decision-Making toward the response to disaster in a Member State.<sup>1</sup>

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<sup>1</sup> The SADC Secretariat has developed SOPs for different mechanisms with the Region. This SOPs are expected to respected and work in synchrony with the already existing SOPs.

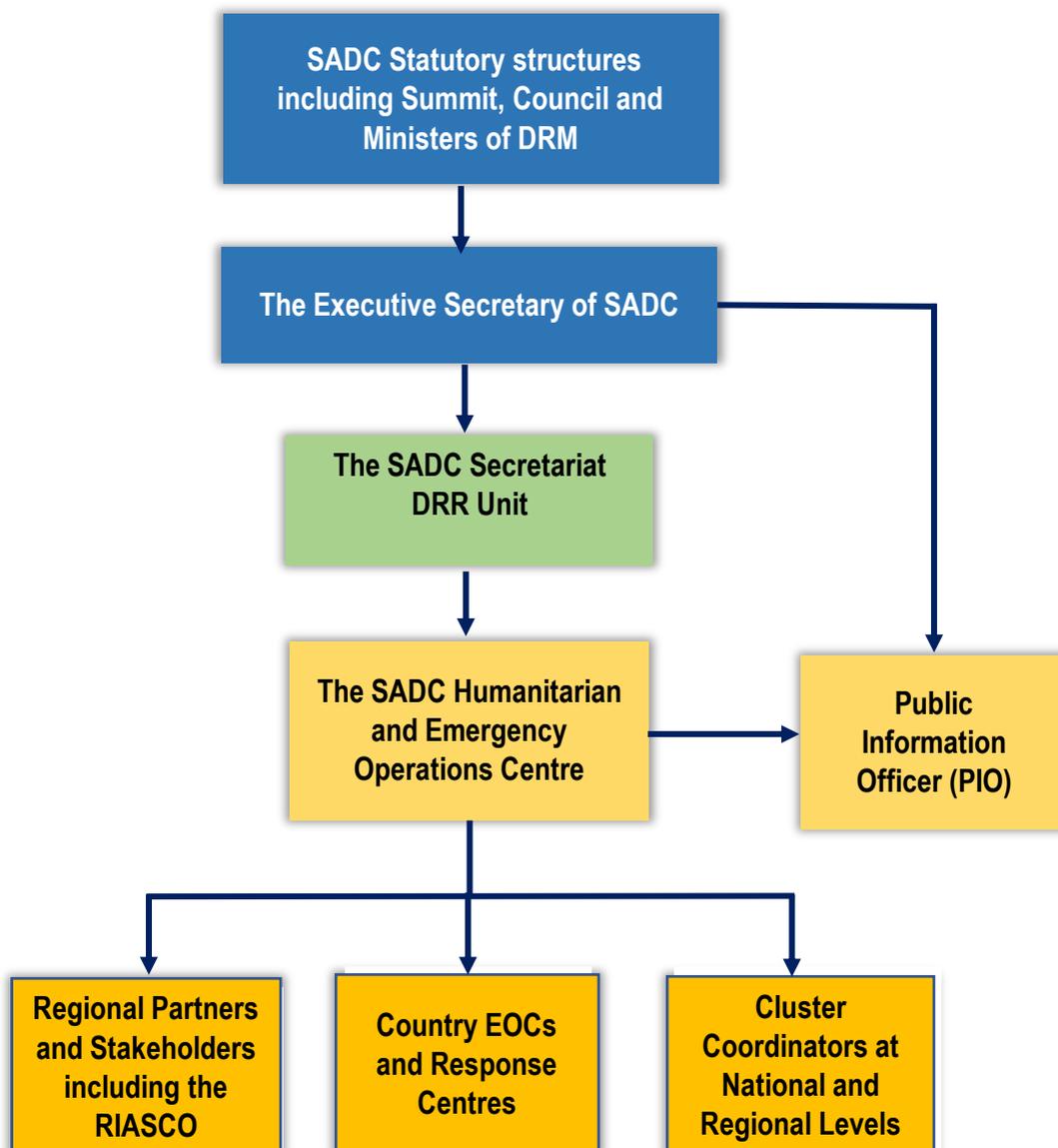


Figure 4: SADC Decision-making Hierarchy

#### 6.6. DECISION-MAKING WITHIN THE SADC SECRETARIAT ON THE ACTIVATION OF THE RMHCP

- I. Declaration of National Disaster by the Member State Concerned – Usually with call for External Support
- II. The Executive Secretary, on the advice of the DRR Unit and upon consultation with Council, approves the activation of the Contingency Plan
- III. The SHOC Action Plan is activated, following the Standard Operating Procedures laid out for the SHOC
- IV. Emergency consultation with Regional Stakeholders of SADC and the Cluster Representatives (RIASCO, UN/NGO Regional Bureaus, etc.)
- V. Rapid Assessment Carried out (virtually or in-person)
- VI. Deployment of SADC ERT and Emergency Humanitarian Assistance is dispatched.

#### 6.7. THE USE OF THE CLUSTER SYSTEM

The SHOC when fully established shall follow the cluster system as conceived by the Inter-Agency Standing Committee (IASC) which shall inform the operations and management of the Centre with its partner countries. This is in order to allow the SADC region to harmonise its systems with the globally utilised system. Each Member State shall have the autonomy of selecting, combining, eliminating or adopting the system best suited for its context. The Cluster System shall comprise of two or more of the following globally approved clusters:

- 1) Food Security
- 2) Education
- 3) Health
- 4) Nutrition
- 5) Emergency Telecommunications
- 6) Protection (including GBV and Child Protection)
- 7) Water, Sanitation & Hygiene
- 8) Logistics
- 9) Camp Coordination and Camp Management
- 10) Shelter
- 11) Early Recover

#### **6.7.1. SOP 1 – ALERT, WARNING NOTIFICATION AND CALL OUT PROCEDURES**

The SHOC communication system (warning and alerts) will be automated and digitalized for efficient and timely information sharing and ease of interpretation. The Centre’s IT hardware should be equipped with up-to-date software and applications to allow for interoperability with Meteorology, Geology, Fire, Police and Defense Departments, and other alert systems.

The SADC Secretariat DRR Unit will develop a list of relevant, reputable and experienced parties to be informed on occurrence of disaster events beyond the capacity of Member States. It should be noted that SADC’s role is to support government efforts in the case of a disaster occurrence. The process of activation and deactivation of a national emergency shall be the responsibility of the Member State in line with the SHOC, ERT and other relevant SOPs. The SADC Secretariat will activate an alert in line with the position of the call for support by the Member State.

*So, step number 1 is alert by Member State of a Disaster Occurrence requiring the attention of the Region. This could either be limited internally to the country concerned or could be transboundary in nature and involving other countries.*

#### **6.7.2. SOP 2 - DISPATCH OF EMERGENCY RESPONSE TEAMS PROCEDURE INITIAL ASSESSMENTS**

It is assumed that leadership of disaster response rests with the NDMA of the country. Local and National Emergency Teams and Personnel will be dispatched in accordance with provisions of the national policies and Contingency Plan in place.

The SADC Secretariat may participate and/or coordinate initial assessments if the occurrence exceeds the borders of one Member State. Once the National Declaration of Disaster has been made calling for external support, the SADC Secretariat may conduct additional assessments with regional stakeholders.

### 6.7.3. SOP 3 – PROVISION OF EMERGENCY SUPPLIES AT LOCAL AND NATIONAL LEVEL

Supplies to the impacted districts/regions in the country will be provided by the national stakeholders under the leadership of the NDMA and its partners. Supplies could be Food, Non-food items, shelter and other first aid required.

At the request of the Member State's NDMA, SADC may dispatch additional emergency supplies as required. SADC-led assessments may also determine supplies required for the affected population and mobilise resources for their provision.

### 6.7.4. SOP 4 – DECLARATION OF A NATIONAL EMERGENCY

Often declaration of a national emergency is done by the Head of State or Head of Government or his/her delegate. Such declaration is an appeal for the neighbouring countries, friendly nations and most of all the SADC Secretariat to intervene.

Upon declaration of National State of Disaster, it is assumed that the occurrence has surpassed the capacity of the National Stakeholders. SADC's Emergency Response Plan will be activated to provide regional leadership in collaboration with the country NDMA.

### 6.7.5. SOP 5 – SHOC SOP ACTIVATED

Upon declaration of the national emergency, the SADC Secretariat's DRR Unit through its SHOC will activate its SOPs for assistance to Member States in need. This action will include the activation of the various SOPs as determined by the SHOC.

### 6.7.6. SOP 6 – INSTRUCTIONS / PROCEDURE FOR PACKING RELIEF MATERIAL

The key needs of affected communities in any rapid onset often consist of search and rescue (S&R), food, non-food items (NFIs), shelter and medical assistance. It is important that:

- a. The dispatched items are properly labelled for ease of identification.

A label with the following details may be pasted on top of the relief boxes:

- Name of the item
- Quantity
- Sender's name
- Sender's address
- Date of Dispatch
- Place of Dispatch
- Expiry Date
- Colour code of the item in consonance with the colour-coding prescribed by SADC.

**Table 5: Colour Coding of the Relief Material**

No.	Category	Colour
1	Shelter	Brown
2	Clothes	Velvet
3	Food	White

4	Water	Blue
5	Medicine	Green
6	Perishable goods	Orange
7	Rescue Equipment	Red

- b. The material should be fresh and unused. Second hand items may only be sent as determined by the Country NDMA
- c. The packages may be made of convenient size. With big items to be pelletized
- d. A package may contain only one type of item.

### 6.8. MONITORING

The SHOC is expected to be monitored by the SADC Secretariat on the execution of the goals and objectives set out for the season including the implementation of the Regional Multi-Hazard Contingency Plan. It is expected that regular sessions are held during which the Secretariat reports to Member States on the State of Disasters in the Region and the progress made.

### 6.9. EVALUATION

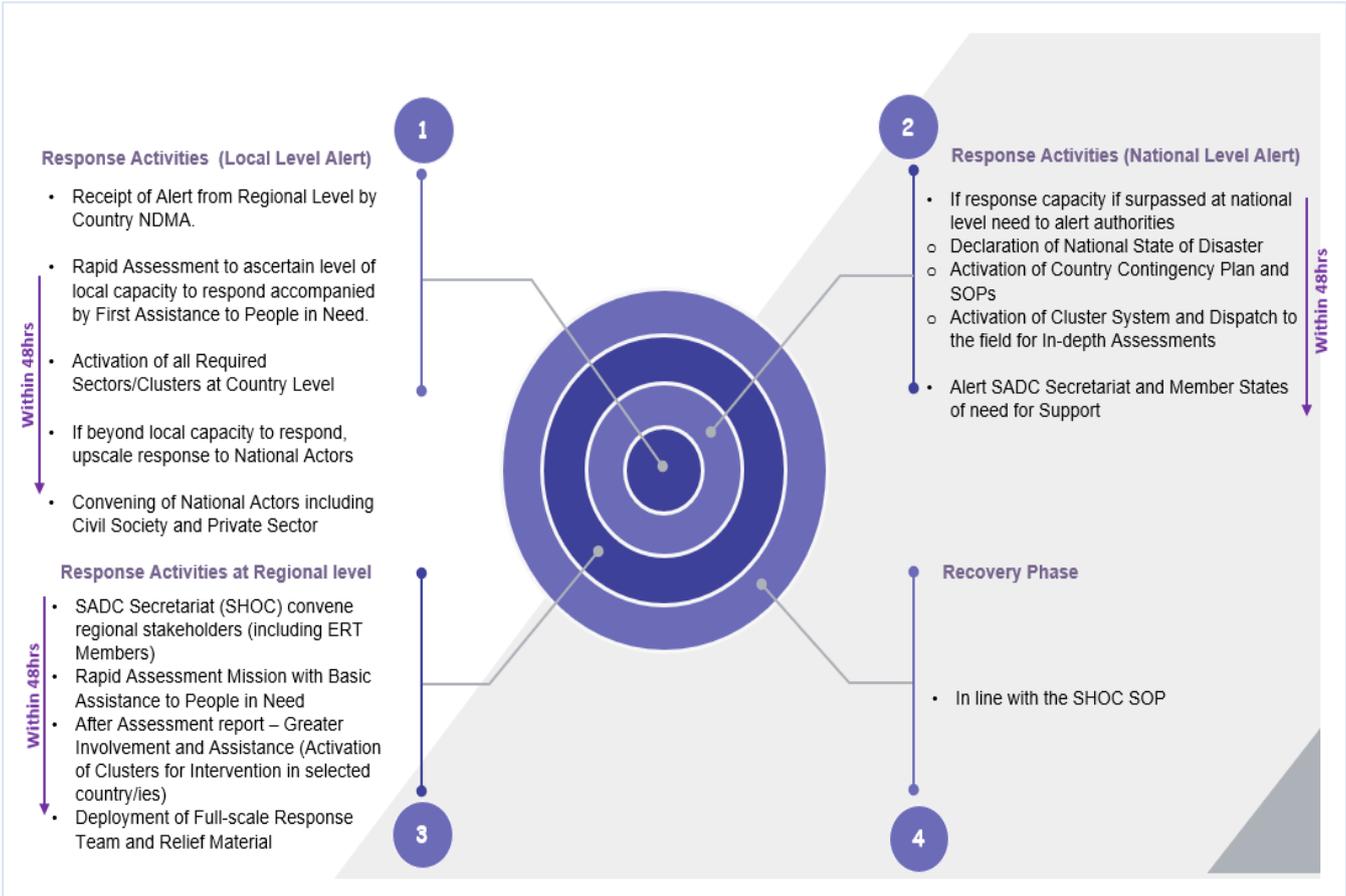
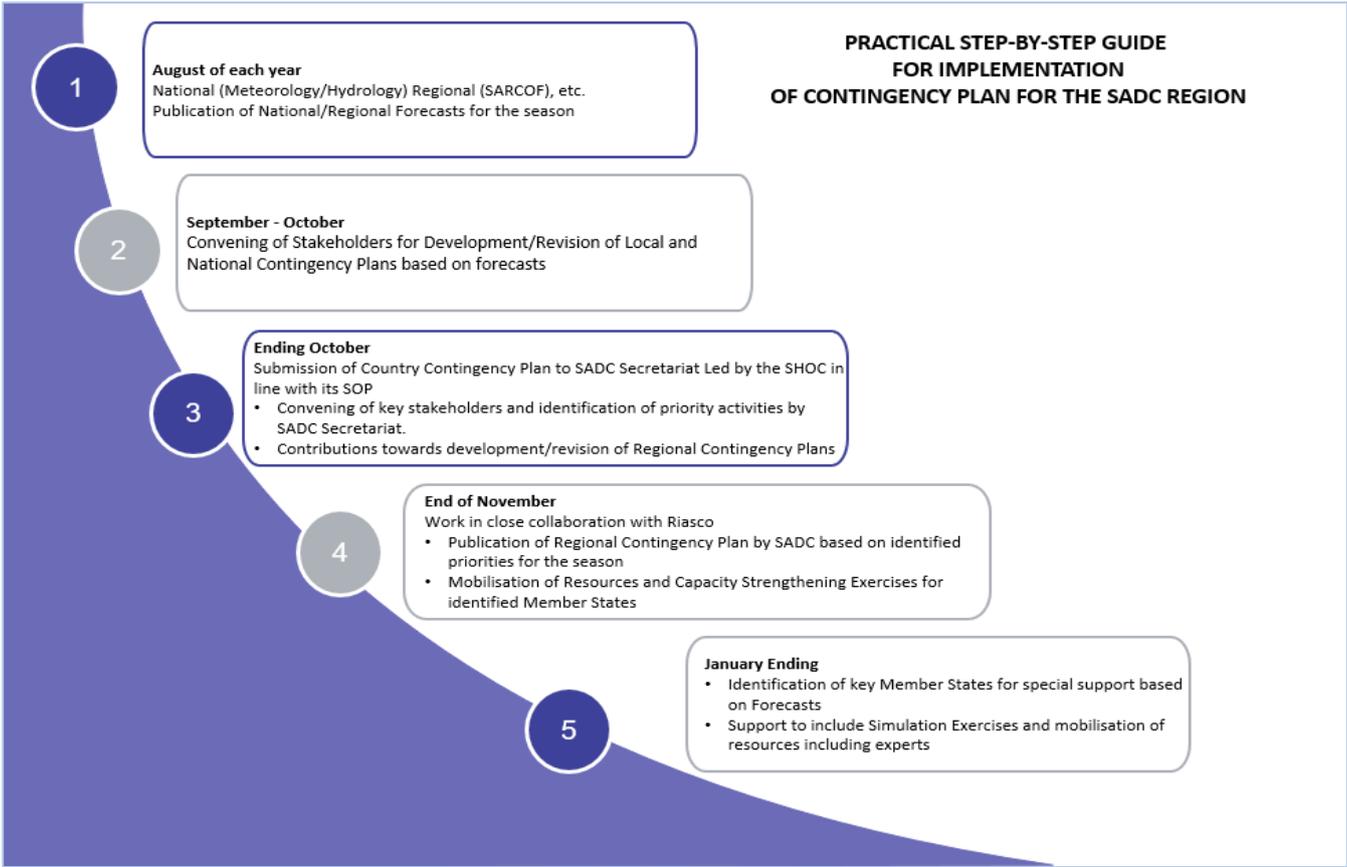
While the Regional Framework spans through to 2030, the Regional Contingency Plan is expected to be updated on an annual basis. It is expected that annually, the region will also evaluate the progress or lack therefore in the implementation of the plans put in place, and in line with the targets and priorities of the Sendai Framework, the PoA and the SADC RISDP.

## 7. PRACTICAL STEP-BY-STEP GUIDE FOR IMPLEMENTATION OF CONTINGENCY PLAN FOR THE SADC REGION

Preparedness Activities	Timeframe Deadline	Guiding Notes
Publication of National/Regional Forecasts for the season	August of each year	National (Meteorology/Hydrology) Regional (SARCOF), etc.
Convening of Stakeholders for Development/Revision of Local and National Contingency Plans based on forecasts	September - October	
<ul style="list-style-type: none"> <li>- Country NDMA to lead the process in line with its policies and strategies</li> <li>- Mobilisation of Resources for Response at all levels in the country</li> <li>- Organisation of Simulation Exercises in preparation for anticipated emergencies</li> <li>- Preparedness and Prevention activities including relocation of vulnerable population and prepositioning of relief items</li> <li>- Identification of gaps/areas of need for assistance for submission to the SADC Secretariat</li> <li>- Preparedness of Teams for Short-notice deployment</li> </ul>		
Submission of Country Contingency Plan to SADC Secretariat	Ending October	
<ul style="list-style-type: none"> <li>- Convening of key stakeholders and identification of priority activities by SADC Secretariat</li> <li>- Contributions towards development/revision of Regional Contingency Plans</li> </ul>		Led by the SHOC in line with its SOP
Publication of Regional Contingency Plan by SADC based on identified priorities for the season	End of November	Work in close collaboration with RIASCO
Mobilisation of Resources and Capacity Strengthening Exercises for identified Member States	January Ending	
<ul style="list-style-type: none"> <li>- Identification of key Member States for special support based on Forecasts</li> <li>- Support to include Simulation Exercises and mobilisation of resources including experts</li> </ul>		
<b>Response Activities (Local Level Alert)</b>		
Receipt of Alert from Regional Level by Country NDMA	Anytime	
Rapid Assessment to ascertain level of local capacity to respond accompanied by First Assistance to People in Need	Within 48 hours	
Activation of all Required Sectors/Clusters at Country Level	48 hours after Assessment Report	
If beyond local capacity to respond, upscale response to National Actors	48 hours after assessment	

	report submitted	
Convening of National Actors including Civil Society and Private Sector	Within 48 hours of assessment report	
<b>Response Activities (National Level Alert)</b>		
If response capacity is surpassed at national level need to alert authorities	Within 48 hours of assessment report	
<ul style="list-style-type: none"> <li>- Declaration of National State of Disaster</li> <li>- Activation of Country Contingency Plan and SOPs</li> <li>- Activation of Cluster System and Dispatch to the field for In-depth Assessments</li> </ul>	As decided by State Authorities	
	Within 48 hours of Declaration	
Alert SADC Secretariat and Member States of need for Support	Within 48 hours of Declaration	
<b>Response Activities at Regional level</b>		
SADC Secretariat (SHOC) convene regional stakeholders (including ERT Members)	Within 48 hours of receiving alert	
<ul style="list-style-type: none"> <li>- Rapid Assessment Mission with Basic Assistance to People in Need</li> <li>- After Assessment report – Greater Involvement and Assistance (Activation of Clusters for Intervention in selected country/ies)</li> <li>- Deployment of Full-scale Response Team and Relief Material</li> </ul>	Within 48 hours of Stakeholders meeting	
<b>Recovery Phase</b>		
In line with the SHOC SOPs		

**PRACTICAL STEP-BY-STEP GUIDE  
FOR IMPLEMENTATION  
OF CONTINGENCY PLAN FOR THE SADC REGION**



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**SADC Headquarters**  
**Plot No. 54385**  
**Central Business District**  
**Private Bag 0095**  
**Gaborone, Botswana**  
**Tel: +267 395 1863**  
**Fax: +267 397 2848**  
**Email: [registry@sadc.int](mailto:registry@sadc.int)**  
**Website: [www.sadc.int](http://www.sadc.int)**

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