

Helpdesk Research Report

Crisis management models in Africa

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Question

What models of crisis management exist across Africa and what has the experience been?¹

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1. Overview

The Ebola crisis in West Africa made the need for effective crisis management clear. This rapid review identifies examples of crisis management models² in Africa which go beyond an emergency humanitarian response to natural disasters. While there is a clear need to respond to crises such as floods and other natural disasters, there are other crises which also require management to reduce their negative impact. Much less is known about how these crises are managed by governments.

The rapid review uncovered **very little literature** detailing general crisis management models in Africa. It found almost no literature on the experience of using such crisis management models in relation to crises such as public disorder, political unrest, and epidemics. However, some independent evaluations of crisis management models used to respond to food security crises have been carried out. Most of the available literature was descriptive grey literature published by national governments or international agencies supporting their efforts. The literature available does not engage much with how these models will serve the needs of the most vulnerable.

¹ At the request of the enquirer this report looked for information on crisis management more generally as there is a lot of information on humanitarian crisis management, especially natural disasters, but very little on the management of other crises (public disorder, political unrest, epidemics, etc.).

² Crisis management models refer to the different ways in which crises are managed. It looks at the activities undertaken to manage crises, where they are coordinated from, and the roles of different stakeholders. In this report, the focus is on crisis management models used by national governments.

Examples of national crisis management models include **Nigeria, Uganda and Mauritania**. These countries experience a range of natural and human-induced crises and have developed disaster management policies and agencies or centres to coordinate responses. Their national crisis management models are designed to respond to crises generally, rather than specific types of crises. Their crisis management models include activities and responsibilities relating to: i) crisis risk assessment; ii) crisis risk reduction; iii) crisis preparedness, prevention and mitigation; iv) crisis response; and v) crisis recovery. All these are dealt with at various levels of government, including local government. The central coordinating body generally sits in the office of the president or is under their direct control.

Evaluations have assessed of the food security crisis management in **Kenya, Ethiopia and Niger**. The Kenyan crisis management has been criticised for been fragmented, and thus ineffective, due to issues with governance. The Ethiopian and Nigerien famine early warning systems have been praised for their effectiveness which has helped to manage the impact of food security crises. However, the systems are at risk of political interference. This can delay response to crises.

2. Examples of national crisis management models

Descriptive information is available of a number of national crisis management models which deal with more than natural disasters³. However, there are very few evaluations of how these crisis management models work in practice in relation to crises such as public disorder, political unrest, and epidemics.

Nigeria: National Disaster Management Framework

The mandate of Nigeria's National Disaster Management Framework (NDMF) covers the range of crises Nigeria faces, including: drought, desertification, flooding, epidemics, coastal erosion, dam failure, building collapse, oil spillage, maritime collision or accidents, bomb explosions, communal clashes, fires, air crashes and boat mishaps.

In recognition of the need for an effective disaster management system in Nigeria, the **National Emergency Management Agency (NEMA)**⁴ was set up in March 1999. NEMA is directly under supervision of the Presidency. NEMA has developed several plans and guidelines to fulfil its mandate, which include the National Disaster Response Plan, the Search and Rescue/Epidemic Evacuation Plan, the National Nuclear and Radiological Plan, and the Early Warning System on Epidemics, amongst others.

A detailed **National Disaster Management Framework (NDMF)** was developed, based on the various challenges and lessons of implementing these plans. The NDMF was intended to address implementation gaps and increase efficiency and effectiveness of disaster management in Nigeria.

The NDMF established that there should be a National Emergency Management Agency (NEMA) at the federal level, a State Emergency Management Agency (SEMA) at the state level, and a Local Emergency Management Authority (LEMA) at the local government level. They would share responsibility and work to ensure proper integration and collaboration among stakeholders. The NDMF sets out the **roles of the federal, state and local governments** in disaster management. The federal government plays the overall coordinating role through NEMA (NEMA, n.d, p. 10-15, 19-20). NEMA has established functional zonal offices located in six zones of the country as follows: North Central (Jos), North West (Kaduna), North East

³ Information on natural disaster crisis management was not requested.

⁴ About NEMA: <http://nema.gov.ng/2131-2/>

(Maiduguri), South West (Lagos), South South (Port Harcourt) and South East (Enugu). These zonal offices have warehouses for contingency stockpiling.

The NDMF establishes that the **disaster management capacity** of a range of stakeholders should be developed, including Federal State and Local Government, relevant Ministries, Departments and Agencies (MDAs), the military, police, para-military and Civil Society Organisations (CSOs). Community institutions should develop the capacity to act as first responder. Emergency Management Volunteers (EMV) should be established to compliment the organised structures (NEMA, n.d., p. 15-16, 17-18). Assistance to civil authorities is provided in emergencies by **Disaster Response Units (DRUs)** established in different military formations across the country (NEMA, n.d., p. 16-17).

Stakeholders should work together to carry out disaster risk assessment (NEMA, n.d., p. 28-34); disaster risk reduction (NEMA, n.d., p. 35-40); disaster preparedness, prevention and mitigation (NEMA, n.d., p. 41-46); disaster response (NEMA, n.d., p. 47-54) and disaster recovery (NEMA, n.d., p. 55-59).

Emergency operation centers (EOCs) exist at the different levels to lead the disaster response, while the Incident Command System (ICS) is the framework for incident management (NEMA, n.d., p. 22-25). Some of the major tools for disaster preparedness, prevention and mitigation include Early Warning System (EWS), and contingency planning. NEMA has set up a Geographic Information System (GIS) to inform its disaster risk reduction. It also uses other technologies to help improve its response. Mobile clinics that have been strategically stationed in Abuja, Kaduna, Lagos and Port Harcourt to be deployed in the event of any major disaster.

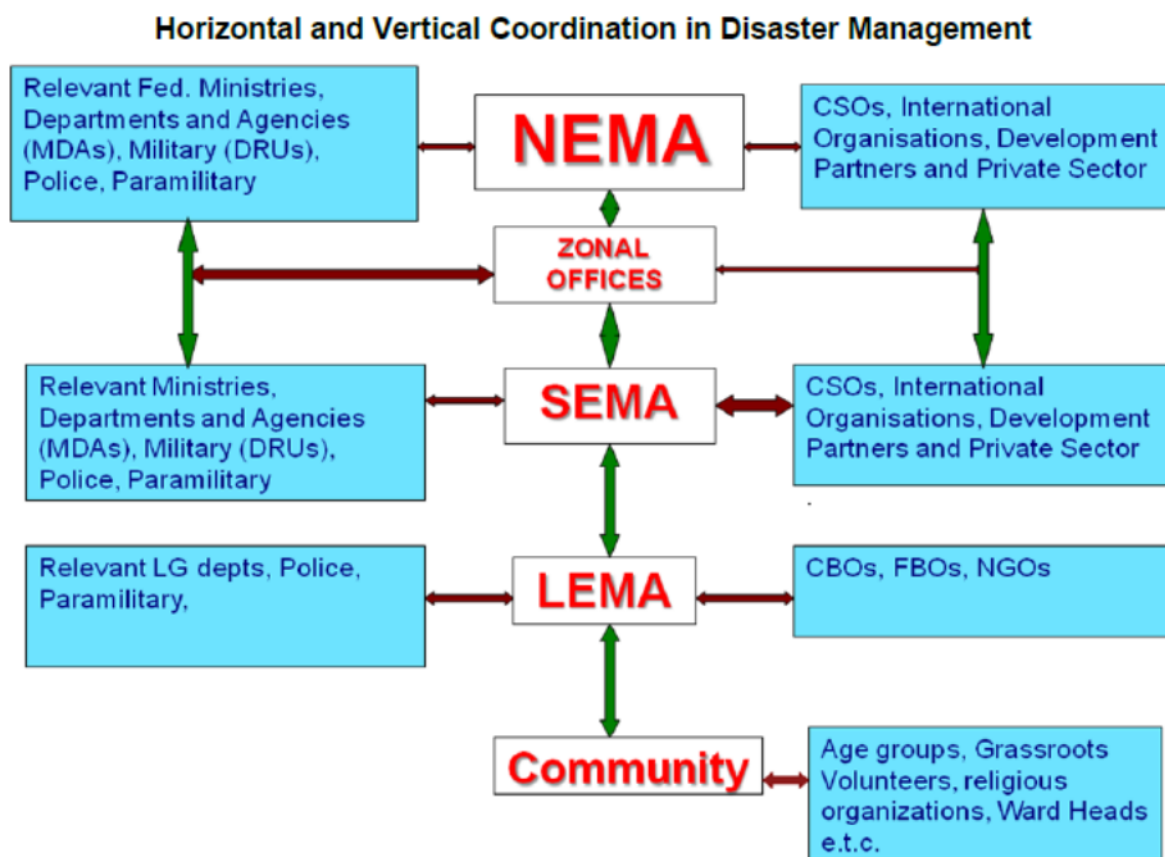
The **2014 Strategic Response Plan** addresses the various humanitarian emergencies related to conflict and natural disaster⁵ in Nigeria. It was developed through joint planning and consultation between NEMA; nine humanitarian sectors co-led by Government line ministries and United Nations agencies; non-governmental organizations (NGOs); and six sub-national geopolitical zones representing Nigeria's 36 states (OCHA, 2014). Since 2012, the UN, INGOs and the Government have carried out needs assessments in various locations. The response is designed to complement each other's activities in the various sectors. This because previous challenges in crisis management had shown the need to strengthen their joint efforts in responding to crises in Nigeria (OCHA, 2014, p. 17).

NEMA has provided assistance to **the Gambia** to support the country in establishing its National Disaster Management Agency (NDMA). The Executive Director Gambia's National Disaster Management Agency (NDMA) said 'it is widely acknowledged that Nigeria's NEMA has capacities in Emergency Preparedness and Disaster Risk Reduction and one of the best established structures in Africa'⁶.

⁵ Insurgency in the north-east, inter-communal conflict in the north, malnutrition and food insecurity in the Sahel region, election violence, epidemics (cholera) and flooding threaten the lives and livelihoods of the population of Nigeria.

⁶ Nigeria's National Emergency Management supports Gambia on disaster and emergency management: <http://www.preventionweb.net/english/professional/news/v.php?id=26396>

Figure 1: Horizontal and vertical coordination of disaster management in Nigeria (NEMA, n.d., p. 21)



Sources:

National Emergency Management Agency (NEMA). (no date). *NDMF Thematic Areas*. Retrieved from: <http://nemanigeria.com/downloads/documentations/NDMF%20Thematic%20Areas.pdf>

OCHA. (2014). *2014-2016 Revised Strategic Response Plan Nigeria*. OCHA. Retrieved from: https://docs.unocha.org/sites/dms/CAP/Revision_2014-2016_Nigeria_SRP_August2014.pdf

NEMA website: <http://nema.gov.ng/2131-2/>
<http://nema.gov.ng/download-documentations/>

Uganda: The National Policy for Disaster Preparedness and Management

The mandate of Uganda’s National Policy for Disaster Preparedness and Management covers the range of crises Uganda faces, including: displacement as a result of civil strife; famine as a result of drought; transport accidents, earthquakes; epidemics of disease; flooding, landslides, environmental degradation, technological accidents, crop pest infestation, livestock and wildlife disease epidemics.

Uganda’s **National Policy for Disaster Preparedness and Management**, acknowledges that its recent crisis management has been weak (OPM, 2010, p. xi). It has been especially where armed conflicts and natural disasters occur simultaneously. Owing to meagre resources, the administrative and technical measures necessary for disaster preparedness and management are scant and hampered by poor equipment.

As a result, comprehensive and coordinated policy and legislation for disaster management were designed in the National Policy for Disaster Preparedness and Management. The policy sets out an **integrated and**

multi-sectoral approach and establishes an institutional framework for disaster preparedness and management. One aim is to make disaster management an integral part of the development process. Another aim is to put in place a systematic framework for disaster prevention, mitigation, preparedness and management in the country.

The main focus of the policy is to **strengthen institutional capacities** for the delivery of services that improve management and preparedness. This entails identifying the responsible institutions for each type of crisis and their roles (OPM, 2010, p. 7-66). The policy also states that the Ministry of Gender, Labour and Social Development will promote attention to the various peculiar needs of women, children, the elderly and persons with disabilities when other ministries and institutions are designing disaster preparedness and response plans (OPM, 2010, p. 60-61).

The policy also outlines the **crisis management strategies** which will be adopted including: i) risk assessment; ii) effective use of media and communication mechanisms; iii) integration of disaster preparedness and management in schools; iv) mine risk education; v) international partnership and co-operation; vi) research and documentation; vii) early warning; viii) human resource training and development; ix) physical planning; x) profiling of disaster prone areas; xi) defining and enforcing standards; xii) resource mobilisation; xiii) monitoring and evaluation; xiv) gender integration; and xv) public awareness, sensitisation, education and training (OPM, 2010, p 67-70).

The lead agency responsible for disaster preparedness and management is **Department of Relief, Disaster Preparedness and Management**⁷. It is based in the Office of the Prime Minister (OPM). Its role is to coordinate risk reduction, prevention, preparedness, mitigation and response actions on a national scale. It does so in consultation with other line ministries, humanitarian and development partners, local government and the private sector.

In October 2014, Uganda launched a **National Emergency Coordination and Operations Centre (NECOC)**⁸. It is designed to provide timely and early warning information on disasters, climate modelling and forecasting, and to help coordinate emergency response. It is a 24-hour hub. Its state of the art equipment gathers and shares early warning information with relevant government ministries and the public. The Uganda NECOC is the third such centre in Africa, with the other two located in Ethiopia and South Africa.

Support was provided to the government for the establishment of the NECOC by a range of external agencies. The United Nations Development Programme provided the technical and financial support required for the establishment and operationalisation of the centre, including the equipment and installation of the modelling and communication systems. The World Food Programme provided the equipment which will enable satellite data to be available in real-time, as well as the linking of data from its vulnerability assessment and monitoring to feed into the National Early Warning System hosted in the NECOC. UNICEF has placed an interface of its U-Report mobile phone-based SMS system to integrate real-time on-site data gathering from NECOC volunteers within communities.

⁷ Department of Relief, Disaster Preparedness and Management: <http://opm.go.ug/departments/department-of-disaster-preparedness-management-refugees/department-of-relief-disaster-preparedness-and-management.html>

⁸ Uganda gets a National Emergency Coordination and Operations Centre for Disaster preparedness: <http://www.undp.org/content/uganda/en/home/presscenter/articles/2014/10/13/uganda-gets-a-national-emergency-coordination-and-operations-centre-for-disaster-preparedness.html>

In October 2014, disaster preparedness and response staff of the Government of Uganda and staff from ten humanitarian agencies also participated in a **simulation exercise**⁹. The simulation was co-ordinated by the World Food Programme, in partnership with the OPM and funded by the British government. One objective was to test Uganda's readiness to respond to a crisis. The other was to develop a national system that manages crises through a full cycle of events, from preparedness to response to recovery, with effective co-ordination. This is the first time such an exercise has been conducted in Uganda.

Over 75 people from a variety of agencies took part; including OPM's national emergency coordination and operations centre, the national disaster risk reduction platform, district disaster preparedness offices, donor agencies, NGOs and the Red Cross. UN participants were from WFP, UNICEF, the United Nations Development Programme (UNDP) and the UN High Commissioner for Refugees (UNHCR), UN Women and the World Health Organization (WHO).

The exercise allowed different stakeholders to see how each other operated, and used real-life experiences relevant to the contexts they work in. There was some concern at the local government level about the amount of follow-up government support that would be provided to enable them to apply what they had learnt.

Sources:

Office of the Prime Minister (OPM). (2010). *The National Policy for Disaster Preparedness and Management*. OPM, the Republic of Uganda. Retrieved from:

<http://www.ifrc.org/docs/IDRL/Disaster%20Policy%20for%20Uganda.pdf>

Department of Relief, Disaster Preparedness and Management:

<http://opm.go.ug/departments/department-of-disaster-preparedness-management-refugees/department-of-relief-disaster-preparedness-and-management.html>

Uganda gets a National Emergency Coordination and Operations Centre for Disaster preparedness:

<http://www.undp.org/content/uganda/en/home/presscenter/articles/2014/10/13/uganda-gets-a-national-emergency-coordination-and-operations-centre-for-disaster-preparedness.html>

Emergency Simulation Boosts Ugandan Disaster Preparedness and Response:

<http://www.wfp.org/stories/emergency-simulation-boosts-ugandan-disaster-preparedness-and-response>

Mauritania: Centre for crisis monitoring, alerts and management (*centre de veille, d'alerte et de conduite des crises* - COVACC)

In January 2015, the Secretary General of the Ministry of Internal Affairs and Decentralisation in Mauritania announced the creation of a **centre for crisis monitoring, alerts and management** (*centre de veille, d'alerte et de conduite des crises* - COVACC). The centre is an important part of the national mechanism for crisis management and disaster monitoring. It will start off by covering Nouakchott, Nouadhibou, Rosso and Néma, before being rolled out to the rest of the country. The project is funded equally by NATO and the Canadian Department of Foreign Affairs.

More power has been given to the regional directorates for civil protection. Each of them has an operational coordination centre (*centre de coordination opérationnelle* - CCO). A permanent connection

⁹ Emergency Simulation Boosts Ugandan Disaster Preparedness and Response: <http://www.wfp.org/stories/emergency-simulation-boosts-ugandan-disaster-preparedness-and-response>

has been set up between national and regional centres for crisis-management. It should help cover partially isolated areas which are at risk of falling under the influence of terrorist or extremist organisations.

Other Sahel countries have expressed an interest in setting up similar systems to strengthen regional coordination.

Source: Mauritania: new crisis management centre:

http://www.nato.int/cps/en/natohq/news_117409.htm

3. Evaluations of African governments' food security crisis management models

A number of evaluations have been carried out of one aspect of crisis management - food security and famine early warning and response systems.

Kenya

In 2011, there was significant early warning information about an impending food crisis as a result of drought in Kenya. However, the Kenyan government and the international community were late in responding. Transparency International-Kenya evaluated Kenya's response to the 2011 drought¹⁰.

It found that food insecurity resulting from crises and disasters is linked to governance issues. These include the lack of progress by the government on key policy and institutional reforms related to disaster management. The government's disaster management architecture is currently very fragmented, with no single authority tasked with disaster management response. There are six key ministries: Provincial Administration and Internal Security; State for Special Programmes; State for the Development of Northern Kenya and other Arid Lands; Gender, Children and Social Development; Livestock Development; and Agriculture. All share responsibilities in disaster management, food security and social protection, but they tend to work in isolation.

A **Crisis Response Centre (CRC)**, is responsible for coordinating the government's disaster response. It is chaired by the Prime Minister and sits in the Ministry of State for Special Programmes. In addition, a **National Disaster Steering Committee**, is made up of the Ministry of State for Special Programmes, the Ministry of State for the Development of Northern Kenya and other Arid Lands, and the Ministry of Provincial Administration and Internal Security.

The lack of a single authority to manage disaster responses means that there are multiple ministries with different responsibilities, limited resources to execute their powers, and weak overall governance of the process. This poses a challenge to transparency and accountability in government-led responses.

¹⁰ The study examined the period of the drought emergency response from July to December 2011, with a focus on the Arid and Semi-arid Lands (ASALs) of north and north-eastern Kenya. The research components of the study involved a series of interviews with key informants, Government stakeholders and assistance providers, beneficiary focus group discussions, a review of the institutional and policy frameworks for disaster management and food assistance in Kenya, and field-based analyses of four different counties in the ASALs.

In 2011, the overall disaster response in Kenya was characterised by weak coordination by the government. This increased the risk of interventions not prioritising the neediest areas or duplicating assistance. The lack of action on early warning led to a late, rushed, more expensive and politically pressured response.

A **National Disaster Management Policy** was drafted in 2010. It establishes the guiding principles and institutional framework for disaster management in Kenya. It defines roles, responsibilities, and processes for coordinated management of disasters in the country. Failure to adopt it meant that the policy was not well known to many of those involved in disaster assistance in 2011.

Source:

Transparency International-Kenya. (2012). *Food Assistance Integrity Study: Analysis of the 2011 Drought Response in Kenya*. Transparency International-Kenya. Retrieved from:
http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=2&ved=0CCkQFjAB&url=http%3A%2F%2Fwww.alnap.org%2Fpool%2Ffiles%2F2012-tikenya-foodassistanceintegritystudy.pdf&ei=IBTjVJKIKrDd7Qal4IGADQ&usg=AFQjCNHH5PTWgBT_gBNuq7Brg4vb07DRcg&sig2=xzux8qP2v0RCchkwLEZLVw

Ethiopia

A report by Chatham House¹¹ evaluating famine risk management systems found that the national system of Ethiopia is well-established and effective, providing regular reporting to central government on the national food security situation.

Early warning systems (EWS) have been in use in Ethiopia since the 1970s. The current EWS is administered by the **Early Warning and Response Directorate (EWRD)** based in the Ministry of Agriculture.

A key strength of the Ethiopian national (EWS) is its ability to draw on local-level data and cascade early warnings from national to regional and community levels. Its effective national EWS means that Ethiopia has been better able to prepare for crises and mobilise international support.

However, despite its effectiveness, the national EWS is subject to recurrent political interference, resulting in avoidable delay. As a result, despite Ethiopia's capacity to assess humanitarian needs accurately and in good time, these needs are often politically negotiated and usually late. This is caused an incentive on the part of the government to play down the risk of famine. Famines in the politically important central and northern highlands of Wollo and Tigray contributed to the overthrow of the previous governments. The current government has reduced the political risks associated with famine by developing emergency relief capacity to protect these areas at the expense of politically marginalized pastoralist communities in the country's periphery.

The Ethiopian response to the 2011 Horn of Africa drought crisis was more effective than that of its neighbours. One reason for this was the presence of pre-existing, embedded programmes that provided some basic protection for vulnerable populations. Crucially, these programmes could be scaled up in response to early warnings and increasing needs.

¹¹ This report draws on field research carried out in East and West Africa as part of the Chatham House research project Translating Famine Early Warning into Early Action. The project explored the barriers that hinder appropriate response to early warning of slow-onset food crises.

However, despite its considerable success, the Ethiopian system is primarily humanitarian. It is focused on identifying and meeting emergency needs as effectively and swiftly as possible, rather than dealing with the longer term causes of famine.

Ethiopia has a decentralized model of government, with regional authorities responsible for early warning, needs assessments and disaster management. This increases the responsiveness of the government apparatus to local demand. However, the political negotiation of humanitarian needs between federal and regional government still needs to be addressed according to Bailey (2013, p. 28).

Source:

Bailey, R. (2013). *Managing Famine Risk: Linking Early Warning to Early Action*. Chatham House.

Retrieved from:

http://www.chathamhouse.org/sites/files/chathamhouse/public/Research/Energy,%20Environment%20and%20Development/0413r_earlywarnings.pdf

Niger

The report by Chatham House found that the national EWS of Niger is widely regarded as the most effective in the Sahel region. It relies on the regular provision of early warning data from local authorities. These data are then processed by the special early warning or **Système d'Alerte Précoce (SAP)** unit in the central government. SAP reports directly to the prime minister and occupies offices close by, providing regular access to the top levels of government. Nigerien EWS are located within effective bureaucratic structures that link local and national levels, and link early warning information to decision-making processes.

Nigerien early warning capacity has developed over a long period and has continued to operate effectively under very different political regimes. Following the military coup in 2010, the SAP enabled the country's new military government to announce a food security crisis and approach the international community for help. However, the EWS has also experienced political manipulation and a downplaying of famine risks, such as during the presidency of Mamadou Tandja from 1999 to 2010.

The SAP's effectiveness also offers benefits in terms of Niger's engagement with the humanitarian system, because donors and agencies have a relatively high degree of trust in the SAP. Its early warning information provides a credible basis for engagement between the government, donors and agencies in relation to response analysis and resource mobilization.

There are significant challenges in administering a sophisticated national EWS in a country as poor and as large as Niger. The sheer volumes of data involved present a major operating challenge, particularly in the absence of an appropriate telecommunications network and electricity grid. A lot of early warning data is transmitted in handwritten or typed form and literally bussed to Niamey, where it is hard-coded into the SAP systems.

Source:

Bailey, R. (2013). *Managing Famine Risk: Linking Early Warning to Early Action*. Chatham House.

Retrieved from:

http://www.chathamhouse.org/sites/files/chathamhouse/public/Research/Energy,%20Environment%20and%20Development/0413r_earlywarnings.pdf

4. Additional information

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