International Peace Support Training Centre
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Evaluating the Level of Youth Participation in Disaster Management: The Case of Busia and Tana River Counties

COL DONATIEN NDUWIMANA & WO1 MICHAEL OSEW NGACHRA
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Foreword

The International Peace Support Training Centre (IPSTC) is a Peace Support Operations (PSO) research and training institution focusing on capacity building at the strategic, operational and tactical levels within the framework of the African Peace and Security Architecture (APSA). The IPSTC has evolved into a regional center of excellence for the African Standby Force (ASF) in Eastern Africa. It addresses the complexities of contemporary United Nations (UN) and African Union (AU) integrated PSO through analysis of the actors and multi-dimensional nature of these operations. The research conducted covers a broad spectrum of peace and security concerns ranging from conflict prevention through conflict management to post-conflict reconstruction.

The Centre has made considerable contribution in training and research on peace support issues in Eastern Africa through the design of training curricula, field research and publication of *Occasional Papers and Issue Briefs*. Occasional Papers are field-based research outputs produced annually, while Issues Briefs are secondary source-based and are produced quarterly. These publications are an important contribution to the vision and mission of the IPSTC.

The Peace and Security Research Department (PSRD) of the IPSTC presents one of the Occasional Papers produced this year titled: ***Evaluating the Level of Youth Participation in Disaster Management: The Case of Busia and Tana River Counties.*** The study provides the current state of youth participation in disaster management in Busia and Tana River Counties. The study has generated information necessary for policy and strategy development at the county and national levels while at the same time informing training content. The research and publication of this Occasional Paper have been made possible by the support of the Embassy of Japan in Kenya through UNDP-Kenya.

Brigadier Patrick M. Nderitu
Director, IPSTC

Contents

Abstract

The youth have the right to participate in efforts to protect them and their communities from disasters and their effects, particularly in decisions and efforts to address disaster management. There is a link between disasters and youth vulnerability as youth often account for the largest sections of the population in many African countries particularly in Kenya. Disasters have continued to disrupt lives of the youth in Busia and Tana River Counties, the most disaster-prone regions in Kenya. Disasters can force many youth into armed conflicts, prostitution, drug trafficking and other dangerous survival activities, leading to violation of their rights (Khorram-Manesh, 2017). During and immediately after disasters, youth vulnerabilities may increase, characterized by greater threats of abuse, exploitation, harm and lack of a supportive environment (Fothergil, 2017). Furthermore, the long-term adverse effects of disasters can affect youth the most, through separation or loss of family members, disruption to education, loss of household economic security and breakdown of communities.

In the last decade, youth participation in disaster management has been promoted as one of the pillars to save lives and reduce disaster losses. However, there remain a limited number of studies investigating the opportunities and barriers to effective participation of youth in all phases of disaster management. This paper investigates the status of youth participation in disaster management activities in Busia and Tana River Counties. It uses a case study approach to evaluate the level of youth participation in disaster management programs and activities in the most disaster affected counties of Kenya: Busia and Tana river Counties.

In the two counties, disaster management activities is dominated by top-down relief efforts that assume youth are passive victims with minimum role in planning and programming for disasters. Youth are assigned some activities usually during the emergency period of disasters but are not associated in the preparedness activities. There is no clear organisations or guidelines for youth participation in the different phases of disaster management (Preparedness, response, rehabilitation and mitigation). Excluding youth from disaster management activities ignores a valuable resource for practical risk reduction activities.

List of Abbreviations and Acronyms

KNBS   Kenya National Bureau of Statistics

CBOs   Community-Based Organisations

DRR   Disaster Risk Reduction

EWC III   Third International Conference on Early Warning

GNDR   Global Network of Civil Society Organisations for Disaster Reduction

GoK   Government of Kenya

HFA   Hyogo Framework for Action

INEE   Inter-Agency Network for Education in Emergencies

IPSTC   International Peace Support Training Centre

KIRA   Kenya Inter-Agency Rapid Assessment

KRCS   Kenya Red Cross Society

MoALF   The Ministry of Agriculture, Livestock and Fisheries

NGOs   Non-Governmental Organisations

SALW   Smal Arms and Light Weapons

SFDRR   Sendai Framework for Disaster Risk Reduction

UN   United Nations

UNDP   United Nations Development Program

UNESCO   United Nations Educational, Scientific and Cultural Organization

UNFPA   United Nations Fund for Population Activities

UNICEF   United Nations Children's Fund

UNISDR   United Nations Office for Disaster Risk Reduction

USAID   United States Agency for International Development

WHO   World Health Organisation

Definition of Terms

Disaster Management

Disaster management may be described as the systematic process of using administrative directives, organisations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster (GoK, 2009).

Disaster Management is also definesd as the actions taken by an organization in response to unexpected events that are adversely affecting people or resources and threatening the continued operation of the organization. Disaster management includes the development of disaster recovery plans, (for minimizing the risk of disasters and handling them when they do occur) and the implementation of such plans. Disaster management usually refers to the management of natural catastrophes such as fire, flooding, or earthquakes. Related techniques include crisis management, contingency management, and risk management (Wafula, 2012).

Disaster Risk Reduction (DRR)

Disaster risk reduction is defined as the concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, leading to reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse effects. Disaster reduction strategies include, primarily, vulnerability and risk assessment, as well as a number of institutional capacities and operational abilities. Assessment of the vulnerability of critical facilities, social and economic infrastructure, the use of effective early warning systems, and the application of many different types of scientific, technical, and other skilled abilities are essential features of disaster risk reduction (UNISDR).

Vulnerability

Given the recognition that vulnerability is relevant across various outcomes and levels, a general definition sees vulnerability as the risk that a "system" such as a household, region or country, would be negatively affected by "specific perturbations that impinge on the system" or to the probability of a "system" undergoing a negative change due to a perturbation (Gallopin, 2006).

Vulnerability in the context of disaster management is defined as the characteristics of a person or group and their situation that influences their capacity to anticipate, cope with, resist, or recover from the impact of disasters (Wisner, 2004).

Risk Assessment

Risk assessment is a process to determine the nature and extent of disaster risk, by analysing hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend (UNDP, 2010).

CHAPTER 1: Introduction

The increasing frequency of disasters is making millions of people vulnerable including youth to the effects of disasters. Disasters take their   toll on the security and safety of the youth due to absence of inclusivity, lack of effective early warning systems, poor coordination, lack of trained personnel, inadequate support systems, absence of facilities, etc. (third international conference on early warning (EWC III,2006). At the same time, the efforts of governments go in vain if there is no adequate response, involvement and effective inclusion of all stakeholders (Rozario and Gireesan, 2011).

Disaster Management is one such area which requires the participation of the youth if governments want to effectively mitigate and manage the impact of disasters. However, Kenya's youth have remained at the periphery of the country's affairs for decades since independence and their needs and aspirations have not been accorded due recognition. The youth have not been adequately engaged in the designing, planning and implementation of programs and policies that affect not only them but also the country at large, and as a result, their knowledge, skills and energy have been underutilized (Institute of Economic Affairs, 2013). Youth voice and empowerment cannot be achieved without youth engagement in socio-political contexts.

Youth involvement in disaster management is viewed as an approach that ensures active response and effective operationalization of activities in the disaster management cycle (UNICEF, 2007). Effective participation of the community requires equal access to local, state-wide and national preparedness activities and programmes without discrimination.

The National Youth Policy is aimed at ensuring that the youth play their role, alongside adults, in the development of the country. The policy goal of the youth policy is to promote youth participation in community and civic affairs and to ensure that youth programmes are youth- centred. The policy proposes guidelines and strategies that can be used to facilitate participation of the youth in national development. The National Youth Policy recognizes that the youth are a key resource that can be tapped for the benefit of the whole country especially during disasters. The policy provides a broad framework within which all stakeholders, including the private and civil societies, can contribute to youth development and empowerment. In addition to having an effective youth policy, the central and county governments need to create the required infrastructure to facilitate young people's participation in policy-making processes

In both Busia and Tana River counties, disasters cause major disturbances, destruction of property, displacement and loss of lives (GoK, 2009). Rainfall projections for Kenya up to 2030 indicate that there will be an increase in annual rainfall, with the

highest amounts expected in the western parts of Kenya around Mount Elgon (Owuor, 2015). In Tana River, disasters mainly floods and drougt for example caused internal displacement of about 10,000 people and destruction of roads (MoALF, 2016).

1.1   Background to the Study Area

Busia County

Busia County falls within the Lake Victoria Basin in western Kenya, one of the most flood-prone regions in the country. The altitude is undulating and rises from about 1,130m above sea level at the shores of Lake Victoria to a maximum of about 1,500m in the Samia and North Teso Hills. The central part of the county, especially Butula and Nambale Sub-counties, are occupied by plains marked by low flat divides of approximately uniform height, often capped by lateritic soils and a shallowly incised swampy drainage system. The County has two distinct rainfall seasons: the April-May long rains and the September-November short rains. The region is affected by both flash floods and river floods which are caused by heavy rainfall experienced in the Cherangani hills and Mt Elgon (Otieno, 2010). Busia County has a flat topography through which Rivers Nzoia and Nyando flow, visiting enormous floods that affect Budalangi and Kano plains respectively. Flood hazards contribute to the existence of social insecurities and vulnerabilities of especially poor women, children, elderly and persons with disabilities within the community as observed in both Kano and Budalangi areas (Okumu, 2017). Flooding in Budalangi is manifested through the inundation of productive agricultural land often leading to total destruction of crops and property and assets which result in widespread food insecurity in the areas directly affected and those that produce food consumed in other parts of the county.

Budalangi is in the Lake Victoria basin, with the highest amount of annual rainfall of about 1,245 mm. It has the highest runoff. It also has the highest river flow potential (49%) (UNDP, 2005). It lies near the mouth of river Nzoia as the river enters Lake Victoria. Nzoia River has a water catchment area of about 12,900 Km2 and every time the river breaks its banks, it floods the Bunyala Plain which is fairly flat (Nduku, 2013). Flood waters have also been noted to lead to post-harvest losses . in the form of destruction of stored food and displacement of farming communities in Budalangi, Kano Plains and the lower Tana River Basin (Pere and Ogallo 2006). The losses also include loss of human life, washing away of graves and burial sites, trauma associated with drowning of family members and flood-related diseases (Rabalao, 2010).

The national government in collaboration with county governments has come up with efforts to provide some permanent solution to control the floods by engaging communities, building dams along the upper course of the Nzoia river, as well as other forms of flood regulation strategies. In line with the provisions of The Sendai Framework for Disaster Risk Reduction 2015-2030, the county government has

established a Directorate of Disaster Management and risk response within the Office of the Governor.

Tana River County

Tana River County is generally an undulating plain, which slopes towards the southeast with an altitude ranging between zero and 200 metres above sea level. The Tana River Cachement falls within latitude $0^0 30$ South and longitude $37^0 00$ East (Tana River Delta Strategic Environmental Assessment, Jul 27, 2015). The main geographical feature of this County is the Tana River itself. Its large flood basin, which ranges from 2 to 40 km in width, provides fertile arable land and is the economic backbone of the county. The hinterland has seasonal grasslands which provide wet-season grazing areas and serve as sources of inlets for earth pans. The nomadic pastoralists, who keep large herds of cattle, goats, and sheep are the main inhabitants of the hinterland (Kenya Initial Rapid Assessment Report, April 2013).

Tana River County is also dry and prone to drought. Rainfall is erratic, with rainy seasons in March–May and October–December. Flooding is also a regular problem, caused by heavy rainfall in upstream areas of the Tana River. Tana River County presents an interesting case of the nexus between conflict and food security. Agriculture and livestock production are the main sources of livelihood in the county. These two contribute about 82% of household incomes and more than 80% of employment. Crops are grown mainly along the River Tana flood basin, while pastoral livestock production is mostly practiced in the hinterlands (MoALF, 2016). About 67% of the county´s population is food-insecure and relies on food aid every year (MoALF, 2016). The youth, elderly, differently abled and women are among the most vulnerable groups in the county, with the lowest adoption rates of adaptation strategies.

1.2   Focus and Scope

The study conducted in Busia and Tana River Counties examined the levels of participation of the youth in all phases of the Disaster Management Cycle. The study drew comparison on youth participation in disaster management in Busia and Tana River counties and suggested ways of enhancing the inclusion of the youth in the counties' disaster management cycles (International Federation of Red Cross/Red Crescent Societies (IFRC, 2007).

1.3   Statement of the Problem

In the disaster context, Busia and Tana River youth have been especially impacted in many ways. Poverty, mass displacement, separation or loss of parents, lack of information and training, lack of social cooperation, lack of motivation to get involved in disaster management activities (Disaster Risk Reduction), and breakdown in community infrastructures have left them especially vulnerable to forced recruitment

into fighting forces, gender-based violence, and trafficking for exploitative labor or commercial sex (International Federation of Red Cross and Red Crescent Societies-IFRC, 2015). Lost educational and economic opportunities that often plague disaster-affected communities can also exacerbate poverty and force some of the youth into risky income-generating activities such as prostitution, begging, and illicit-drug activities in order to survive (INEE, 2013).

It has been discovered that the youth are hardly involved in disaster management especially in decision-making spheres (Herrero et al, 2010). Authority to make decisions on matters that affect the community is always vested upon elders. Often, older men in the community who tend to have near-supreme authority are always the first port of all calls even in the situation of disasters (Ngenwi et al., 2010).

Academically, reliable data on the actual number of young people participating in disaster management activities is limited. Scientific journal articles on the subject rarely provide information on the magnitude of youth involvement in disaster mangement projects and programs. Evidence confirming the value of young people's participation in DRR should be compiled in order to make the case for youth participation stronger and more convincing. It is important to increase knowledge of young people's capacities in order to better understand the roles that they can play in reducing personal and community vulnerability and to effectively design and implement programs that encourage their active involvement.

Although Busia and Tan River county officials expressed support for working with the youth in disaster management , little has been done to actually involve the youth in disaster management initiatives. Most of the youth have been left out of disaster committees and steps have not been taken to effectively increase the knowledge among the youth that is related to disasters and disaster management.

In Tana River and Busia, little has been done to involve the youth in disaster management activities. There is a general lack of economic empowerment, lack of capacity at local level and weak government structures which do not consider gender and age sensitive policies and programmes. Although Busia and Tana River Counties have regulary experiencing disasters, the involvement of the youth in disaster management at all levels has been limited. Exclusion of Youth from disaster management activities makes it hard to effectively respond to disasters and solve many of the pressing problems facing young people, and the larger populace in the country (Gichuhi, 2009).

1.4   Justification of the Study

The evidence confirming the value of young people's participation in disaster management activities is getting stronger (Mitchell et al, 2009). In general, there are four main reasons for greater voice and participation of the youth in disaster management

activities (Glenn and Shaw, 2013). First, it is argued that young people have the right to be nurtured, protected and treated with respect, and, where appropriate, be consulted and involved. Second, it is recognized that the improvement of services for young people requires their views and interests to be well articulated and represented. Their knowledge, creativity, energy, enthusiasm, and social networks could be used during all phases of the disaster risk management cycle to help themselves and others (Peek, 2008). Third, it is asserted that there are developmental benefits from youth participation indisaster management , for both the young people themselves and for society as a whole. Participation of young people can promote their personal development; strengthen their knowledge, practical skills, social values, and civic competencies; and prepare them for their roles as adult citizens (UN DESA, 2003).

Fourth , the significance of youth participation in disaster management is of utmost relevance considering their numerical strength in most of the counties' populations. According to Udensi et al (2013), the numerical strength of the young folk is an unlimited avenue to which the socio-economic development of any nation can strive and national development improved.

Inclusive and effective disaster management activities require youth involvement since they are an important entry point to reduce the impact of crises. While the youths in Busia and Tana River Counties have been involved in responding to various disasters, it is important that research is done to assess their levels of involvement in all phases of disaster management activities.

The two areas have historically and recurrently been affected by disasters, notably drought and floods. They have the highest national river potential (Tana and Nzoia). The Busia area is within the Lake Victoria basin which has the highest national river flow potential of 49% while Tana River County has the second highest national river flow potential of 33 % (UNDP, WMO, GOK, IGAD, and DMCN, May 2002). -Explain the meaning of river flow potential. This makes these areas highly vulnerable to floods. Harsh drought also affects areas of northern Kenya and the coast during similar periods. UNICEF reported in 2017 that 3.4 million people were facing hunger following a drought that ravaged the country in that year (UNICEF, 2017).

The findings of this research are expected to fill a gap in the existing knowledge about youth participation in Disaster Management and provide the much-needed evidence for the formulation and implementation of future policies to enable and improve youth participation in disaster management.

1.5   Overall Research Objective

The main or overall research objective is to investigate the levels of participation of the youth in the four phases of disaster management in Tana River and Busia counties. Young people tend to be disengaged from socio-political domains yet their engagement is fundamental to successful disaster management activities.

1.6   Specific Objectives

a)   To identify disasters and investigate strategies undertaken in disaster management in Tana River and Busia counties

b)   To find out the level of youth participation in disaster management in Tana River and Busia counties;

c)   To establish the challenges that affect youth engagement in disaster management in Tana River and Busia Counties

1.7.   Research Questions

a)   What are the existing disaster management strategies undertaken in Tana River and Busia Counties?

b)   In what ways are the youth involved in disaster management in Busia and Tana River counties?

c)   What challenges affect youth participation in disaster management in Tana River and Busia Counties?

CHAPTER 2: Literature Review and Theoretical Framework

2.1   Literature Review

The literature reviewed in this chapter has two important parts. The first part exposes how the youth are vulnerable to disasters and gives justification for engaging them in disaster management. The second part of the litterature identifies national and international policies that encourage and justify youth participation in disaster management.

2.1.1 Youth Vulnerability to Disasters

Firstly, the youth are among the most vulnerable in crisis situations. Mass displacement, separation or loss of parents, and breakdown in community infrastructures leave this group especially vulnerable to forced recruitment into fighting groups, gender-based violence, trafficking for exploitative labour or commercial sex (UNICEF, 2005). Lost educational and economic opportunities that often plague disaster-affected communities also exacerbate poverty and force some of the youth into risky income-generating activities such as prostitution, begging, and illicit-drug trafficking in order to survive (INEE, 2013).

Secondly, despite the risks and vulnerabilities young people face, especially in disaster situations, it is not adequate to view the youth simply as victims or passive beneficiaries of assistance. While some may seek social and economic advancement by alternative extra-legal means, others look for respectable ways to improve their social standing and secure their financial well-being (Plan International, 2006). If provided with moral, financial, and technical support, the youth can make important contributions to social cohesion, reconstruction, and the maintenance of peace (UNSCR/2250). Emergency situations can actually open up new spaces for young people to contribute in ways that are meaningful and empowering. Though rarely acknowledged or recorded, young men and women have social and cultural resources for adaptation and have exhibited tremendous courage, resilience, and leadership skills in disaster situations. It is therefore important for young people to be involved at all levels and stages of program, policy, campaign, and initiative development, including all stages of design, implementation, and evaluation of disaster management. Young men and women courageously rescue family and community members, help trace missing family members, deliver food and shelter, assist with first aid and clean-up efforts and initiate fundraising and recovery efforts (Cosgrave, 2014).

Thirdly, youth participation is an opportunity to overcome barriers to their inclusion and enhance aid delivery (D'Agostino and Visser, 2010). Although most humanitarian

aid agencies recognize the importance of youth participation, few manage to implement such an approach. In large-scale disaster situations, adult decision-makers rarely consult or engage the youth in a systematic and meaningful way and many organizations maintain the belief that participatory processes involving the youth require too much time to plan and implement (USAID Policy, 2012). Youth engagement activities are usually assumed to be the responsibility of youth-serving organizations, and are usually treated as separate programs, and rarely build on the existing knowledge and capacities of disaster-affected youth. Cultural beliefs, social prejudices, and fears or misperceptions among community members can produce additional barriers to integrating youth participation into relief efforts, especially if aid agencies do not have a presence in the affected communities (INEE, 2013).

On enhancing aid delivery, consulting young people in the initial stages of disaster relief interventions can help organizations identify and address risks specifically affecting disaster-prone youth and reach vulnerable youth groups that might otherwise be excluded from programming (IFRC, 2009). Even in the absence of crisis situations, engaging youth in programming that provides guidance, support, and life-saving information can offer protection, curtail destructive patterns, and potentially reverse devastating inter-generational cycles. In crisis situations, including the youth in relief efforts can provide an outlet and mitigate the devastating impacts of a disaster while simultaneously providing opportunities for personal development and empowerment (UNICEF, 2004). Additionally, youth, often more familiar with newer technologies, can utilize social media and mobile devices to mobilize their peers, disseminate important information, and trace missing community members when a disaster strikes (Nyaruai, 2012). The prospect of harmonizing relief efforts with the eventual process of development can seem daunting for agencies responding to disasters. Yet, the way in which these agencies engage with the youth in emergency contexts could have a direct impact on how effectively the latter are able to integrate into and impact the reconstruction process of their communities or nations.

The youth add value from local to global scales in science, policy, and practice. Through simple, honest, and persistent approaches, young people apply creativity, innovation, and open-mindedness to any task that lies in their hands. As such, the youth should be regarded as partners in conducting DRR (Fernandez and Shaw 2013).

2.1.2 National and International Policies on Youth Participation in Disaster Management

National gouvernments and international forums have constantly manifested a renewed interest in youth and the vital role they can play in important issues such as disasters. This is the reason why there are many global policies and strategies which are needed before they can be tranfered to the local level (Van Niekerk and Coetzee, 2012). Local communities might not realize soon enough the importance of engaging young people in traditionally adult-dominated activities such as disaster management.

2.1.3 National Policies

In Kenya, the Constitution promulgated in August 2010, has created opportunities for youth engagement in governance and development. Article 55(b) directs the State to take measures including affirmative action programmes to ensure the youth have opportunities to associate, be represented and participate in political, social, economic and other spheres of life. The youth can contribute to policymaking directly or through their elected representatives (GoK, 2010).

The National Youth Policy holds that the youth are a key resource that can be tapped for the benefit of the whole country. Thus, the policy endeavours to address issues affecting young people by providing broad-based strategies that can be used to give the youth meaningful opportunities to reach their maximum potential. It provides a broad framework within which all stakeholders, including the private and public sector as well as civil society, can contribute to youth development.

Trere is also a National Youth Council (NYC) which is established under the National Youth Council Act (2009). The NYC functions include:

a) Regulating and co-coordinating Youth activities
b) Mobilizing resources to support and fund Youth programmes
c) Lobbying for legislation on issues affecting the Youth
d) Promoting research, collation and analysis of data on Youth issues
e) Formulating guidelines on Youth policies
f) Facilitating the periodic review of the national Youth policy
g) Acting as a bridge between the Government and other policy makers
h) Promoting the inclusion of Youth agenda in formulation of policy by public institutions
i) Promoting the inclusion of Youth in decision making bodies, boards andpublic institutions

The National Youth Council is therefore an important entry point that should be used to implement strategies regarding disaster management.

The National Youth Empowerment Strategic Plan 2016-2021 also urges the the government of Kenya in collaboration with county governments and stakeholders shall develop, review and implement relevant policies and regulatory frameworks to ensure a smooth and efficient participatory approach in youth programs and activities.

At the county level, Busia has put in place a county disaster management bill that aims at providing a legal framework for an effective organisation of interventions. The Busia County Disaster Management Bill 2015 provides for a more effective organisation of preparedness for, response to, recovery, reconstruction and mitigation of disaster. Through this bill a decision-making body known as '' Disaster and Emergency Management Council, has been constitued but without including a youth representative. Clarify whether this is a Bill or has already been debated and passed by the County Assembly as an Act.

2.1.4 International Push for Youth Participation in Disaster Management

At the international level, all stakeholders need to be involved in the decisions that affect the way they live, but there is a growing gap between national DRR policies and local-level practices (SFDRR). The youth were recognized as official stakeholders within the process of the SFDRR which allowed them to contribute to bridging this gap between international policy design and community implementation.

The international Disater Risk Reduction community has been advocating for a participatory approach, but young people continue to be left out. For example, there is no explicit mention of youth participation in DRR in the Hyogo Framework of Action (HFA) 2005-2015. This is why the results of the global 'Children on the Frontline' survey clearly point out the importance of ensuring that voices and roles of children and youth, who form the majority of the world's population, are regularly heard and taken into account in the assessments of HFA and DRR implementation, and in subsequent global post-2015 discussions and in various DRR arenas (World Vision, 2009).

The Sendai Framework recognizes the vital role the youth have to play in reducing the effects of disasters, strengthening community resilience and shaping legislation for better protection against disasters. The role of the youth in disaster management has been recognized as an important aspect in society in implementation of the Sendai Framework for DRR (Children and Youth in the Post-2015 Framework for DRR). Acording to this Framework, children and the youth are agents of change and should be given the space and modalities to contribute to disaster risk reduction, in accordance with legislation, national practice and educational curricula. In the context of gender, age,disability and cultural orientation, special attention should be paid to the improvement of organized voluntary work for citizens. The Sendai Framework calls for an all-inclusive approach to disaster management. Section 36 details the specificities of the contributions that can be offered by several social groups (Pietropaolo, 2015). The Sendai Framework aims to make sure that everyone is ready when hazards strike, so that responses are more effective and better organized. The children and youth are a critical part of that process.

The East Africa Community Youth Policy is this a policy identifies the need to address the challenges facing the youth as a strategic priority. In 2014, the EAC adopted a youth policy to guide planning, implementation, monitoring and evaluation of programmes set up to address the needs, concerns and aspirations of the youth in the region.

The African Youth Charter was endorsed in 2006 and came into force on 8th August 2009. It is the first legal framework in Africa that supports national policies, programmes and actions in favor of youth development. The role of the African Youth Charter is to:

• Facilitate the institutionalization of youth participation in political, social and economic debates, decision-making and development processes at various levels of government for positive and constructive contribution.

- To strengthen the capacity-building programmes for youth leaders in Africa. The Charter's main action areas are: education, skills and competence development; employment and sustainable livelihoods; youth leadership and participation; health and welfare; peace and security; environmental protection and cultural and moral values.
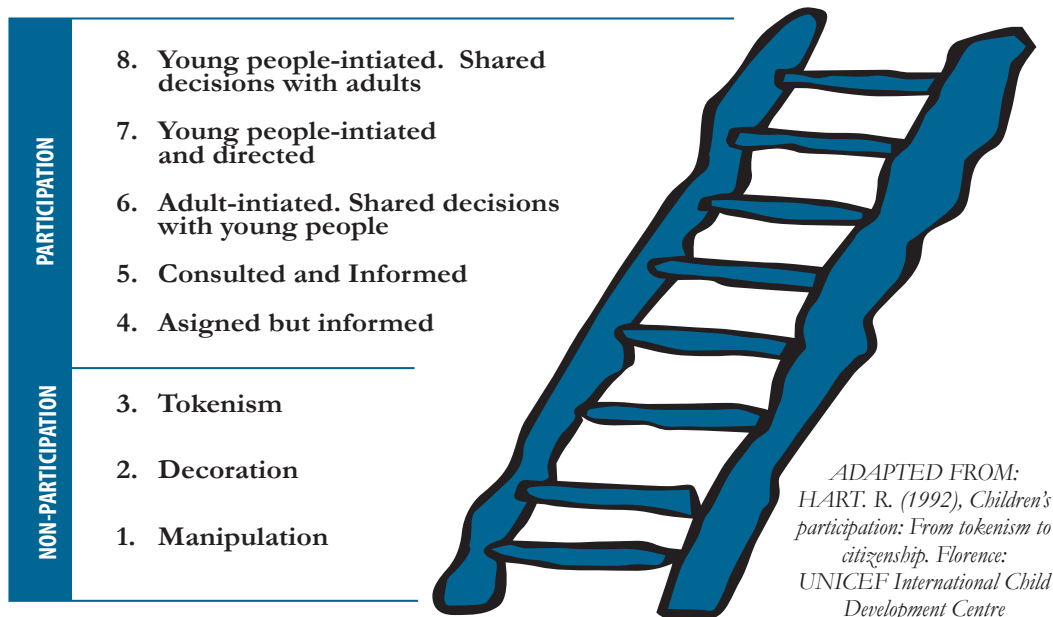
2.2   Theoretical Framework

Diffrent theories have been developed to better understand youth participation in soco-economic and political development (Wong et al, 2010). Hart's "ladder of participation" has made an important contribution in identifying non-meaningful ways of participation, such as decoration, manipulation, and tokenism. According to Hart (1992), true participation is where adults and youth share the decision-making and power of a program's development process. Shier further developed Hart's model by establishing a set of questions about organizational readiness to actively involve the youth (Shier, 2001). Organizational readiness may be understood through three steps: openings, opportunities, and obligations. More recently, Wong et al. (2010) developed the typology of youth participation and empowerment pyramid where the ultimate aim was to achieve a balance between youth and adult control through the empowerment of both, by establishing shared power relationships (Wong et al, 2010). All the previously mentioned models have, as a common intention, the establishment and adoption of processes for shared decision-making and power-sharing between the holder of the adult role and the young person, through the recognition of young people's contributions, individually and/or collectively.

According to Cook (2008) , giving decision-making power to young people and integrating them in all aspects of program development are vital components of meaningful involvement processes, beyond tokenism and decoration.

Theoretical and conceptual frameworks are not the same thing. The former is the broader philosophical context in which a study fits while the latter is the researcher's own understanding of the relationships between the independent and dependent variables. This must be in response to the research objectives and research questions. Miller et al. (2009) developed an evaluation framework for community youth development where participation should seek the ultimate goal of making the youth active agents in their communities, confident, skilled, and connected. Adults need to avoid tokenism, imbalances of power, and negative youth stereotyping. This framework aims to challenge adult attitudes that characterize young people as incapable of taking on new roles, such as partnership and leadership positions within organizations and programs.

Hart's Ladder of Youth Participation

PARTICIPATION

8. Young people-intiated. Shared decisions with adults

7. Young people-intiated and directed

6. Adult-intiated. Shared decisions with young people

5. Consulted and Informed

4. Asigned but informed

NON-PARTICIPATION

3. Tokenism

2. Decoration

1. Manipulation

ADAPTED FROM: HART. R. (1992), Children's participation: From tokenism to citizenship. Florence: UNICEF International Child Development Centre

The stages of participation begin from 1 to 3, where the youth are manipulated, used as 'decoration', or 'tokenized'. These stages demonstrate ways in which youth are seen to be participating but are not given a real voice.

Levels 4 to 8 include ways in which the youth participate in activities of disaster management . These stages allow youth to not only participate in disaster programming but also lead and initiate these activities, be involved in broader levels, such as risk mapping in their communities, and be consulted in relation to decisions that are made which might affect their vulnerability and capacity levels.

2.2.1 Conceptual Framework

Independent Variable

Independent Variable

YOUTH Skills/Knowledge Intiatives Creativity Interests

1. Decision Making
2. Disaster Commitees
3. Monitoring & Evaluation
4. Mobilisation Processes

High level of disaster Risk Management

Intervening Variable
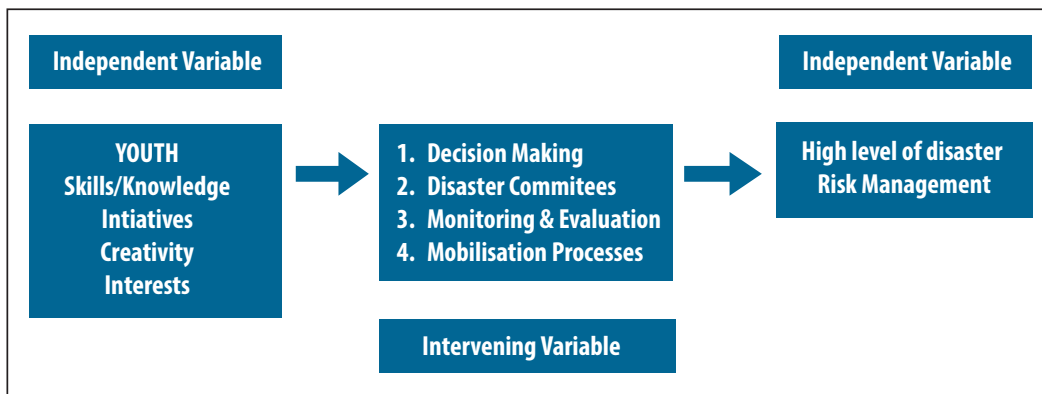
CHAPTER 3: Methodology

3.1   Introduction

This chapter preents the methodology followed in conducting the study. In particular, it discusses the research design, target population, sampling procedure, data collection methods, data analyis procedures and ethical considerations.

3.2   Research Design

The study was conducted in two Counties of Kenya (Busia and Tana River). These counties were chosen because of their vulnerability to disasters.

The study adopted both quantitative and qualitative methods which involved gathering data from in-depth information on youth participation in disaster management. Quantitative method was used to collect hard data while qualitative strategies helped to gather in-depth information to complement quantitative data. Exploratory research design was used to establish the current situation of youth participation in disaster management activities in these two counties. What are the key characteristics of qualitative (as opposed to quantitative) research? What are the "various aspects" of youth participation are you referring to? Why did you consider this methodology superior to others?

3.3   Target Population and Sampling Procedure

The target population for this study comprised selected youth whether they were in youth groups or not. They constituted youth who were involved in security activities as there were no youth groups specifically focussed on disaster management. Civil servants were also targeted because of their disaster management roles at the strategic and operational levels. The selection was made based on their positions in the county and their involvement in disaster management activities. Youth from the same area were put together for Focus Group Discussion (FGD). Creating homogeneity in the FGD group helped participants feel more comfortable expressing their opinions. Merge this section with the one immediately below.

About 7 key informants were interviwed by county making a total of 14. Ten (10) youth representatives by sub-county were selected in Busia making a total of 68 youth because in Butula sub-county we got 8 youth.   In Tana River County, 41 youth were selected on their accessibility of their villages and their participation in group activities. It was also important that the youth leaders and their deputy participated in the interviews because of their roles in youth mobilisation. They are also points of contacts for any activity involving youth in their respective sub-counties. Other youth were selected by county civil servants on the basis of their dynamism in disaster management activities.

3.4   Data Collection Methods

The study used both primary and secondary data were collected. The primary data was gathered through questionnaires and interviview guides that were developed and personally administered by the researcher. Interview guides were used to interview key informants and their informations were used to complete data dat from target population.One lead researcher and one research assistant were involved in the data collection acritivities.

Secondary data was collected to provide existing literature on youth participation in disaster management. Seconadry data were collected from books,reports , academic journals, reports and theses.

3.5   Data Analysis

The study used both qualitative and quantitative methods of data analysis. The researcher had to code open-ended questions in preparation for data entry. This was done through microssoft word tables where responses were sorted based on theme and corresponding code(La Pelle ,2004). Analysis involved descriptive stastistics including pourcentages and frequencies according to requirements of the study objectives.

Secondly, Key Informants data was interpreted in relation with the study objectives to supplements other information collected. Qualitative data from the target population was used also to supplement some of the quantitative components in the study.

Lastlty, The interactive sessions between the researchers and the participants permitted exploration of the range of opinions/views on a topic of interest; and explore meaning of research data that cannot be explained statistically (Stewart and Shamdasani, 1990).

3.6   Challenges and Opportunities in data collection?

Although the exercise was largely succsessful, some challenges were encountered. The challenges include the following:

- First , youth from remote villages could not participte in the study because of the inaccesibility of their areas. Due to bad weather and poor infrastructure, it was not possible to reach some places in both counties.
- There was a significant lack of knowledge on disaster mangement. In both counties, the researcher had to conduct sessions to explain what disaster management is.
- We also noticed a weak knowledge and information on disaster managemnt largely due to lack of awareness and weak communication stategies.

3.7   Ethical Considerations

Ethical considerations entail conforming to the standards of conduct of a given profession or group (Babbie, 1995). It is a set of accepted moral principles which offers rules and behavioural expectations about the most correct conduct and procedures (De Vos et. al, 2005). During the research process, several ethical issues were considered to ensure the privacy and safety of participants. Interviwees were informed about their right not to participate in the study if they chose to do so. This was to ensure that those taking part in the study did so willingly and without any pressure. They were also assured of their right to privacy in terms of anonymity and confidentiality. The participants were also encouraged not to include political perspectives during completion of questionnaires. Authorisation from relevant institutions was obtained before the field research.

CHAPTER 4: Results and Discussions

This chapter presents analysis and findings of the study as set out in the research methodology. These findings are obtained from data collected in the field. The data was gathered exclusively from questionnaires as the research instrument. The questionnaires were designed in line with the objectives of the study.

4.1. Nature of Disasters in Busia and Tana River Counties

4.1.1 Busia County

Repeated disasters like floods, drought, diseases and insecurity have had serious impact on the people and infrastructures of Busia County. Climate is said to be one of the main factors causing disasters that leads to dam breaks, flooding, soil erosion, water pollution, famine and outbreak of water-related diseases (Odada *et al.*, 2006).

Floods Disasters

Each year that floods occur, the results include damage to property and loss of life in Busia County. Besides the direct destruction, floods in Busia County have historically posed significant threats to the socio-economic wellbeing of population in terms of disruption of human settlements, teaching and learning programs, destruction of shelter and infrastructures including sanitary and health facilities. Floods often expose the society to a toxic and contaminated environment, especially in regard to water and sewage drainage systems. The cost of the annual effects of flood have been estimated at US$4.8 million in the Bunyala flood plains and about $ 850,000 in the Kano Plains (Omungu, 2012).

Fire Incidences

Like other urban settings in Kenya, Busia town is vulnerable to fire disasters. Several cases of fire incidences have previously occurred. Most of the fire disasters are man-made and include electrical faults (mostly due to overloading and short circuits), pantry area (cooking gas leaks, cooking oil, over-heating of cooking medium), smoking (in/around combustible media, falling hot ashes from the cigarette on flammable material) and arsonist attacks. Some of the major fire disasters cause massive loss of lives and property in the county. Fire disasters have also been recorded in learning institutions some of which are as a result of arsonist attacks or electrical failure. Interviews in Busia County revealed that Makunda Mix in Budalangi Secondary school and Bujumba Boys Secondary School were burned in 2017 (Huho and Mashara, 2016).

Insecurity

Busia County is identifiesd as a hot spot as it is located at the Kenya-Uganda border. Some areas of the County are known for drug peddling and abuse, resulting in lawlessness

and criminal activities. The youth are also vulnerable for use by rival politicians. A crimial gang called the ''Jobless Boys''is hired and used by rival politicians and rival traders. The area is also prone to proliferation of Smal Arms and Light Weapons given its proximity to neighboring Uganda (FGD in Busia Jun 2018). Crime has not only escalated but become a matter of grave concern to security agencies as well as the people. Of great concern is the growing number of youths involved. Criminal activities connected with the boda-boda industry, especially cross-border theft, murder and rape, have rocked several parts of Busia County . Escalating crime among the youth is brought about by among others, illiteracy, peer pressure, lack of parental guidance, drug abuse, poverty and idleness.

Diseases Epidemics

Water-related diseases such as diarrhoea, cholera, malaria, and typhoid are always on the increase during and after the flooding periods. At the same time, a high rate of jigger infestation has been recorded in Busia County in Kenya with a prevalence of 50%. The jigger menace had made many children drop out of school while the working population has lost productive hours seeking medication. Some parents hide the jigger-infested children (Okumu, 2017).

Despite the prevalence of the various forms of disaster, the youth of Busia lacked knowledge, resources and support to effectively participate as youth in disaster management programs.
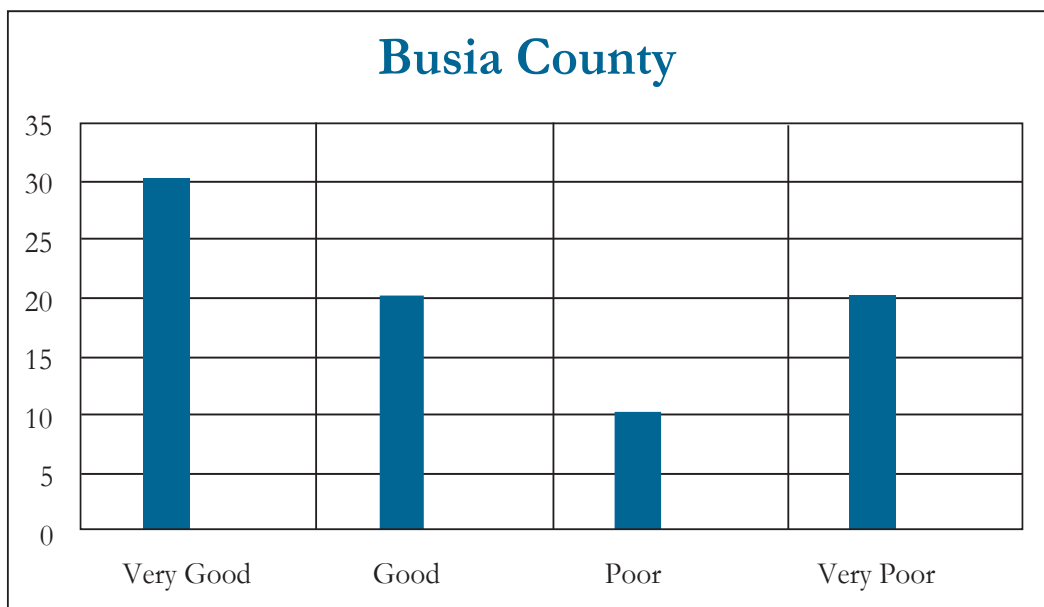
Busia County

Source: Survey Data(2018)

Heavy rains continue to cause significant damage to communities making floods the most deadliest disater in flood-affected areas of Busia County. However , many areas remain inaccessible making it difficult to determine the exact number of people affected due to damaged roads.

4.1.2 Tana River County

Acording to respondents, Tana River County has been exposed to a variety of disasters such as droughts, floods, epidemics, conflicts, drug abuse and conflict. The diversity, frequency of occurrence and magnitude of the disasters have been on the rise . However, fequent disasters in Tana River County are hydro-meteorological in nature comprising droughts and floods which are considered as a norm rather than the exception due to their frequent occurrence. Though less frequent as compared to droughts, floods displace thousands of people and lead to loss of life and property in the the county.

 In this County, the Pokomo and Orma communities cited frequent conflicts, especially during the dry season. The Orma are pastoralists while the Pokomo are agropastoral, and most Pokomo farming activities are carried out along the Tana River. The conflicts result from disputes over grazing blocks and water resources, especially the *lagas*. They also have resource-related conflicts with the Somali when they pass through their community land with large numbers of cattle in search of pasture and water. Did you interview anyone from the Malakote and Omoyaya communities

Floods

Tana River County is among the Counties that often experience the effects of floods. Due to its flat terrain, the county is vulnerable to flooding that destroys crops and property leaving people in absolute poverty. This has led to consistent food insecurity making the local people reliant on relief food and shelter almost permanently. Flooding also destroys infrastructure such as roads, bridges, schools, and houses thus displacing people from their homes and business premises which remain submerged in water after the Tana breaks its banks.   In Tana River about 70% of land is sometimes covered by flood water.

The county hosts Kenya's largest river, which flows through it as it drains into the Indian Ocean. The river also forms the Tana River Delta, a wetland that covers about 1,300 km² and supports more than 100,000 inhabitants (Leauthaud et al., 2013) (see Annex 1 for a description of the administrative divisions of the county). Despite the dry conditions, agriculture is the main income-earning activity in the county, contributing roughly 82% of household incomes (MoALF, 2016). Farming is mainly practiced along the riverine areas and in the irrigation schemes of Hola, Bura and TARDA. However, floods affect agricultural productivity as the flooding ravages any crops found on the riverine farms radii of between 2 and 4 from the main river km in some areas. Frequent crop failure as a result of floods increases people's vulnerability to food insecurity and poverty.

Drought

The north and central regions of Tana River county are subjected to intense drought conditions and which contribute to increased conflicts due to limited water resources, pasture and food insecurity in the region. There are two seasons of drought that occur after the short and long rains. Nonetheless, drought is experienced at varied durations in the three study sub locations. It should, however, be noted that because rainfall is erratic in Tana River County, the periods of drought are almost regular (the droughts that have had a significant impact occurred in 1983/84, 1991/92, 1995/96, 1999/2000, 2004, 2005/6, 2009, 2011 and 2016/17. During drought, crops wither causing food insecurity; animals also die causing people in the pastoral communities to move from one level of poverty to another.

The drought usually impacts negatively on both human and livestock populations. Over 14% of the population in Tana River County depends on livestock for income and food. To livestock keepers, animals are a critical financial asset providing food, (milk, meat, blood and eggs) and income through sale, barter, transport, draught power and work hire. They are also significant social assets playing a key role in building and consolidating social relationships and networks within traditional social settings.

Drought also reduces the availability of pasture for domestic animals and wildlife which increases human-wildlife conflicts as large herbivores, after depleting vegetation in their traditional grazing range encroach into human settlementsin in search of water and pasture.

Conflict

Conflicts in the pastoralist drylands of Kenya are highly complex and multi-layered (Gibbons, 2014, p. 1). Ethnic conflict also occurs during drought. Livestock is stolen or killed, houses razed to the ground, and people lose their lives thus reversing the development gains made before the conflict. Evidently, as one of the FGD participants aptly put it, "Drought, conflict and poverty are like sisters, one contributes to the other." All the study participants concurred that poverty was on the rise citing drought and conflict among many other factors as the main drivers that increase the poverty level in the district. Droughts occur annually and affect most parts of the county especially the hinterlands. This leads to loss in livestock and poor agricultural produce.

Insecurity has been a major challenge to economic development in the county. Most of the cases of insecurity are as a result of banditry and conflict resulting from ethnic differences over control of natural resources. Though various initiatives have been undertaken to address insecurity such as formation and capacity building of peace committees, recruitment of Kenya Police Reservists, advocating for peace through the collaboration of the County Government and NGOs, FBOs and CBOs, and initiating a community policing programme, insecurity remains a challenge as clashes

occur spontaneously. Land disputes have negatively affected the lives of the county's residents and have greatly contributed to insecurity and lack of cohesion among the inhabitants . Conflicts and violence have tended to take the form of cattle rustling, ethnic violence, displacements, massacres and revenge attacks (Rohwerder, B. (2015).

There is a long tradition of cattle raiding for prestige and bride price, as well as competition over scarce and diminishing water and pasture resources (Gakuria, 2013). However, commercial cattle raiding involving excessive violence, also occurs for mass sale to urban markets (Mkutu Agade, 2010). Focus Discussion groups in Tana River county mentioned land-related conflicts, the politicisation of communal relations and ethnicity , the proliferation of SALWs); and tensions between pastoralist and agricultural communities. These conflicts have become increasingly intractable in the county as a result of weakened traditional mechanisms of conflict management ; breakdown of inter-communal social contracts; elders' loss of control over the youth; the persistence of *moran* (warrior) culture; and politicisation of peace-making processes (Okumu, 2013, pp. 1, 5). According to the youth, the nature of conflict in Tana River County has deeply divided them to the point of producing a high level of mistrust among the youth as a result of tribalism and frequency of conflicts.

Diseases Epidemics

According to the Kenya Red Cross, people living in camps in Tana River County have been victims of disaster-related diseases. This is mostly common with water and other hygiene and sanitation-related diseases such as malaria, cholera, dysentery, skin and respiratory infections etc.
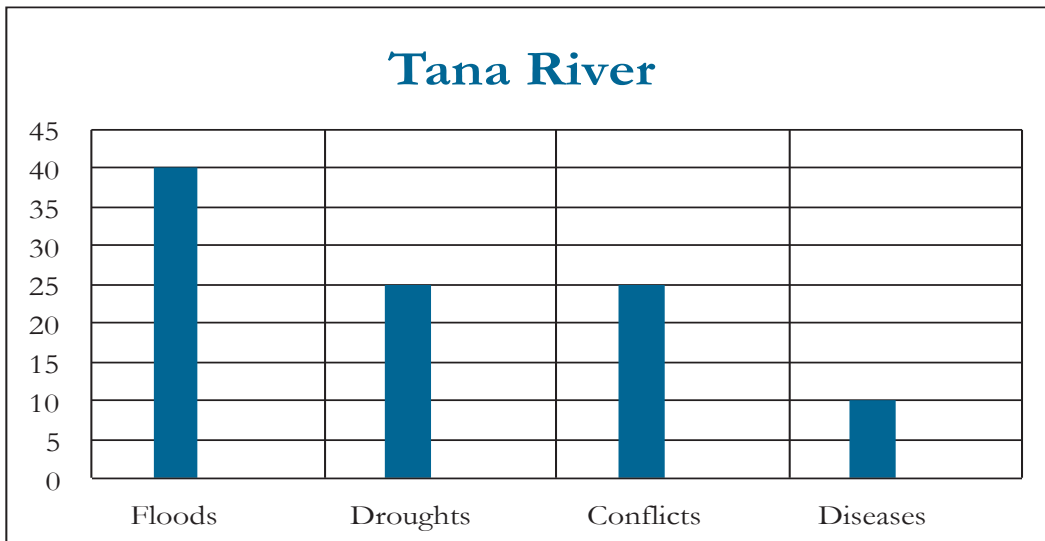
Source: Survey Data(2018)

Floods is the most feared disaster in Tana River county . Each year floods and heavy rain damage infrastructure, preventing and limiting humanitarian access to many of the affected areas and cutting off people's access to multiple facilities(Markets, hopstitals, Schools...). Floods Disasters are followed by severe drought and confict making the county vulnerable to constant humanintarian crisis.

4.2   Strategies undertaken in Disaster Management in Busia County

The Busia county government has implemnted some mechanisms to make the community cope with the effects of disasters, specifically on flood preparedness and have resulted to the reduction of death rates.

Adaptation mechanisms used to combat the negative impacts of disasters in Busia County have been highlighted under the Western Kenya Flood Mitigation Project (WKFMP) which was quite useful in supporting flood plain management in Budalang'i through rehabilitation and strengthening of dykes. The significant impacts were positive and included job creation and an opportunity for the youth to participate in flood management interventions. The project focused also on youth involvement to improve livelihoods and build capacity for local resilience.

Other benefits were water harvesting, cultivation of drought-tolerant traditional crops, water conservation for the crop farmers, practicing free range, and keeping vaccines in thermos flasks, among others, for the poultry value chain. However, these strategies have been partially effective. For example, about 84% of respondents in Bunyala reported that strategies used in the region were not adequate. Despite on-going efforts to effect repairs on the dykes, they have increasingly been breached with increasing frequency of flood incidences. The youth were included in some of the activities initiated by the project and during disaster management activities but the majority (58%) expressed unplanned and unmotivated participation (FGD in Busia). Others observed that the youth are only called for unpaid tasks including bulding and maintaining dykes, setting camps and shelter, evacuation, surveillence of and warning activities.

4.2.1 The County Integrated Development Plan (CIDP) 2018-2022 in Busia

This development plan presents key county development priorities, programs, projects and strategies in the county. It also discusses the development framework in the county. The county government recognises the current minimal involvement of the youth in gainful employment as well as their exclusion and marginalization from decision-making processes and policies. According to the CIDP, the county intends to implement youth participation by covering three themes: empowerment of youth in decision making, economic empowerment and participation, and social development.

The county government has put in place some specific initiatives to empower the youth including construction of youth empowerment centres, among others. Key informant interviews revealed that the development plan was also informed by the four priority areas in the Sendai Framework for Disaster Risk Reduction. Specifically, initiatives and interventions were developed to ensure enhanced understanding of disasters, adequate preparedness, timely response, effective management and recovery were incorporated in the proposed programs and projects.

4.2.2 Volunteerism and Partnership

The Kenya Red Cross stands out as a leading first responder whenever the country is faced with natural or man-made disasters. The highest number of volunteers in Kenya belong to the youth category. The county government relies on its support in disaster management activities. The St John Ambulance serves the sick and vulnerable, making sure communities are equipped with first aid skills and prepared to handle disasters.

The major non-governmental organizations available during disasters include: Kenya Red Cross, VIRED International, CREPP, World Vision and ADRA. The Kenya Red Cross, World Vision and ADRA mainly provide temporary shelter and distribute food, blankets, water purifying tablets and mosquito nets. VIRED International has a food-for-work flood control initiative that engages the local community in digging proper drainage systems, desilting existing trenches and digging dams. CREPP encourages tree planting by distributing seedlings to schools and village youths. NGOs/CBOs that provided assistance include: Kenya Red Cross, Action Aid, USAID, and Busia Community Development Organization (BUCODEV), UNICEF, and World Food Programme (WFP). The Catholic Church was identified as the main religious organization that provided emergency assistance to flood victims. Is it Budalangi or Budalang'i?

4.2.3 Strategic Plan 2014 – 2018

This plan aims at investing in adequate capacity for disaster preparedness and management and encourage active participation of communities. This is in order to make the communities resilient and at the same time curb the impact of unpreparedness and inertia in disaster response. The document provides insights into the implementation of developmental programmes concerning the needs of communities of Busia, and making life more meaningful to all the citizens irrespective of their age, gender, religion or physical, mental or social situation.

4.2.4 Levels of Youth Participation in Disaster Management in Busia County

Across all FGDs, it was clear that the level of youth participation in the management of disasters in Busia was average at 30.4 %. This is due to long experience with

disasters especially flood-related disasters that the county has been experiencing. The youth participates through organised activities of monitoring and construction of dykes.
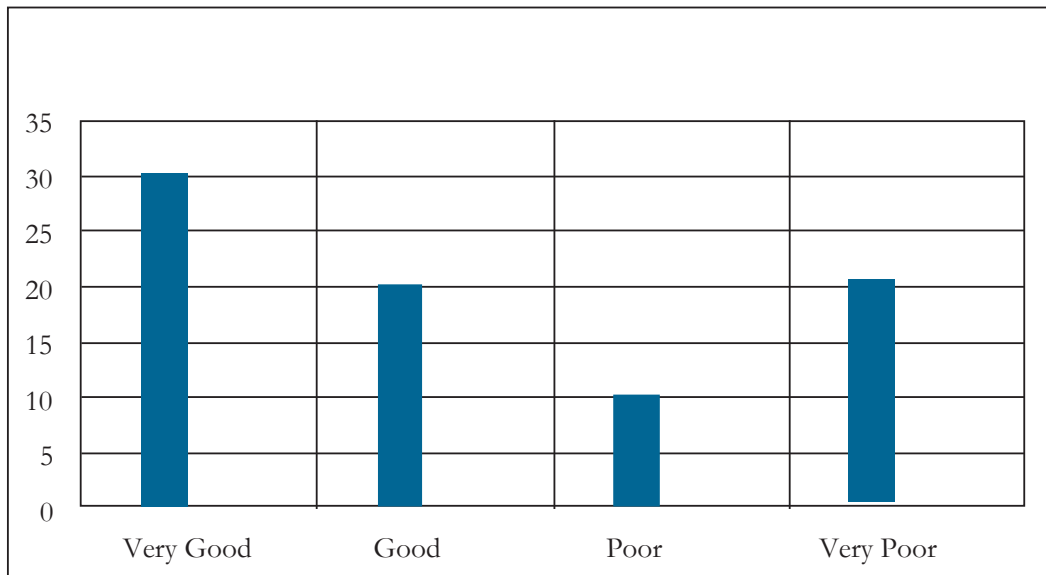
Source: Survey Data(2018)

However, the Department of Social Services promotes the concept of community participation in development and inclusion/mainstreaming of vulnerable groups and individuals in development processes for sustainable socio-economic growth. Youth groups have been constituted as follws: Funyula: 143 , Budalangi: 55 , Matayos/ Nambale: 488, Butula : 328, Teso North: 1,200, and Teso South: 1,460.

In order to address the socio-economic impact of disasters, the county tried to implement sustainable environmental conservation and management practices at all levels by creation of awareness and strengtherning environmental conservation. Disaster preparedness and management have captured county government's interest, but according to beneficiaries including youth, this desire is yet to be actualized. The youth of Busia county consider that in practice, their participation is often symbolic or simply missing. Some key informants agreed on the importance of youth participation in disaster management but highlited the lack of political will and scarcity of financial resources allocated for disasters at the local level. This prevents the creation and implementation of strategies focused on the youth to ensure their participation.

Ways of Youth Participation in Busia Disaster Response

		Disaster Response						Total
		NIL	Shelter	Evacuation	Relief Supply	Mobilization	Mobilization	
		1	0	0	0	0	0	1
Disasters	Flood	0	29	1	5	15	7	57
	Fire	0	2	0	4	2	0	8
	Conflict	0	1	0	0	0	0	1
	Diseases	0	1	0	0	0	0	1
Total		1	33	1	9	17	7	68

Source: Survey Data(2018)

The majority of respondents (44.1%) observed that nothing is done to make youth participating in the prepraedness phase for disasters in Busia county. Only 17, 6% said that they participate in organised trainings on disasters, 14% in early warning activities, 10% in resource mobilisation, and 4. 4 % in setting camps and the same rate in building dykes, while less than 3% participate in assessment.

From this table, the majority of youth in Busia County are not being effectively included in the preparedness activities to respond to the disasters that occur in the county.

From the table above, the types of disasters against activities shows that a small number of youth is involved in the response phase especially during evacuation and relief supply activities respectively 13, 2 % in evacuation and 25.5% in relief supply.

Recovery and Mitigation

		Disaster Recovery								Total
			NIL	Humanitarian aid	Assessment of damages	Psychosocial Support	Reconstruction of Infrastructure	Provision of seeds	Counselling	
		1	0	0	0	0	0	0	0	1
Disasters	Flood	0	30	7	3	5	10	1	1	57
	Fire	0	3	3	0	0	1	0	1	8
	Conflict	0	1	0	0	0	0	0	0	1
	Diseases	0	1	0	0	0	0	0	0	1
Total		1	35	10	3	5	11	1	2	68

Source: Survey Data(2018)

From this table above, a number of youth 16% and 14.7% were included in the reconstruction and humanitarian activities. They explained that there was no clear strategy to direct youth on what activities and when youth can be involved. They also complained about favoritism and lack of transparency in the selection of those that participate

4.2.5   Challenges of youth Participation in Busia County

Lack of skills/knowledge

Knowledge about disasters and disaster management is an entry point for promoting youth participation in disaster risk prevention and management (Battista and Baas, 2004). Effective youth participation presupposes   basic knowledge in disaster management practices. According to the participatory approach, taking knowledge into consideration in terms of practice helps the implementing organisations in improving their planning of disaster preparedness activities. In Busia county, the youth rated the lack of knowledge at 54.7% which is the highest challenge they face followed by lack of inolvement in planning activities. Poor knowledge of disasters is a precursor to the low level of participation in the county's disaster activities. Good knowledge of disasters could prompted the youth to proactively ask to participate in disaster managent activities.

Education in general plays an important role in entry into disaster management interventions. Meaningful youth participation in any socio-economic project including disaster management largely depends on the educational status of the youth. In Busia County, illiterate youth are often looked down upon as problematic as they more often cannot articulate their demands and put forward their opinions in a systematic way (Papa, 2017). Despite the progress made in the sector of education, some youth remain illiterate and may not know of the existing menace of disasters and how to participate. The County literacy level stands at 75.3 % of the population aged 15 years and above who can read and write as compared to the national figure of 79 %. The participation in decision making may need a certain level of literacy. An informed decision to participate is based on adequate knowledge and a positive attitude towards participation.

Lack of Youth Involvement in Planning

When asked whether the youth were involved in planning disaster management activities, (13.2%) of the youths indicated that they faced discrimination in planning meetings. Such meetings were attended by adults from various backgrounds including community leaders. However, it is critical to involve youth in the planning, design, implementation, monitoring and evaluation of disasters that affected their lives.

Lack of Organizational and Coordination Frameworks

Busia County has a Disaster Committee, which is supposed to address all matters related to disasters. Members of this committee expressed disappointment about the lack of a law on disaster mangement which led to limited accountability. There is limited collaboration among actors. With the lack of guiding principles, coordination of preparedness across the different disasters is weak. There are multiple coordination

platforms across the various actors that are perceived as useful but rely on good relationships to work. The wait-and-see attitude and lack of disaster management plan contribute to uncoordinated activities.

Poor Infrastructure

Busia County consists of seven constituencies, namely; Budalangi, Matayos, Nambale, Funyula, Teso North, Teso South,and Butula. The county is not adequately equipped with healthcare facilities and the few that exist serve both the county's residents and people from the neighbouring districts of Uganda. The county has a total road network of about 1,600 km out of which approximately 152 km are tarmacked. The remaining 1,448 km of road network requires regular maintenance and upgrading especially of the drainage system, which causes much of the destruction. With regards to water transport, the County faces challenges of connecting Sisenye, Port Victoria, and Osieko Port towns. Additionally, as disaster management and mitigation measures remain largely undeveloped, the county needs to open up the rural roads network, design and construct more foot bridges and box culverts so as to enhance transport accessibility within the county.

Lack of Resources and Equipment

Effective youth participation requires adequate resources. These ressources are financial, human and disaster management equipment. Due to the lack of adequate equipment and materials to be used in times of disaster, youth participation has been slowed down. For example, the budget allocated for disasters is incorporated in Environmental Management and Protection which is Ksh. 18,000,000 . This budget is insufficient compared to the cost of disaster management equipment and activities. The county needs to purchase equipment for disaster response. Is the budget of Ksh.18 million the one allocated specifically for disaster management or the entire budget for Environmental Management and Protection activities?

4.3   Disaster management Strategies in Tana River County

Strategies to mainstream disasters in the county are captured in two major development plans for the county: the First Tana River County Integrated Development Plan, July 2013-June 2018 (not 2017?), and the Development Strategy for Northern Kenya and other Arid Lands.

4.3.1 The First Tana River County Integrated Plan 2013-2017

The plan has aligned the activities to the five priorities of the Hyogo Framework for Action (HFA) which aimed at building the resilience of communities to disasters. The five priorities include: ggovernance, risk identification, knowledge, reduction of risk factors and strengthening preparedness.

The plan also highlights the commitment of the county to invest in the youth, sports, culture and social services; in quality healthcare, infrastructure and good governance. The main goals of this sector are to provide social welfare services; youth development; and gender and community services. This sector also seeks to promote, develop and preserve culture, rescue and rehabilitate orphans and vulnerable youth. In addition, it endeavours to enhance sustainable social development through: identification, nurturing, developing and managing sports, arts and talents; and intervention in disasters and emergencies.

4.3.2 The Development Strategy for Northern Kenya and other Arid Lands

This development startegy aims at expanding economic and social opportunities for young people, enhance job creation and mechanisms to alert young people to training and employment opportunities at national and county levels. The main objective targeting the youth aims at developing time-bound affirmative action programmes that equalise opportunities across gender, age, and geographical area and integrating the particular needs and circumstances of pastoralist youth within national youth policies and strategies and social sector planning.

4.3.3 Ways of Youth Participation in Disaster Management in Tana River County

Youth participation in disaster response activities in Tana River County was found to be high. Several FGD sessions stated that the youth participate actively in evacuation activities. They are mobilised by the Kenya Red Cross, and community leaders and their family members. The Kenya Red Cross has been quite active in disaster response in Tana River County. Kenya Red Cross youth volunteers participate in several activities related to disaster response including evacuation, search and rescue, assessment and registration and distribution of Non Food Items. The first Tana River County Integrated Development Plan 2013- 2017 recognises disasters as an important obstacle to peace and development. The county has therefore established strategies to build awareness and mitigate the effetcs of disaters. The construction of concrete embarkments to prevent constant changing of river courses, awareness creation on environmental management, enhanced resilience to disaster risk, conflict and climate change, flood mitigation and interventions/emergency response to disaster, construction of foot bridges, and construction of dykes along weak banks of the Tana River are some of the strategies undertaken by the county authorities to reduce the effetcs of disaters. Howevr, with 76.9% of the population living in absolute poverty, and with the population growth rate of 2.8%, the projected increase in population is likely to have a major and direct impact on planning and execution of disaster management activities.

Some of the mitigation measures mentionned in the current Tana River Development Plan include good governance, practicing sustainable approaches to development, developing comprehensive land use planning, creation of awareness on the effects of climate change among the population, identifying and protecting ecologically sensitive and fragile areas and discarding old practices to embrace modern and sustainable practices/technologies.

There are also measures in place to mitigate the adverse effects of drought. Currently, Tana River County has a comprehensive drought management structure and strategy in place with plans against drought with an emphasis on early warning and early reaction to events. The drought management strategy was originally developed in Turkana District in 1985 and extended to other arid and semi arid districts. It includes a county drought policy, drought preparedness measures, early warning systems, warning stages, employment guarantees, emergency animal purchase, maintenance of cereal stocks, post-drought reconstruction and other strategies to make the pastoral economy less risky.

Preparedness

NIL		Disaster Preparation						Total
		NIL	Training and Sensitization	Assessment	Early warning	Resource Mobilization	Setting Camps	
Disasters	Flood	17	3	1	4	3	7	**35**
	Drought	1	0	0	0	0	2	**3**
	Conflict	0	0	0	0	0	2	**2**
	Diseases	1	0	0	0	0	0	**1**
Total		19	3	1	4	3	11	41

Source: Survey Data(2018)

This table summarises youth responses on their participation in the preparation phase in Tan River County. On the total of 41 youth interviwed, 19 (46.6%) stated that they are not associated in any activities related to preparedness for disaters. They said that community leaders and county authorities take charge of all activities including meetings for resource mobilisation. According to FDG in Tana River, youth are mostly used in setting Camps for IDPs. Youth are called for manual work or are used us messengers (FGD, Jun 2018). The wait and see attitude whereby community leaders and county officials react after disaster strikes , the lack of disaster management plans and resources are among reasons why youth are not effectively involved in disaster management.

Response

NIL		Disaster Response				Total
		NIL	Evacuation	Relief Supply	Mobilization	
Disasters	Flood	14	11	7	3	35
	Drought	2	1	0	0	3
	Conflict	0	2	0	0	2
	Diseases	1	1	0	0	1
Total		16	15	7	3	41

Source: Survey Data(2018)

FDGs inyterviews in Tan River revealed that the youth participate actively in this phase: 36.59% in evacuation and 17.07%in relief supply . They are the first responders in disaster areas and their activities revplve around evacuating threatened populations, building shelter, search and rescue, fire fighting and all activties related to eemergency operations. However, such participation of the youth is more spontaneous than planned by the Tana River County Government.

Recovery and Mitigation

NIL		Disaster Recovery						Total
		NIL	Humanitarian aid	Assessment of damages	Psychosocial Support	Reconstruction of Infrastructure	Provision of seeds	
Disasters	Flood	21	8	1	1	2	2	35
	Drought	1	1	0	0	1	0	3
	Conflict	0	1	0	0	0	1	2
	Diseases	1	0	0	0	0	0	1
Total		23	10	1	1	3	3	41

Source: Survey Data(2018)

The participation of youth in the recovery and mitigation activities is rather low: only 7.32% in provision of seeds, 7.32% in reconstruction of infrastructures , and respectively 2.44% in psychological support and assessment of damages.The rest 24.39% said they participate in distribution of humanitarian items , while 56.10% said that they are not involved in any activity of recovery and mitigation phases. Financial assistance, for example, is managed at the County level with no inclusion of the whole community. They complained about the lack of transparency and inclusion because as these activities require the manipulation of funds.

4.3.4 Level of Youth Participation in Disaster Management in Tana River County

The objective of youth participation in disaster management in Tana River County is to ensure that youth are included in all phases of disaster management and to make them take precautionary actions to ensure timely, appropriate and efficient organization and delivery of emergency response following the impact of the disaster (Davies and Wall; 1992). A youth preparedness program is a great way to enhance a community's resilience and help develop future generations of prepared adults. Young people interviewed in Bura, Garsen and Galole commented that though they would have liked to be involved in disaster management activities and projects, this is not to be. They indicated that youths are generally not involved in the identification, planning and implementation of disaster mamangement activities that affected them. The older people who participated in the FGDs also agreed with these sentiments. In a few instances, it was indicated that some youths had been employed in rescue activities just because the older people were unable to do it or because those activities were risky. Also , some of the challenges that young people have faced when trying to get involved is corruption, non-payment for their work, ethnicity and conflicts.
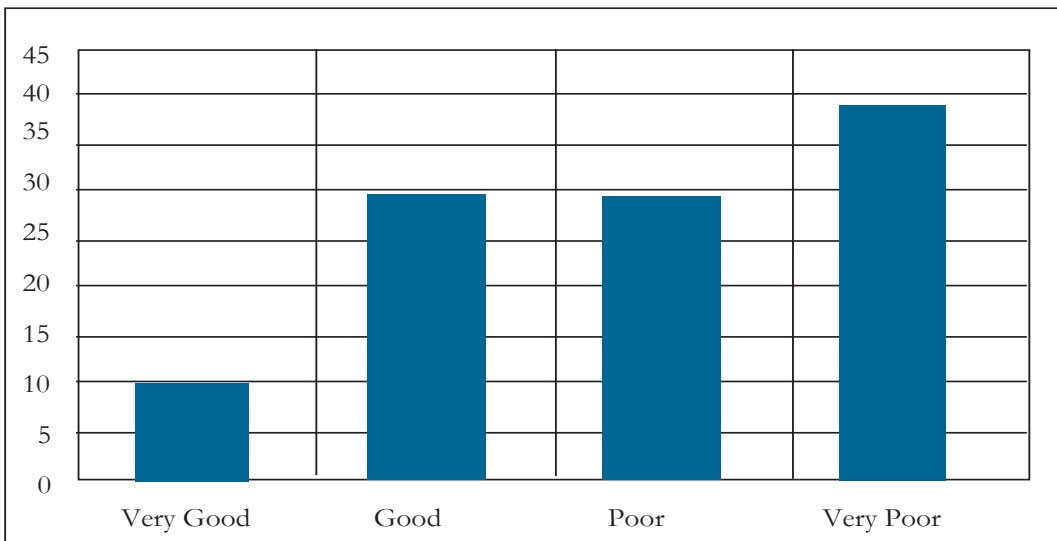
Source: Survey Data(2018)

When asked to rate youth participation in disaster management in Tana river county, 97.56% reveals that their level of participation is very poor while only 24.39% said the level is very good. More effort is therefore required to ensure that disaster management activities in the county involve the youth right from planning to execution in the disaster managemnt cycle. The county government should facilitate the process of involving the youth.

4.3.5 Challenges that affect Youth Engagement in Disaster Management in Tana County

Lack of Knowledge

The majority of the respondents were found not to be familiar with disaster management skills. About 78% of them were found to agree with the importance of disaster trainings and said they had never participated in any disaster training organized by the county. This finding indicates that there was a need for equipping the youth with disaster-related knowledge.

Lack of Coordination Framework

Key Informant Interviews raised several issues related to the overall implementation of a disaster management framework. They highlighted weaknesses in the implementation of the plan at the grassroots level where the youth or other community stakeholders ignore their roles. Good disaster response requires an effective coordination framework and strategies such as information sharing, collaboration and joint strategic planning. It is the responsibility of the County government to coordinate the work of the various organisations involved in disaster response. Furthermore, key informants mentioned the lack of real political commitment in organising the youth. As one key informant put it: Disaster management is a comprehensive and important field for the survival of the entire community. However, the government does not seem to do enough to include the local youth.

Poor Infrastructure

Tana River County has a total of 1,108 km of classified road network. Out of these, about 55% of the total road network is in a relatively good condition. Most of the roads are intercepted by seasonal rivers called *laghas*, which make them unmemorable during the rainy seasons which is the time of devastating floods. The county has a low electricity coverage as most of the areas in the County have no power connection.

Lack of Resources

Scarcity of financial resources allocated for disaster management activities at the local level prevents the creation or successful operation of mechanisms to ensure youth participation. The Tana River County is among the poorest counties in Kenya. As a result, the County is unable to afford the necessary financesfor disaster management activities. The causes of poverty include unreliable rainfall, poor infrastructure, and natural disasters such floods, drought and livestock diseases. The County population also suffers from poverty because of insecurity, environmental degradation and unemployment. Concerning personnel capacities, since disaster management is a relatively new topic

for many in the County, there is need to ensure that appointed staff receive adequate and continuous training on concepts related to disasters and how to ensure effective youth engagement.

Lack of Youth Involvement in Decision-making

Decision-making on disaster management is conducted in a centralised manner, leading to an institutional weakening of the local structures. Despite the efforts to build capacity on disaster issues, a comprehensive and inclusive mobilisation at the local level is yet to take place. Findings tend to indicate that the youth in Tan River were not being involved in decision-making on disaster management. Any project in the county that needs community participation, youth views were not being considered. Major consultations were being done between local elites and seniors and guardians before decisions are done. Pastoral cultural factors and routines were considered as the major reasons for non-participation of Tana River youth. Some of the youth reported that some attempts to impact adult decision-making could result in emotional or physical harm. They reported that they were aware of the consequences of forcing their demands or rights against the elders and adults who were the gatekeepers of the traditional values of their community. In order to bring about meaningful youth participation in disater management, cultural and organisational change, including addressing attitudes at both the youth and adult levels wais necessary (Crowley and Skeels 2010).

Insecurity

Insecurity has been a major obstscle to effective disaster managemnt in the county. Most of the cases of insecurity have been as a result of banditry and conflict resulting from ethnic differences over control of natural resources. This scared away potential local initiatives in the county. Although various initiatives had been undertaken to address insecurity such as formation and capacity building of peace committees, recruitment of Kenya Police Reservists, advocating for peace through the collaboration of the County Government and NGOs and initiating the community policing programme, insecurity remains a major challenge as clashes occur spontaneously.

5. Opportunities for Effective Youth Participation in Disaster Management in Busia and Tan River Counties

5.1 Increasing Number of Youth

Youth are increasingly recognized as the best agents of change. In both counties, 65% of the total population were young people below the age of 30 years, making them the majority of the population. Kenya's ratio of youth (aged 15-24) to the population stands at 20.3 per cent, above the world's average of 15.8 per cent and 19.2 per cent for Africa (Kenya Population Situation Analysis, 2013). Youth are, and will remain, a significant

share of Kenya's population now and in the future. Any failure to provide appropriate opportunities for this large segment of the population could have enormous economic, political, cultural, and social consequences. Engaging the young population in disaster management is not an option but an imperative to better mitigate the effects of disasters.

5.2   Decentralisation and Availability of partners

The devolution of functions that all counties enjoy have empowered communities to take decisions, implement them. Devolution facilitates participatory decision making Brings the government closer to the governed. Again, devolution has brought Disaster management responsibilities closer to people. Availability of humanitarian partners who are willing to support youth have been identified, including Kenya Red Cross, United Development Program, International Committee of the Red Cross, United Nations , Saint John Ambulance of Kenya, etc.

5.3   The "*Nyumba Kumi*" Initiative

The concept is aimed at bringing local communities together in the pursuit of common ideals such as a safe, sustainable and prosperous neighborhood. The *nyumba kumi* sytem has positive and multiple roles including cohesion, security and peaceful coexistence among members at the grassroots level. Applied to disasters, the *Nyumba kumi* initiative is an effective tool for community and youth mobilisation. The *Nyumba kumi* know how many youth are available or unavailable and should be the person of first contact in case of conflict and Disasters. Delete or rephrase the sentence highlighted in yellow. Indeed, the entire section is not clear. It does not explain adequately what "*Nyumba kumi*" is and what the arrangement is and what it is intended to achieve.

Conclusion

The main aim of the study was to assess youth participation in disaster management in Busia and Tan river Counties. The specific objectives were to examine strategies that have been deployed, the level of youth participation and to establish challenges that affect youth participation in the counties mentioned. The study notes that ever rising emergencies and disasters are a reality that all must face together including youth. It is important to recognize that youth engagement initiatives, collaboration and partnerships in disaster management have multiple advantages that can save lives and promotes resilience in the Busia and Tana River counties.

Strategies undertaken in disaster management in Busia and Tana river Counties are not inclusive. They do not assign clear roles and tasks to youth within disaster management processes. Inclusive participation ensures that all relevant perspectives are taken into account and therefore positively affects the degree of effectiveness of participation especially in the decision-making process which is not the case in the context of Busia and Tana River Counties. Their participation is sometimes visible during the response phase of disaster management with less participation in other phases of the cycle. This is due to the absence of proper planning and the lack of resources which push county governments to look upon youth to help in responding to the emergency once the authorities have failed to respond adequately. In practice youth are rarely involved in any pre-planning activities which require more decisions and preventive measures to be taken. Youth should not continue offering a last resort solution but they should undertake first line participation in all phases of the disaster management cycle. It is recognised that Youth have huge potential for disaster management that has not been fully tapped and ought to be harnessed in a clear policy without undermining other stakeholder's traditional roles. It was also seen that there is no proactive relations between youth and the counties on disaster management programs. Reasons mentioned that hinder youth participation in disaster management include conflicts, ignorance, corruption and tribalism , lack of involvement in planning and decision-makingby and scarcity of adequate financialand human ressources. The youth perceive that they are neither considered nor involved in the process of resource allocation, making it ineffective in addressing issues that affect them.

Recommendations

These recommendations suggest the proper way Tana River and Busia Counties should organise their youth and increase their participation:

- Youth representatives should be involved at every stage of planning and decision-making process in the counties. Youth as agents of change should be given the space and modalities to contribute to all phases of disaster management process

- The establishment of youth disaster management committees at the county, the sub-county and the village levels and working with youth committees to build awareness about risks and capacities to improve early warning

- Establish a policy at the county level on youth participation in disaster management

- Promote partnerships with specialized institutions for youth capacity building in disaster management

- For youth skill-building, acquiring knowledge and tools to lead and engage in disaster management activities

Areas for Further Research

- assessing youth knowledge in Disaster Management

- establish the importance and capacity of the Nyumba Kumi initiative in disaster management

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Col Donatien Nduwimana is a senior army officer of the Burundi National Defence Forces. He is currently a researcher at the International Peace Support Training Centre (IPSTC). He was commissioned into Burundian National Defence Forces in 1988. He completed military and academic training in 1994. Since then he has held key positions in command and staff some of which include those of Battalion Commander between 2007 and 2010 and Ministry of Defence Advisor in Studies and Strategic planning in 2012.

He has attended several career military courses during his time of service including senior staff course at the Combined War College in Yaoundé, Cameroun, Junior Staff Course in Libreville, Gabon, and Multinational Battalion Commander in peace operations course in Bamako, Mali.

He holds a Bachelor's degree in Economic sciences (Management and Administration) and a Master's Degree in Strategy, Defence, Security, Conflict and Disaster Management from the University of Yaoundé in Cameroon.

WO1 Michael Osew Ngachra is the Senior Librarian at the International Peace Support Training Centre (IPSTC) based at the Peace and Security Research Department. With over 16 years of experience in infantry operations, he has grown through the ranks in an infantry Battalion, 1st Kenya Rifles, as a trainer and staff at different command levels. He is a professional teacher and practitioner in Public Relations.

He possesses an Executive Certificate in Governance and Diplomacy from the International Peace Support Training Centre where he played a role in the curriculum development of two courses that now run at the Center – (Women in Peace building and Governance and Diplomacy in Peace and Security).

Michael is a qualified trainer in Gender in Peace Support Operations from the European Security and Defense College - Brussels. He has undertaken various career development trainings including Protection of Civilians, Child Protection and Protection of IDPs and Refugees.

As a certified fire and safety officer, he is a qualified disaster manager having undertaken trainings in Emergency Operations, Disaster Communication and Warning, Incident Command Systems and Disaster Response Planning.

In addition, he has done consultancy for a number of organizations including the Legal Resource Foundation as a trainer in Conflict Prevention and Management.

Finally, Michael holds a Master of Science Degree in Governance, Peace and Security from Africa Nazarene University majoring in Security studies. He also holds a Bachelor's Degree (BSc) in Communication and Public Relations from Moi University, Kenya and a Diploma in Library and Information science from University of Nairobi.
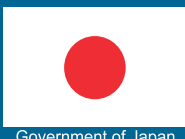

International Peace Support Training Centre (IPSTC)
P.O Box 24232-00502
Karen, Kenya
Tel: +254 791574336 / 786585167
Email: info@ipstc.org
Website: www.ipstc.org

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