



EU MEMBER STATES' POLICIES AND PRACTICE: DISASTER RISK REDUCTION IN HUMANITARIAN ASSISTANCE AND DEVELOPMENT COOPERATION

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This report was researched and written
by Mags Bird and VOICE

Commissioned and edited by: VOICE

Graphic design and layout by: Marina Colleoni

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ACKNOWLEDGEMENTS

This report was commissioned by VOICE and written by Mags Bird. It is based on a survey carried out among members of VOICE DRR Working Group in 2016, followed up by further document review and interviews with group members.

The report would have been impossible without the contributions of Working Group members. Particular thanks go to representatives of Oxfam Solidarité (Belgium) and Oxfam Intermón (Spain), People in Need (Czech Republic), Finn Church Aid (Finland), Malteser International (Germany), CARE Luxembourg, CARE Nederland, Plan International (Sweden) who took the time to provide answers to questions and participate in interviews, as well as FoRS (Czech Forum for Development Cooperation).

ABOUT THE VOICE DRR WORKING GROUP

VOICE is a network representing 85 European non-governmental organisations (NGOs) active in humanitarian aid worldwide.

Established in 2007, the VOICE DRR Working Group brings together 30 European NGOS with the goal of contributing to and improving EU and EU Member States' policy and practice on DRR.

TABLE OF CONTENTS

INTRODUCTION.....	PAGE 6
DRR: PROVEN IMPACT, BUT STILL UNDER-RESOURCED	PAGE 7
KEY GLOBAL FRAMEWORKS RELEVANT TO DRR.....	PAGE 8
THE EU AND DRR	PAGE 10
MATRIX COMPARING MEMBER STATE DRR POLICY AND PROGRAMMING APPROACH	PAGE 12
CASE STUDIES	PAGE 14
FINDINGS	PAGE 16
RECOMMENDATIONS.....	PAGE 19
KEY SOURCES OF REFERENCE.....	PAGE 22

INTRODUCTION

2015 and 2016 have been landmark years in the development or renewal of global commitments relative to humanitarian aid, development and disaster risk reduction. After extensive consultation and negotiation processes, international consensus was reached in the form of frameworks for sustainable development (SDGs), disaster risk reduction (Sendai Framework), climate change mitigation (Paris Agreement) etc.

Disaster Risk Management (DRM) and Reduction (DRR) have been increasingly recognised as essential for reducing loss of lives and livelihoods worldwide. The updated body of global policy presents a comprehensive foundation on which national and local policies can be further developed.

The EU is an important actor in humanitarian aid and development. A key element of the EU Consensus on Humanitarian Aid is reducing risk and vulnerability through enhanced preparedness, where it states that "The EU is committed to promoting disaster risk reduction and disaster preparedness in developing countries through coherent and coordinated action at local, national and regional level."¹

In 2012, a VOICE study offering an NGO perspective to the Consensus highlighted that "some Member States have made an effort to incorporate Disaster Risk Reduction into their policies and strategies. These policy efforts are important to recognize, but there seems to be a significant gap with regard to actual support in practice. Many other Member States have not demonstrated specific engagement with DRR. This confirms the general impression that finding the political will to focus on preparedness and prevention has always been challenging. It is therefore no surprise that there is little support to NGOs for DRR activities."²

Few years later, VOICE commissioned this study in order to follow up from this previous one and particularly focus on the issue of Disaster Risk Reduction. Drawing on the experiences of NGO members of the VOICE network and its DRR Working Group, the study highlights DRR policies and programming of a selection of EU Member States and presents recommendations for the further elaboration of Member States' policy work on disaster risk reduction.

Methodology

This study compares policies and practice in DRR between 8 Member States: Belgium, Czech Republic, Finland, Germany, Luxembourg, Netherlands, Spain and Sweden. The selection of Member States represents a broad range in terms of size, geography and history as European donors. NGO representatives, members of the VOICE DRR Working Group completed a questionnaire on their Member State's policies and programming on DRR enabling comparison of the NGO perception between the approaches taken by different states. This was supported by a desk review of policies, as well as other relevant documentation³, leading to the drawing of conclusions and the presentation of recommendations arising.

DEFINING DRR

Disaster Risk Reduction is the concept and practice of reducing disaster risks through systematic efforts to analyse and manage factors which cause disasters. This includes activities which support preparedness, prevention and mitigation from a local to an international level. Some practical examples include equipping and training disaster response actors (preparedness), improved land use to avoid flooding (prevention), or reinforcing infrastructure to reduce potential impact of hazards (mitigation).

¹ European Consensus on Humanitarian Aid, Article 75.

² VOICE study: the European consensus on humanitarian aid: an NGO perspective.

³ Including for example OECD DAC Peer Reviews.

DRR: PROVEN IMPACT, BUT STILL UNDER-RESOURCED

The evidence in favour of placing greater emphasis on DRR has become increasingly persuasive over recent years. Disasters resulting from natural hazards (including floods, storms, droughts and earthquakes) killed more than 845,000 people, affected 1.8 billion people, and cost more than 1.5 trillion USD in damages between 2005-2015.⁴ Poor households and communities are least prepared and least protected for disaster risks, and least able to recover quickly after a disaster. While media coverage tends to gravitate to large-scale emergencies, most disaster loss (of lives and livelihoods) is due to small-scale localised disasters. The precise return on investment that DRR represents is difficult to evaluate. However, even if it is challenging to agree exactly *how much* of a saving DRR is compared to the costs of emergency aid that might be necessary without DRR measures, the positive cost-benefit-ratio argument is widely accepted. Recent comparative research⁵ confirms that DRR is a worthwhile investment, and that in addition, the lower the development indicators for a particular country, the most cost-efficient DRR is shown to be as a strategy. Civil society organisations are key actors in DRR, and both individually and in collaborative networks such as the GNDR (Global Network of Civil Society Organisations for Disaster Reduction) have developed many tools to ensure local level impact for those most exposed to disaster risk⁶.

However, there are still many barriers to overcome to ensure more consistent and well-resourced DRR practice. To date, the humanitarian community is more aware and supportive of DRR than the development community; but DRR is not only a humanitarian concern, and indeed the humanitarian-development 'divide' is increasingly recognised as somewhat artificial in numerous contexts. There is still considerable uncertainty over where DRR relates to current aid architecture and who should drive its wider recognition. The nature of DRR means that a large range of governmental departments can potentially be involved in the topic, and good data for tracking DRR investments and grants is hard to come by.

Table 1 below shows the average spending on humanitarian aid per year for selected Member States, and within this, the average amount spent on disaster preparedness and prevention, according to OECD DAC data.⁷ Spending on DRR in development is less easy to identify: DRR may be qualified as a cross-cutting issue in development, but figures to evidence its effective implementation in development programmes are not supported by current reporting structures. There is (for example) no code within the OECD DAC reporting system that represents DRR in development programmes, so analysis of DRR-in-development funding relies on donors' own reporting practices, which vary considerably.

Table 1 Spending on DRR within Humanitarian Aid *Figures are in millions EUR⁸, current prices.*

Member State	Humanitarian aid spending per year 2011-2014 (average)	Disaster Prevention and Preparedness spending per year 2011-2014 (average)	% of humanitarian funding per year spent on Disaster Prevention and Preparedness (average)
Belgium	87,24	4,48	5.1%
Czech Republic	3,93	0,16	3.9%
Finland	93,14	3,15	3.4%
Germany	453,41	37,87	8.4%
Luxembourg	36,93	2,19	5.9%
Netherlands	171,37	2,49	1.5%
Spain	90,55	9,60	10.6%
Sweden	339,79	21,48	6.3%

⁴ EM-DAT: The CRED/OFDA International Disaster Database - www.emdat.be

⁵ Cost-benefit analysis of Disaster Risk Reduction - Aktion Deutschland Hilft 2016 Cost-benefit analysis of Disaster Risk Reduction. A synthesis for informed decision making - Aktion Deutschland Hilft 2016: <https://www.aktion-deutschland-hilft.de/fileadmin/fm-dam/pdf/publikationen/aktion-deutschland-hilft-studie-zur-katastrophenvorsorge-englische-version-english-version.pdf>

⁶ For example, GNDR's Reality Check <http://gndr.org/learning/resources/gndr-publications/item/1462-reality-check-list.html>

⁷ Figures used from the last four complete data sets i.e. 2011 -2014; 2015 data set not yet complete. <https://stats.oecd.org>

⁸ Data from OECD in USD, converted in EUR with an exchange rate of 0,7509; average rate 2011-2014.

KEY GLOBAL FRAMEWORKS RELEVANT TO DRR

Sendai Framework for Disaster Risk Reduction (SFDRR) - 2015

Following extensive global consultation processes, the Sendai Framework for Disaster Risk Reduction (SFDRR) in 2015 replaced the Hyogo Framework for Action. It contains 7 targets for the 15 year period 2015-2030, including *Substantially reduce global disaster mortality by 2030, aiming to lower average per 100,000 global mortality rate in the decade 2020-2030 compared to the period 2005-2015*. Endorsed by the UN General Assembly, the SFDRR is voluntary and non-binding. It contains four priorities for action:

- Understanding disaster risk
- Strengthening disaster risk governance to manage disaster risk
- Investing in disaster risk reduction for resilience
- Enhancing disaster preparedness for effective response, and to «Build Back Better» in recovery, rehabilitation and reconstruction

Sustainable Development Goals (SDGs) - 2015

Successor to the Millennium Development Goals (MDGs), the Sustainable Development Goals (SDGs) were endorsed by 193 UN Member States in a document formally titled *Transforming our world: the 2030 Agenda for Sustainable Development*. Extensive consultations and negotiations resulted in 17 Sustainable Development Goals, with a total of 169 targets.

DRR is integrated into the SDGs as part of the renewed approach to development required, including under the following goals:

- Goal 1 – End poverty in all its forms everywhere
- Goal 2 – End hunger, achieve food security and improved nutrition, and promote sustainable agriculture
- Goal 3 – Ensure healthy lives and promote well-being for all at all ages
- Goal 6 – Ensure availability and sustainable management of water and sanitation for all
- Goal 11 – Make cities (and human settlements) inclusive, safe, resilient and sustainable (including target on reducing deaths and economic loss from disasters)
- Goal 13 – Take urgent action to combat climate change and its impacts

Addis Ababa Action Agenda (AAAA) - 2015

The outcome document of the United Nations Third International Conference on Financing for Development, held in Addis Ababa in 2015, was agreed by 193 attending states. Designed to provide a global framework for financing sustainable development, the Addis Ababa Action Agenda (AAAA), includes explicit commitments to supporting risk reduction and resilience in development including:

- Development and implementation of holistic disaster risk management at all levels in line with the Sendai Framework (article 34)
- Support national and local capacity for prevention, adaptation and mitigation of external shocks and risk management (article 34)
- Encouraging consideration of climate and disaster resilience in development financing (article 62)
- Promoting innovative financing mechanisms to allow countries to better prevent and manage risks and develop mitigation plans (article 66)

Paris Agreement (COP21) - 2015

The world's first comprehensive climate agreement was adopted by 195 states in 2015 within the framework of the UN Convention on Climate Change. Ratification by sufficient parties, including the EU, for the Paris Agreement to enter into effect was achieved in November 2016. The agreement makes reference to the Sendai Framework in its preamble, and is linked to the DRR agenda via its focus on adaptation measures as well as measures to limit climate change.

World Humanitarian Summit (WHS) commitments - 2016

The first World Humanitarian Summit took place in Istanbul in 2016, and resulted in the pledging of commitments from States, UN agencies, NGOs and other actors, structured around the UN Secretary General's 'Agenda for Humanity'. Alongside issues such as political leadership to end conflict, humanitarian principles, displacement and gender, commitments also covered disaster preparedness and risk reduction. In particular, Core Responsibility 4, '*Changing People's Lives – from delivering aid to ending need*' received commitments on measures to be taken to anticipate crises and take early action for prevention and mitigation. Core Responsibility 5 'Investing in Humanity' provided a channel for stakeholders, including donor governments, to commit to the resourcing of (among other things) intensified DRR and resilience efforts.

THE EU, ITS MEMBER STATES AND DRR

The European Consensus on Humanitarian Aid states *The EU is committed to promoting disaster risk reduction and disaster preparedness in developing countries through coherent and coordinated action at local, national and regional level.*⁹

The most visible application of this commitment is the DIPECHO programme, a dedicated DRR budget line administered by DG ECHO, funding NGOs holding ECHO Framework Partnership Agreements, and other ECHO partners (UN and Red Cross). Over the last 20 years, 325 million euros has been invested in supporting community preparedness, contingency planning, early warning systems and other DRR measures via this programme. However the DIPECHO programme no longer exists since 2015; ECHO deciding to mainstream DRR in its annual humanitarian implementation plans (HIP). Since then few HIPs still have a separate budget line for DRR or Disaster Preparedness activities but ECHO partners are encouraged to mainstream DRR (or Resilience – see below) within their humanitarian action.

In 2009 the EU Strategy on DRR in Developing Countries was released and an associated implementation plan agreed in 2011. A joint steering committee (Member States and Commission services) was established to lead and monitor implementation, under DG DEVCO's management. It is difficult to assess the level of achievement of the plan, and the strategy was referenced as having been incorporated into the EU approach to supporting resilience in 2013.

DEFINING RESILIENCE

Resilience is the ability of an individual, a household, a community, a country or a region to withstand, cope, adapt, and quickly recover from stresses and shocks such as violence, conflict, drought and other natural disasters without compromising long-term development.¹⁰

The resilience approach started with a particular focus on food security, incorporating the Linking of Relief Rehabilitation and Development approach, Disaster Risk Reduction and other components particularly relevant to protracted crises and appeared to gain more political traction than DRR. The 2013 Communication on the EU Approach to Resilience¹¹ was supported by an implementation plan, and flagship programmes identified (AGIR, SHARE).¹² Within humanitarian aid as administered by ECHO, NGOs experience the policy on promoting and supporting resilience via a recently developed 'resilience marker' applied to ECHO funded projects. Beyond flagship programmes which explicitly seek to link humanitarian and development approaches in protracted crises, NGOs are less aware of how the resilience approach has influenced development policy and practice. They find it difficult to see more mainstreaming and/or more investment in DRR in EU development programming.

As a major international player, the EU has played an important role over recent years in the development of the global agreements noted above. In preparation for the Sendai Conference, NGOs appreciated in particular the EU's pursuit of an ambitious framework for disaster risk reduction; and lauded the improved focus on the multi-stakeholder approach articulated in the resulting document. Similarly, NGOs were appreciative of the integration of resilience and disaster risk into the new Sustainable Development Goals. European NGOs are keen that the momentum and will generated for and by such positioning is translated into action within Member States in their own policy development and application.

⁹ European Consensus on Humanitarian Aid, Article 75

¹⁰ DG ECHO, Building Resilience: The EU's approach, FACTSHEET

¹¹ COM(2012) 586

¹² The Global Alliance for Resilience Initiative (AGIR) supports resilience building in 14 countries across the Sahel, with a particular focus on reducing hunger. The EU's Supporting Horn of Africa's Resilience (SHARE) programme is a joint humanitarian-development approach launched in 2012 in the Eastern Horn of Africa.

As part of the World Humanitarian Summit, many EU Member States also made specific commitments relevant to Disaster Risk Reduction. These commitments demonstrate an appreciation of the need to anticipate crises and invest in preparedness, prevention and mitigation, an awareness of the importance of building local capacity, and an interest in improving humanitarian-development collaboration. A sample of commitments made by Member States included in this study is presented below:

	Agenda for Humanity reference	Commitment
Core Responsibility 4: Change People's Lives: From Delivering Aid to Ending Need		
Germany	4a Reinforce (not replace) national and local systems	Germany commits to further strengthen the application of resilience-based programming principles to respond more effectively to situations of crisis and promote preventive actions.
Luxembourg	4b Anticipate, do not wait, for crises	Luxembourg commits to achieve the Sendai Framework target to increase people's access to multi-hazard early warning systems, [...]. Climate finance funds will be mobilized in addition to ODA in order to increase our impact in the field of DRR.
The Netherlands	4c Deliver collective outcomes: transcend humanitarian-development divides	The Netherlands will continue to commit to ensure better linkage between the humanitarian and development stages through flexible, multi-year funding - without oversimplifying the challenges, especially when acting in conflict or complex situations.
Core Responsibility 5: Invest in Humanity		
Belgium	5a Invest in local capacities	Belgium commits to continue to examine the opportunity to finance flexible funds dedicated to and managed by local actors.
Sweden	5b Invest according to risk	Sweden commits to supporting risk reduction and resilience-building efforts at national and local levels from development budgets with support from the humanitarian side.

COMMITMENT TO DRR IN DEVELOPMENT

As one of its commitments under the World Humanitarian Summit the Czech Republic committed "to implement DRR and resilience in the framework of all bilateral development cooperation partnership programmes."

As a fitting consolidation of the European commitment to the recent series of global agreements, a new proposed **European Consensus on Development**¹³ articulates the European approach to implementing the 2030 Agenda for Sustainable Development Goals, including reference to other frameworks such as Sendai and Paris Agreements. The Consensus commits EU and Member States to increasing efforts to build resilience, including emphasis on better risk assessment in development cooperation.¹⁴ This is a useful re-articulation of the approach which has long been recommended by NGOs and other DRR practitioners, (and repeatedly raised in OECD DAC peer reviews); the fundamental need to strengthen the risk-sensitivity of development.

¹³ COM(2016) 740, EC proposal for a new European Consensus on Development – Our world, our Dignity, our future, Nov 2016

¹⁴ See for example Articles 33 and 55

MATRIX COMPARING MEMBER STATE DRR POLICY AND PROGRAMMING APPROACH¹⁵

	Belgium	Czech Republic	Finland
Where does DRR fit in Member States' aid policy?	Within humanitarian aid policy - preparedness is one thematic priority	Within the development cooperation strategy, under humanitarian aid section	Mostly in humanitarian policy (a chapter on DRR), with some references in development cooperation policy
Most relevant policy document(s)	Humanitarian Aid Strategy 2014	Development Cooperation Strategy (2010-2017)	Humanitarian Policy 2012 - which also stipulates that resilience and DRR are best pursued through long-term development cooperation
Is there a separate DRR policy?	no	no	no
Is an international DRR framework (Hyogo / Sendai) referenced in policy?	no	HFA	HFA
Geographic focus for DRR programming	Partner countries for humanitarian aid (Sahel, Great Lakes and Palestine)	No restrictions, but for humanitarian aid (including DRR) a commitment to take into account needs in priority countries selected for development cooperation	No specific focus
Consultation & dialogue with NGOs on DRR policy/ programming	Not regular or DRR specific	Regular dialogue between government and NGOs, but not specifically on DRR.	Yes, for example prior to Sendai
Duration of DRR projects	max 2 years, like humanitarian projects	1 year maximum, due to legal framework (recognised as problematic)	not determined
Specific tools for monitoring / review of DRR programmes?	no	no	no
Recent evaluations of DRR ?	no	no	no

¹⁵ As per published documents and as reported via surveys and interviews with NGO stakeholders.

Germany ¹⁶	Luxembourg	The Netherlands	Spain	Sweden
Both in humanitarian policy and development policy (in particular under transitional assistance)	DRR chapter in humanitarian policy	Preparedness is a key aim of humanitarian policy & DRR also included in development cooperation	Mentioned in Master Plan for Spanish development cooperation (not in detail)	Within overarching aid policy framework preparedness and prevention also included in humanitarian policy
Foreign Office Guidance on Disaster Preparedness (2008); BMZ Strategy on Transitional Development Assistance (2013)	Humanitarian Aid Strategy 2013	Humanitarian Aid Policy (2011) & Development Policy (2013)	Master Plan for Development Cooperation 2013-2016	Aid Policy Framework - the Direction of Swedish Aid 2013 & Humanitarian Policy 2010-2016 ¹⁷
Disaster Risk Management. Approach and Contributions of German Development Cooperation ¹⁸	no	no	Framework document 'Building Resilience' ¹⁹	no
In Transitional Aid Strategy (HFA)	no	no, but MoFA gave Parliament a post-Sendai policy update	HFA	HFA
Under development policy generally high risk countries are targeted; for humanitarian aid no specific focus nor exclusion	No specific focus	DRR is integrated into 15 partner countries which are development assistance focus	No official specific focus, although Sahel, Central America and Philippines are receiving most resources	No - specific regional / country strategies will have different DRR provisions
Yes, joint working group on preparedness by For. Office and DRR-actors (sat up in 2016) BMZ-NGO DRR-consultations usually in the context of wider transitional development assistance discussions	Informal working group of government plus NGOs, collaboration rated as good	Yes, particularly during Sendai preparations	Limited, for developing 'Building Resilience'	Yes, including a specific network of DRR actors to dialogue with both humanitarian and development parts of government
Depends on donor and budget line: multi-year humanitarian funding possible, or up to 4 years under transitional development assistance	max. 3 years	not defined	max 2 years, like humanitarian projects	up to 3 years
Monitoring: as per project-grants DRR programme reviews: AA: e.g. on the agenda of the working group BVMZ: see publication Disaster Risk Management. Plus data issued by relevant ministries, including during NGO consultation processes	funding figures published online by Ministry of Foreign Affairs	no, included in general aid monitoring	no	no
not known	Comparative evaluation of DRR programmes in same country (Laos) in 2014	not alone, but included in 2009-2014 humanitarian assistance evaluation	no	no

¹⁶ DRR policies as part of bilateral or multilateral development cooperation are not analysed here.

¹⁷ The Swedish Aid policy framework was under revision at the time of this study.

¹⁸ Although this is not a DRR policy per se it is mentioned since considered as a reference and good practice document.

¹⁹ Not officially released at the time of this study.

CASE STUDIES

CASE STUDY:	EFFECTIVE COMMUNITY-BASED DRR
ORGANISATION:	Malteser International
LOCATION:	Rakhine State, Myanmar, especially coastal communities
FUNDED BY :	German Federal Ministry for Economic Cooperation and Development (BMZ), and Swiss Agency for Development and Cooperation (SDC)



Since January 2013 Malteser International has been supporting vulnerable coastal communities in Rakhine State, Myanmar, in their preparation for disasters. Under a project funded by BMZ (Germany), local level activities have been carried out aiming to strengthen community abilities to cope with disasters (especially storms and floods) and the effects of climate change. At national and sub-national level the project builds government understanding and capacity related to climate change and disaster risk management.

The success of the inclusive community-based disaster risk management approach employed was demonstrated during Cyclone Komen on July 30th, 2015. Visits to the project area immediately following the cyclone found roofs ripped off buildings, power lines down, crops lost, and drinking water wells contaminated. However, no lives were lost – everyone had been prepared and evacuated to safe shelters in time. Village Adaptation Committees set up under the project (consisting of trained volunteers) were shown to have been effective in issuing early warnings of the cyclone, following emergency procedures, escorting vulnerable people to evacuation sites, ensuring accommodation and supplies of food at evacuation points, checking on assets including livestock, and maintaining rescue equipment. As a result, not only was everybody safe, but less relief support was required in the cyclone aftermath compared to other areas.

The coastal communities of Rakhine State know that as climate change continues, the frequency of extreme weather events will also increase. At the same time, they now have practical experience and skills for safeguarding lives through local preparedness measures. As the project continues, evaluation of the disaster response is being used to seek ways to further minimize damages and losses of livelihood assets in future storms.



Key positive elements of the donor policy related to this project include a multi-year funding approach, support for inclusive community-based DRR and a focus on particularly vulnerable populations.

CASE STUDY: **STRENGTHENING LIVELIHOODS TO COPE WITH CHANGING WATER RESOURCES**

ORGANISATION: Partners for Resilience (CARE Netherlands, Cordaid, Netherlands Red Cross, the Red Cross Red Crescent Climate Centre, and Wetlands International and some 50-plus local partners worldwide)

LOCATION: Tombouctou, Mopti

FUNDED BY : Netherlands Ministry of Foreign Affairs (under co-financing scheme MFS II)

Communities in the Inner Niger Delta of Mali are highly vulnerable to drought. Seasonal floods are also shifting in nature, with changing use of water resources and land, and ecosystem damage making life increasingly uncertain for the subsistence farmers, pastoralists and fisher folk trying to maintain traditional livelihoods.

Food-security crises occur on a regular basis. The consortium Partners for Resilience in Mali works to increase communities' resilience through food banks, by diversifying income generation, and by setting up micro-credit and savings facilities. In the regions of Tombouctou and Mopti project communities are introduced to simple techniques to strengthen and diversify their livelihoods to cope with the changes they are experiencing. Activities include providing access to drought-resistant seeds, support for rehabilitation of wells, and the cultivation of vegetable gardens. Involving organisations with different specialisations, Partners for Resilience takes a multi-disciplinary approach to resilience. In Mali this has led to the development of hybrid solutions – for example the building of dykes combined with tree planting.

Another key strand of action is lobbying for water allocation. Planned large-scale irrigation programmes upstream may reduce water flows in the Niger River by a third, with disastrous impact on vital wetlands and land viable for rice farming. As well as community level work, Partners for Resilience are lobbying with water managers and land-use planners for fair allocation of water resources. Partners for Resilience emphasises that investment in natural systems is an effective climate adaptation strategy and supports resilient livelihoods of local communities.



Key positive elements of the donor policy related to this project include a predictable funding framework (multi-year agreement) and support for a cross-disciplinary resilience approach, effectively linking DRR, climate change and ecosystems.

FINDINGS

In 2014, the VOICE study on the European Consensus on Humanitarian Aid²⁰ noted that while some Member States had taken steps to incorporate DRR into their policies and strategies, there was still a lack of support for DRR in third countries in practice. The global challenge of securing the political will to invest in preparedness and prevention had not yet been overcome by European Member States. Just two years on, it is not surprising that there has not been a significant change in the situation. Looking more in depth at Member States' policies and practice on DRR however, enables us to draw out some findings which can support future improvements.

The general picture – some common features of DRR policies and programming

The following aspects of DRR policies and programming were found in the majority of Member States included under this study:

■ DRR as part of humanitarian policy and funding

There is a growing understanding that DRR cannot only be a humanitarian concern and that for full effectiveness it needs to be part of development cooperation. In general however, DRR is still treated as part of humanitarian policy and funding in the Member States reviewed. There are some references to DRR in development policy, but (mostly) without a clear follow-through. OECD DAC peer reviews of the countries concerned have also frequently picked this up over recent years, and peer review reports and recommendations repeatedly emphasise the need to build development cooperation staff capacity in resilience and to incorporate DRR into development strategies including at country level. This shift will take commitment and time; meanwhile examples of good humanitarian-development cooperation within Member States can enhance the resilience approach and lead to common understanding of disaster risk issues.

DIALOGUE ON RESILIENCE

As a result of NGO lobbying for more humanitarian-development coordination around the resilience approach, Spain's department for development cooperation established a 'resilience group'. This involves humanitarian, development (geographic and thematic areas) and policy staff who discuss together and then report to management. This helps not only analysis of Spanish aid but also common policy and ideally, should help develop more flexible funding in disaster-prone areas.

As DRR programmes are most often administered under humanitarian budget lines, the duration of projects and the funding formats are often identical to humanitarian requirements. This is recognised by NGOs to put limitations on effective DRR programme design in many contexts: for sustainable risk reduction, programme length for building up preparedness capacities and implementing prevention measures will frequently require longer than the short timeframe of an urgent humanitarian intervention.

²⁰ VOICE, *The European Consensus on Humanitarian Aid: an NGO perspective*, May 2014

■ References to international DRR frameworks

Most of the Member States' aid policies reviewed (again, especially humanitarian policies) make reference to the Hyogo Framework. At the same time policy revisions are under progress and will make reference to the Hyogo successor, the Sendai Framework. This is a positive step. However, at the same time, the content of Member State policy with regards DRR largely falls short of addressing all key priority areas of the Sendai framework.²¹

■ DRR involves a range of actors, NGOs as key partners

Where there are policy references to actors in the field of DRR, there is general recognition of the diversity of stakeholders and implementers involved. Relevant parties include national and local authorities, international and national NGOs, academia, civil protection, UN agencies and the private sector. Currently international NGOs remain among the key partners noted as recipients of Member States' funds for DRR in third countries.

■ Absence of tools for monitoring / reviewing DRR policy and programmes

For the majority of Member States reviewed, NGOs were not aware of specific tools in place for monitoring and evaluating DRR policy and programming. Some reported that annual data on funding for DRR was available, but the majority found qualitative evaluation of DRR programming on the part of donors to be lacking. Without tools to monitor both volume and quality of DRR-related programming, it is difficult to demonstrate the necessary increase in support for DRR, to learn from experience, and to mobilise others to join in DRR commitments.

EVALUATION OF DRR PROGRAMMES

Luxembourg was the only Member State reported as having recently conducted a comparative evaluation of DRR programmes. Activities carried out in Laos over the period 2011-2014 by three Luxembourg NGOs (CARE, Caritas and Luxembourg Red Cross) were studied. The evaluation was shared, and a follow up workshop held to share experience and highlight priority issues for Luxembourg organisations working in DRR in Laos.

Main differences of EU Member States' policies and practices

There was variation between Member State approaches on the following aspects:

■ Geographical focus for DRR

The approach to geographical targeting of DRR funds varied between Member States. Reflecting the status of DRR as a part of its humanitarian policy, Belgium supports DRR in its humanitarian partner countries (Sahel, Great Lakes, Palestine). Some other states hold no specific geographic focus. Germany offers DRR support to generally high risk countries through its humanitarian and development programming.

²¹ See above under Key Global Frameworks on DRR

■ Use of the concept of resilience

The concept of resilience and its relation to DRR varies between Member States. In addition, there is a discrepancy between the EU approach to resilience developed over recent years, and the conceptualisation of resilience/DRR among Member State donors. In practice, this means that NGOs carrying out DRR programming under both EU and separate Member State funding are working within different conceptual frameworks. NGOs do not expect a 'one-size-fits-all' definition of resilience, but it is necessary to have clearly defined the scope and objectives of donors' approaches to resilience and the relation to DRR in policy documents.

■ NGO-government dialogue

As key actors in DRR in developing countries, humanitarian and development NGOs have significant expertise to bring to the table when it comes to DRR policy. However, the survey revealed a wide range in levels of dialogue on DRR between NGOs and governments in different Member States. While there are some examples of good practice in this area (see box), this is not a consistent picture, and in some countries this opportunity is not exploited. While interaction was reported in several cases for the preparation of specific documents (e.g. prior to Sendai), there is a lack of regular, structured interaction on DRR, especially transcending the humanitarian-development divide. Often the DRR-related dialogue which exists is squeezed into general coordination on humanitarian issues.

NGO INPUT ON POLICY DIALOGUE IN DRR

The network of humanitarian NGOs in Sweden has an existing policy dialogue with the Ministry of Foreign Affairs and the Development Cooperation agency (SIDA) covering humanitarian-related issues. In 2015 a network for DRR actors was also created with the aim of securing a more direct dialogue with the government on DRR. As a result, the network has provided specific input into key documents related to updated aid policy and DRR.

■ Level and proportion of funding

(See Table 1 page 7) Given the different sizes, economic level and donor history of the Member States concerned, the variation in average levels of humanitarian / DRR funding is to be expected. However, there is also a wide variety in the proportion of funding going to DRR within the available (humanitarian) funding data. Luxembourg provides a rare example of a donor both setting a clear target percentage for DRR spending in its (humanitarian) strategy and being able to provide regular monitoring. Its target of 5% has been exceeded in recent years²².

²² As per OECD DAC data

RECOMMENDATIONS

The following recommendations arise from the findings above:

EU Member States should ensure that DRR policy and practice follows the commitments made under recent global frameworks.

Some concrete steps:

- Member States should review or develop DRR-relevant policy to ensure that they contribute to all priority areas and targets of the Sendai Framework.
- Member states should assess their development programming to ensure it is disaster-risk sensitive and works towards SDG targets, with specific strategies to support achieving Goal 11's target on reducing deaths and economic loss from disasters.

EU Member States should make more effort to make DRR a visible, strategic and integral part of development and humanitarian policies and programming.

Some concrete steps:

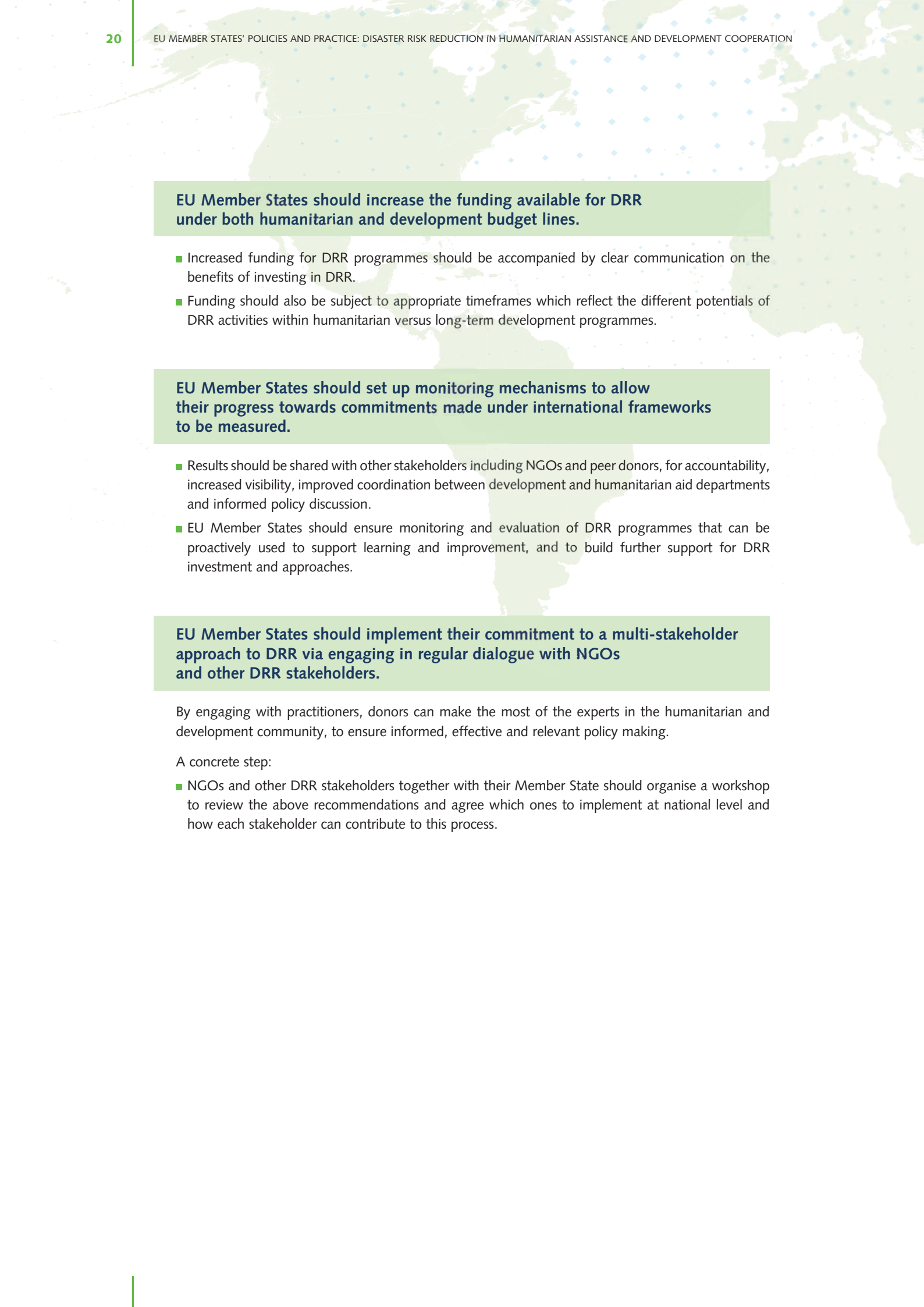
- Defining a wider 'resilience' approach can assist with expanding preparedness, prevention and mitigation activities, but must involve a clear conceptual definition that includes DRR as a resilience driver.
- Specific DRR policy should articulate how DRR is supported across both humanitarian and development programme approaches, specify what constitutes preparation, prevention and mitigation measures to be supported and explain how DRR is targeted to most vulnerable and most at risk and delivers local level impact.
- Member States should call for and engage in the definition of an implementation plan of the new EU Consensus for Development that can be used to drive increased momentum for a risk sensitive approach to development.

EU Member States policy and programmes should ensure clear focus on vulnerability and risk.

Some concrete steps:

- Reliable and accessible risk management indices (such as INFORM²³) should be used systematically to ensure attention to risk in targeting and programming. Donors should then seek to complement this with more localised data (below the 'country' level) and information from other stakeholders including NGOs in order to ensure a reliable targeting at community level.
- Donors should regularly undertake evaluation of their programming to be able to demonstrate DRR funds target most disaster-vulnerable contexts and populations.

²³ INFORM is a global, open-source risk assessment for humanitarian crisis and disasters: www.inform-index.org



EU Member States should increase the funding available for DRR under both humanitarian and development budget lines.

- Increased funding for DRR programmes should be accompanied by clear communication on the benefits of investing in DRR.
- Funding should also be subject to appropriate timeframes which reflect the different potentials of DRR activities within humanitarian versus long-term development programmes.

EU Member States should set up monitoring mechanisms to allow their progress towards commitments made under international frameworks to be measured.

- Results should be shared with other stakeholders including NGOs and peer donors, for accountability, increased visibility, improved coordination between development and humanitarian aid departments and informed policy discussion.
- EU Member States should ensure monitoring and evaluation of DRR programmes that can be proactively used to support learning and improvement, and to build further support for DRR investment and approaches.

EU Member States should implement their commitment to a multi-stakeholder approach to DRR via engaging in regular dialogue with NGOs and other DRR stakeholders.

By engaging with practitioners, donors can make the most of the experts in the humanitarian and development community, to ensure informed, effective and relevant policy making.

A concrete step:

- NGOs and other DRR stakeholders together with their Member State should organise a workshop to review the above recommendations and agree which ones to implement at national level and how each stakeholder can contribute to this process.



KEY SOURCES OF REFERENCE

Member States key policy documents and related information:

Links to the following publications are accessible on the soft version of the study published on the VOICE website.

Belgium

- *La stratégie belge pour l'aide humanitaire* (2014)

Czech Republic

- *The Development Cooperation Strategy of the Czech Republic 2010-2017*

Finland

- *Finland's Humanitarian Policy* (2012)

Germany

- *Leitlinien zur Förderung von Maßnahmen der Katastrophenvorsorge im Ausland durch das Auswärtige Amt* (Federal Foreign Office Guidance on Disaster Preparedness measures abroad) (2008)
- *Strategy on Transitional Development Assistance. Strengthening Resilience – Shaping Transition; BMZ/Fed. Ministry for Economic Cooperation and Development* (2013)
- *Disaster Risk Management. Approach and Contributions of German Development Cooperation; BMZ* (2015)
- *Leitfaden zur Erläuterung der Aufgaben des Auswärtigen Amtes (AA) und des Bundesministeriums für wirtschaftliche Zusammenarbeit und Entwicklung (BMZ) in den Bereichen der Humanitären Hilfe und der entwicklungsfördernden strukturbildenden Übergangshilfe* (Guidelines for explaining the responsibilities of the Federal Foreign Office (AA) and the Fed. Ministry for Economic Cooperation and Development (BMZ) in the fields of humanitarian aid and the transitional development assistance); AA and BMZ (2011; 2012)

Luxembourg

- *Aide Humanitaire – Stratégie et Orientation* (2013)

The Netherlands

- *Hulp aan mensen in nood* (Humanitarian Policy) (2011)
- *A World to Gain* (Development Policy) (2013)

Spain

- *Plan Director de la Cooperación Española 2013-2016* (2013)

Sweden

- *Aid Policy Framework – the direction of Swedish Aid* (2013)
- *Saving Lives and Alleviating Suffering – Policy for Sweden's Humanitarian Assistance 2010-2016* (2010)

Other sources:

Global Humanitarian Assistance - *Aid investments in disaster risk reduction*, Dan Sparks, 2012

<http://www.globalhumanitarianassistance.org/wp-content/uploads/2012/10/Aid-investments-in-disaster-risk-reduction-rhetoric-to-action-Dan-Sparks1.pdf>

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Belgian NGOs - *Car Chaque Vie Compte*, 2015

http://www.caritasinternational.be/wp-content/uploads/2016/08/1602_car_chaque_vie_compte_-_coalitierapport_humanitaire_ngos-1.pdf?x60412

OECD Development Cooperation Peer Reviews

<http://www.oecd.org/dac/peer-reviews>

WHS Commitments are detailed on www.agendaforhumanity.org

EU documents

The EU approach to Resilience: learning from food security crises, 2012

http://ec.europa.eu/echo/files/policies/resilience/com_2012_586_resilience_en.pdf

Commission staff working document, Action Plan for Resilience in crisis prone countries 2013-2020, 2013

http://ec.europa.eu/echo/files/policies/resilience/com_2013_227_ap_crisis_prone_countries_en.pdf

DG ECHO policy, DRR: increasing resilience by reducing disaster risk in humanitarian action, 2013

http://ec.europa.eu/echo/files/policies/prevention_preparedness/DRR_thematic_policy_doc.pdf

VOICE documents

Available at www.ngovoice.org

VOICE Study, The European Consensus on Humanitarian Aid: an NGO perspective, 2014

VOICE DRR series, 2013

VOICE Study, Exploring EU humanitarian donors' funding and conditions for working with NGOs, 2016

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VOICE stands for 'Voluntary Organisations in Cooperation in Emergencies'. VOICE is a network of 85 non-governmental organisations (NGOs) active in humanitarian aid worldwide. VOICE is the main NGO interlocutor on EU humanitarian affairs and disaster risk reduction and it promotes the values of humanitarian NGOs.



**Humanitarian Aid
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