

DISASTER RISK REDUCTION

DRR and development post-2015

- VOICE is a European network of 82 humanitarian NGOs. Improving policy and practice of Disaster Risk Reduction (DRR) in developing countries has been a priority issue for the network over many years. 2013 is a key year in the development of the next international framework for reducing disaster risk worldwide including via the Global Platform for Disaster Risk Reduction in May. The EU as a global player and major donor has an important role in this discussion. While progress has been made in integrating DRR in humanitarian action, now the development community has a crucial role to play in raising awareness and practice of disaster risk reduction to protect lives and livelihoods in the global south.
- This paper is part of a series of providing an introduction to key themes around Disaster Risk Reduction. Here we look at how post-2015 frameworks now under discussion can contribute to improved risk reduction.



2015 - a milestone year

2015 is the end date of the Hyogo Framework for Action, which was adopted by 168 countries in 2005 to 'build the resilience of nations and communities to disasters'. It is also the target year for the Millennium Development Goals agreed in 2000. Discussions are underway in national and international fora to shape the frameworks that will support the next phases of coordinated action on both disaster risk reduction and development.



The Hyogo Framework for Action - a success?

The Hyogo Framework for Action has five priorities:

1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.
2. Identify, assess and monitor disaster risks and enhance early warning.
3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
4. Reduce the underlying risk factors.
5. Strengthen disaster preparedness for effective response at all levels.

To date, the framework has supported work towards more pre-emptive and systematic approaches to managing the risk of disaster. In particular it has been a stimulant for progress in strengthening national strategies and institutional arrangements for disaster management in many countries, and developing regional / sub-regional programmes and early warning systems.

A weakness of the Hyogo Framework is that it has not been 'owned' by the development sector, making it less effective than it could have been. The area of least progress has been in creating real change at local level, particularly in reducing underlying risk factors and tackling small-scale recurrent hazards. This is particularly important as these hazards (rather than high-profile large scale disasters) lead to the majority of disaster losses. The IFRC¹ calculates that 91% of disasters it responds to across the globe are small or medium scale disasters which go unreported by the media.

Where does DRR fit in other international frameworks and agreements?

The eight **Millennium Development Goals** did not make specific mention of disaster risk reduction. Progress towards reaching the goals has been uneven, and there has been difficulty in measuring some of the goals. While the goals have provided a focus on some key development aims, discussions on post-MDG goals recognise that a future framework will need to support a more complex integrated approach to development. This should take into account the role of disaster risk in perpetuating poverty, and seek to address risk accordingly.

The 2012 UN conference 'Rio +20' was the third international summit on sustainable development. World leaders, participants from the private sector and NGOs debated how to ensure environmental protection while reducing poverty. They agreed to develop a set of **sustainable development goals** to converge with a post-2015 development agenda. The conference outcome declaration *The Future We Want* noted the need for disaster risk reduction to be integrated into future frameworks.

The fourth **high-level forum on aid effectiveness in Busan** aimed to assess progress of aid against commitments made, and seek further strategies for effective aid. The resulting Partnership for Effective Development Co-operation established for the first time an agreed framework for development co-operation that embraces traditional donors, South-South co-operators, the BRICS², civil society organisations and private funders. Via this declaration, governments committed to increase resources for disaster management and prioritise building resilience.

The United Nations Framework **Convention on Climate Change**, ratified by 194 states includes the commitment to supporting adaptation to the impacts of climate change. A range of different Convention bodies and frameworks address adaptation issues. In particular, least developed countries can be assisted in adaptation needs via the funding of National Adaptation Programmes of Action (NAPAs). Climate change adaptation and disaster risk reduction programmes are often addressing the same risks – it is especially important to make sure that national level plans are aligned and that effective action is not blocked by overlapping frameworks.

Achieving DRR-smart post-2015 frameworks

The processes towards developing renewed post-2015 frameworks represents an opportunity to raise awareness of the link between disaster risk and poverty, and to better 'disaster-proof' development to ensure development outcomes are sustainable and investments are not lost.

To be effective, the post-MDG and post-Hyogo processes need to take into account learnings from the strengths and weaknesses of the current frameworks, and reflect the views and experiences of those most affected by disaster.

Clear links between the next generation of frameworks, reflecting the interconnectedness that exists between disaster-risk, poverty and environmental management, will be essential. Another key factor in the success of future frameworks will be ensuring that resources for disaster-risk reduction are made available, especially at local level where action is most needed. Future frameworks can also benefit from clear targets to ensure progress can be measured.

"We call for disaster risk reduction and the building of resilience to disasters to be addressed with a renewed sense of urgency in the context of sustainable development and poverty eradication and, as appropriate, to be integrated into policies, plans, programmes and budgets at all levels and considered within relevant future frameworks".

UN General Assembly resolution 66/288 (2012) 'The Future We Want'

"We must ensure that development strategies and programmes prioritise the building of resilience among people and societies at risk from shocks, especially in highly vulnerable settings... Investing in resilience and risk reduction increases the value and sustainability of our development efforts."

Busan Partnership Agreement (2011) endorsed by 160 countries

¹ International Federation of Red Cross and Red Crescent Societies 'Silent Disasters' campaign

² Brazil, Russia, India, China, South Africa; a grouping of fast-growing emerging economies

RECOMMENDATIONS

Community disaster risk discussion in Nepal: The next framework for DRR should support actions to reduce risks at a local level.



Key elements for a post-2015 framework for Disaster Risk Reduction

Progress in Disaster Risk Reduction under the Hyogo Framework for Action 2005-2015 has been reported by many national governments, particularly in strengthening institutional and legislative arrangements. To build on successes to date and ensure real improvement in risk management at local level, the following elements must receive attention in a follow-on framework.

FOCUS ON LOCAL AND COMMUNITY-BASED RESILIENCE

While national and regional planning and coordination is important, the post-Hyogo framework should be focused on improving resilience at local and community level. This means that it will need to take a multi-hazard approach, recognizing factors in addition to natural disaster that also endanger lives and livelihoods. In addition climate change can be integrated more fully into the framework. In this way, it can contribute most effectively to safeguarding lives and livelihoods and reducing poverty.

ADDRESS UNDERLYING CAUSES AND TARGET EFFORT WHERE MOST NEEDED

Long-term progress will only be made when strategies and programmes address not only exposure to hazards, but also the underlying factors which make particular communities or individuals more vulnerable. These can include poor environmental management, inadequate building standards, lack of insurance etc. Resources should be focused where people are at greatest risk.

CLOSER LINKS WITH DEVELOPMENT STRATEGIES

Taking advantage that 2015 is a key moment for several frameworks, emphasis should be given to the mainstreaming of DRR in development programmes. A long-term approach is essential to building disaster resilience and mitigation capacities. At the same time, better progress in reducing disaster risk is essential for the sustainability of development investments and outcomes. A post-Hyogo framework should recognize development processes linked to post-MDGs, promote effective coordination and integration of DRR in development decision-making.

MEASURABLE TARGETS AND CLEAR INDICATORS

The post-HFA framework should be based on the progress achieved to date and include a strong action plan with targets allowing the establishment of an accountability and monitoring mechanism. The introduction of indicators should also help governments to gather data (e.g. via national disaster loss databases) and to report on their progress.

TARGETED RESOURCES

The Hyogo Framework has contributed to increased political will to support DRR over recent years. For further progress, financial commitments are necessary. Funding channels should ensure that action can be taken to tackle real risks of the most vulnerable populations, including at local level.

CIVIL SOCIETY AS A KEY ACTOR

With broad expertise in DRR, and established relations with communities at risk from disaster, civil society, including local and international NGOs are crucial actors for supporting capacity building and ensuring accountability. Civil society should be clearly included in the development and implementation of a post-Hyogo framework.



Key messages

- The international community needs to agree a strong successor framework that builds on the achievements of the Hyogo Framework for Action, and which contains targets against which to measure future progress.
- Policy makers should ensure that the next framework for disaster risk reduction lays out a strategy for making better progress in addressing underlying risk factors.
- Governments and civil society need to ensure clear links between discussions on post-2015 frameworks to enable sustainable development through reduced disaster loss.

FURTHER READING

- VOICE position paper (2012) *Disaster Risk Reduction - a fundamental element of building resilience*
- UNISDR (2005) *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters*
- UN General Assembly resolution 55/2 (2000) *United Nations Millennium Declaration*

*This paper was prepared by the **VOICE Working Group on Disaster Risk Reduction (DRR)**. Established in March 2007, the group brings together 25 European NGOs with the goal of contributing to and improving EU policy and practice on DRR, with particular reference to the Hyogo Framework for Action. In 2012 the DRR Working Group supported the development of the abovementioned VOICE position paper.*



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VOICE

VOICE stands for 'Voluntary Organisations in Cooperation in Emergencies'. It is a network representing 82 European non-governmental organisations (NGOs) active in humanitarian aid worldwide. VOICE is the main NGO interlocutor with the European Union on emergency aid, relief, rehabilitation and disaster risk reduction. As a European network, it represents and promotes the values and specificities of humanitarian NGOs, in collaboration with other humanitarian actors.

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