ENDNOTES

1 UN/ ISDR, *Words Into Action*, 2007. See www.unisdr.org.
2 Based on research and demonstration projects undertaken in South Asia, by Duryog Nuvaran and Practical Action, 1998-2003.
3 *Livelihood Centred Approach to Disaster Management: A Policy Framework for South Asia*, ITDG South Asia and Rural Development Policy Institute, 2005.
4 *How Can Organisations Incorporate Disaster Risk Reduction into Relief and Development Planning and Programming?* Tearfund , 2005.
5 *Towards a Safer Sri Lanka: a Road Map for Disaster Risk Reduction* Disaster Management Centre, Ministry of Disaster Management, 2005. See: www.undp.org/bcpr/disred/documents/tsunami/srilanka/reports/GOSLRoadmapDisManagCentre.pdf
6 www.unisdr.org/eng/mdgs-drr/national-reports.htm

christian aid

Community-led policy monitoring for DRR

Implementing the Hyogo Framework for Action at a local level

Ten practice notes for community-led policy monitoring for disaster risk reduction

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Note 5
HFA Priority 1: Ensure that DRR is a national and local priority with a strong institutional basis for implementation.

The issues highlighted under each of the five aims are not intended to be a comprehensive list, but to provide a starting point for considering what needs to be done to effectively implement the HFA within a specific local or national context.

There are a number of different approaches and tools available to monitor, advocate and ensure commitment to implementing five key areas of the Hyogo Framework for Action. These notes suggest the following steps and the highlighted sections contain reference to the relevant sections of the Christian Aid's policy monitoring toolkit.

Implementing the HFA Priority 1 requires fostering political commitment and community participation in disaster risk reduction; developing or strengthening the institutional, legislative and operational mechanisms for disaster reduction; integrating disaster risk reduction into development planning and decentralising responsibilities for disaster risk reduction.[1]

Where are the gaps?

- DRR is seen in **isolation** from the processes of mainstream development planning and poverty alleviation policies.
- Existing DRR legislation is **inadequate** and local governments' perception of disasters is usually of event-driven emergencies which lead to ad hoc and inconclusive policy response. A relief-delivery system is based on 'compensation' of victims, survivors and losses, with rebuilding livelihoods hardly featuring in the response.[2]
- There is a **lack of integrated, coherent plans and action**. Issues related to disasters are covered under separate legal frameworks for environment, land use, water resources and human settlements. These have not been drafted to take DRR into account, but are expected to cover this area – because of the lack of any better option. Cross-cutting holistic plans are needed to bring these different components together.
- **Lack of clear responsibilities** There is a vast number of agencies and institutions (departments, centres, boards, committees, etc) with the authority and responsibility for enforcing legislation and regulations whose functions often overlap, creating confusion and implementation bottlenecks.[3]

What are the potential solutions?

- Each country and district needs to develop clear action plans for implementing the HFA – including benchmarks and indicators.
- To achieve this, multi-stakeholder platforms for dialogue need to be formed to agree on the basic framework for DRR in the country.
- Governments need to elevate DRR as a policy priority in the development of local and national development plans.
- DRR incorporated and mainstreamed into all development programmes, policies and institutions and community development work.
- Allocate resources to DRR.

Policy Monitoring Toolkit, see:
Chapter 2: Choosing policies and collecting information
Chapter 4: Looking into a policy and setting your focus
Chapter 6: Gathering evidence on policy implementation

What can we do?

- Access existing information on government policies and projects to analyse and evaluate the extent to which DRR language and principles are mentioned (eg, in poverty-reduction strategies).

Policy Monitoring Toolkit, see:
Chapter 2: Tool 3: Identifying policies
Chapter 4: Tool 11: Matching objectives to evidence

- Develop criteria for mainstreaming DRR.[4]
- In workshops, conferences or bilateral meetings, work with local government officials to set joint benchmarks, contribute to planning and development of indicators.

Policy Monitoring Toolkit, see:
Chapter 2: Choosing policies and collecting information
Chapter 4: Looking into a policy and setting your focus

The *road map for Disaster Risk Management in Sri Lanka*[5]
In December 2005, the Sri Lankan government produced *Towards a Safer Sri Lanka: a Road Map for Disaster Risk Management*. It is a comprehensive document outlining the necessary programmes, projects and activities, together with required budget and timeframe, by which to achieve this vision. Led by UNDP, it was developed through a consultative process involving government ministries, international agencies and NGOs, and identifies the gaps, needs, priorities and strategies for further action during the next ten years. This could be a powerful model that Christian Aid could help replicate in other countries. By setting out clear budget implications and institutions responsible, it is also an excellent monitoring tool that NGOs can use to hold the national and local governments and other implementing agencies to account.

- Download, read and analyse national reports for the World Conference on Disaster Reduction.[5] What do you agree with? What has not been implemented at a local level?
- Discuss and raise profile of DRR at national events – illustrate linkages between poverty, vulnerability, development and DRR to local government officials. This could be through meetings, publication of materials, fact-finding missions, media stories etc
- Develop a list of all the institutions responsible for DRR implementation – names and contact details. Are they working together? Can you facilitate this dialogue?
- Highlight institutional blockages – might include shortage of funds, misallocation of resources, workload, lack of leadership, lack of skills and knowledge.
- Influence HFA progress reports – prepare alternative reports based on findings and experiences in your own community.

Tracking education policy in Malawi
The **Civil Society Coalition for Quality Basic Education** was established in 2001 to monitor and influence government policy on education. Free primary education was introduced in Malawi in 1994, yet the education that children receive is often compromised by factors such as unsafe learning environments, inadequate teacher training and the absence of textbooks and materials at many schools. The coalition gathers evidence about education service delivery, and reports its findings to parliament, communities and the media. The coalition monitors whether resources allocated to the education sector actually reach and benefit the people they were intended for through trained community-based monitors. They compare what is happening in schools around the country with what the government promised in the PRSP. They have also conducted surveys to find out how satisfied people are with education services. In this way the coalition uses an innovative combination of methods to shed light on the delivery of key services that impact directly on poverty.

- Hold government accountable through existing committees and forums that have been established. Refer complaints to watchdog bodies, such as Public Protectors, Ombudsmen.
- Hold citizens' juries or people's tribunals on DRR in a particular community. Make budget allocation and expenditure public.

Policy Monitoring Toolkit, see:
Chapter 5: Analysing policy budgets
Chapter 6: Gathering evidence on policy-making

How do we know what is happening?
The following questions are in line with UN/ISDR's *Words into Action* and can be used as indicators of progress.

- Do policy frameworks (strategies, policies and plans) for disaster risk reduction exist at national level?
- Where policies and strategies exist, are they visible at the local level, ie, do local government representatives know about and understand them?
- Does a multi-stakeholder/multi-sectoral forum for DRR operate at local level?
- Are there any budget resources allocated specifically to DRR?