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HFA

Implementation of the Hyogo Framework for Action

SUMMARY OF REPORTS 2007–2013

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UNISDR
The United Nations Office for Disaster Risk Reduction

Implementation of the Hyogo Framework for Action

SUMMARY OF REPORTS 2007–2013

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1. Introduction

At the World Conference on Disaster Reduction (WCDR) in January 2005, 168 countries adopted the *Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters*[1]. It was endorsed by the UN General Assembly later that year in its Resolution 60/195. The framework responds to the need for a comprehensive, integrated, multi-disciplinary approach to identifying and implementing disaster risk reduction (DRR) measures.

1 http://www.preventionweb.net/english/professional/publications/v.php?id=1037&pid:22&pif:3

WCDR asked UNISDR to create a systematic review mechanism to monitor progress in fulfilling the requirements of HFA. Based on that mechanism, the present report outlines the state of progress since 2005 as described in voluntary self-reporting from countries and regional organizations, indicating as well the challenges to HFA's full implementation as noted in those same reports. Its objective is to inform current efforts to reduce disaster risk as well as the planning and development of the post-2015 disaster risk reduction framework by motivating reflection on what has been achieved and consideration of obstacles to further progress.

Three strategic goals

National reports were guided by the three strategic goals outlined in the HFA:

1. Integrating disaster risk considerations more effectively with sustainable development policies, planning and programming at all levels, emphasizing disaster prevention, mitigation, preparedness and vulnerability reduction;
2. Developing and strengthening institutions, mechanisms and capacities, particularly in communities, that can contribute systematically to improving resilience to hazards;
3. Incorporating risk reduction approaches systematically in designing and implementing programmes for emergency preparedness, response and recovery, including programmes for rebuilding affected communities.

These objectives reflect the need to make disaster risk reduction an integral part of existing policies and infrastructure rather than addressing it as a separate activity. By responding to this need, countries can take advantage of investments already made and policies currently in place to achieve the goal of diminishing the impact of disasters on affected populations. Instead of reacting to disasters and trying to recover only after the event, countries can emphasize reducing the risk of disasters before they occur, focusing on planned resilience rather than on crisis management.

Priorities for action

Five priorities for action were identified for achieving the three strategic goals. These are meant to guide specific country activities in light of overall HFA strategy. They are:

1. Ensuring that DRR is a national and local priority, with a strong institutional basis;
2. Identifying, assessing and monitoring disaster risks and enhancing early warning systems;
3. Using knowledge and education to build a culture of safety and resilience at all levels;
4. Reducing underlying disaster risk factors, whether social, economic, environmental or land use; and
5. Strengthening disaster preparedness to promote effective response at all levels.

Each action priority supports at least one strategic goal. For instance, making DRR a priority nationally and locally encourages integrating the issue with development policies, planning and programming while contributing to capacity building and institutional strengthening. Identifying, assessing and monitoring disaster risks to enhance early warning is part of incorporating DRR in emergency preparedness, response and recovery programmes overall. Knowledge and education contribute to including DRR in development policies and programmes and improving resilience, while strengthening disaster preparedness is part and parcel of institutional capacity development. Finally, reducing underlying disaster risk factors is essential to achieving all three strategic goals.

This document will show the relationship of specific activities to these action priorities and the strategic objectives governing them. This will reveal the overall connection of national efforts to the expectations of HFA and make clear the significance of the progress that has been made.

Reports from countries were made by each country's government, are self-assessed, and are mostly in the public domain[2]. This document is based predominantly upon the national reports submitted in the three HFA review cycles to date (2007 – 2009, 2009 – 2011, 2011 – 2013), by the 146 countries that have participated in at least one cycle. Statements made about their progress and challenges reflect only what they have described. Additional information is provided from regional reports submitted since 2007, as well as from the first cycle of the local HFA progress review, which ran from March 2012 to April 2013.

A brief discussion of the report's methodology can be found in the box below. The list of participating countries and organisations are found in the appendices. Care has been taken to make the main body of text as accessible as possible so that the information it offers is useful to the greatest number of people. This report is therefore meant to be a distillation of the HFA review's most significant findings rather than a reference text.

2 See http://www.preventionweb.net/english/hyogo/progress/reports/?pid:223&pil:1

Methodology

The **HFA Review** is an entirely voluntary, self-assessment process designed to promote a multi-stakeholder appraisal of disaster risk and of the measures governments are taking to address that risk, assessing progress in implementing the HFA. Its purpose is to stimulate interdisciplinary planning to ensure that disaster risk is appropriately considered in public and private investment, thereby helping reduce mortality, minimizing fiscal exposure and losses and contributing to sustainable development.

To systematize national data, assessments and reviews of progress, an online monitoring and review tool, the **HFA Monitor**, was made available to countries in 2007. It was designed by UNISDR in consultation with governments and other stakeholders and is a mechanism for capturing responses according to the progress indicators of the HFA and ensures some degree of comparability of data over time. The data comes from government self-assessment of their countries' progress and their identification of continuing challenges. 146 countries have undertaken the review since the launch of the HFA Monitor in 2007.

National and regional reporting on HFA implementation have different methodologies. Designated national focal points file the national HFA reports online using the HFA Monitor. Countries unable to file their reports online may complete them using an equivalent word processing template which is then uploaded to the HFA online repository. The reports are structured to reflect the progress and challenges for each of the HFA indicators while capturing information on the drivers of progress, the strategic goals and the future outlook for implementing the HFA in the respective countries. In addition, the national reports allow designated focal points to see all the stakeholders who contributed to report preparation.

The regional reports are prepared by regional and sub-regional organizations and highlight the DRR work plans they have followed during the reporting cycle. Regional reports do not measure levels of progress on a numerical scale and so the information contained in them tends to be descriptive, reflecting this different methodology.

There are certain limitations to this. For individual countries, first of all, quantitative ratings are the subjective opinions of the multiple stakeholders contributing to the review. Multi-stakeholder dialogue reduces the level of this subjectivity, by broadening the range of input into the assessment, thereby raising the level of confidence in the results. Second, not all countries participating in the HFA file reports during all cycles, confounding strict comparisons across time periods. Because complete information is therefore not available, this report provides only a partial, indicative account of progress.

The present study is based primarily on a review of reporting data provided by national and regional actors via the HFA Monitor. This data is supplemented by an analysis of reporting by local authorities that participated in the first cycle of the local HFA progress review 2012-2013.

Insights into progress made on key "cross-cutting" themes, such as gender and human security / social equity issues, are highlighted whenever they have been mentioned in national or regional reports. All information pertaining to countries comes directly from the national HFA reports; no other sources were consulted for national data.

Selecting which country example best highlights a common issue, challenge or accomplishment in DRR is an inexact science. This report cites examples common to many countries where one country's experience provided the most helpful illustration. Other examples highlight unique issues and challenges and are intended to stimulate reflection and discussion among the reporting countries.

Every attempt has been made to ensure that the contributions of reporting countries are reflected in this report. This was done by analyzing their quantitative achievement indicators and by citing the specific examples provided in their national reports that offer insights believed to be beneficial to all readers.

2. Overview

The main progress made in living up to the expectations of the HFA in recent years has been qualitative, grounded in policies, legislation and planning that lay the foundation for more quantitatively measurable achievements in the future. As such, this progress represents a crucial first stage, a change of mindset without which little that is significant can be achieved. As an indication of this, governments' commitment and responsiveness to the expectations of the HFA are widely visible in their establishment of HFA Focal Points and National Platforms since 2005, indicating a shift from a crisis management approach to one of proactive risk reduction and safety.

Although it varies from country to country, national reports reveal thoughtful reflection on specific hazards and vulnerabilities, as well as on comprehensive measures to improve human safety and mitigate risks. Countries are working hard to identify catalysts that engender progress in disaster risk reduction, and some of the most important of these drivers are noted below:

1. Governments are increasingly taking a multi-hazard approach to DRR, translating and linking knowledge of the full range of hazards to all aspects of risk management. There has been a significant increase in this since 2007, with only 5% of countries reporting in 2011 – 2013 that they did not rely on this approach to a significant degree or at all.
2. In implementing risk reduction measures, gender is coming to be recognized as a decisive factor. This is one of the poorest performing indicators – reports recognize performance but too little is being done. Understanding the way the capacities and resources of individuals are shaped by gender allows for making use of those qualities inclusively and effectively in adapting to hazards and responding to disasters. While only a minority of countries is dealing with gender issues through legislation, this proportion is increasing. Diverse interpretations of gender equity may impede progress in this area, however, and indicators for gender issues are some of the poorest performing overall. Clearly, progress in this area has not kept pace with that in other areas.
3. Capacity development is recognized as a central element in reducing disaster risk. Capacity building must be accepted as a central task of institutions dedicated to DRR and should include social equity and human security concerns to ensure that the special needs of the most vulnerable sectors of the population are met. 60% of countries report ongoing implementation of strategies and frameworks developed to tackle capacity issues in 2011 – 2013, an increase of 5% since 2007 – 2009; but these same countries recognize that implementation is incomplete across policy and practice, and that complete buy-in from key stakeholders has not yet been secured. A more positive picture in terms of stakeholder commitment and the actualisation of commitments is painted by approximately 40% of countries in each cycle; although the reports show a clear correlation between national income and progress in this area.
4. Existing and emerging environmental risks threaten everyone, but the socio-economically vulnerable are the most exposed. An important driver of progress in DRR involves focusing attention on meeting the needs of these vulnerable sectors of the population, including those that are geographically isolated. The proportion of countries stating a full acknowledgement of a security/social equity approach increased from 46% to 56% from 2007 – 2013; although countries state that application is not fully implemented across policy and practice, and complete buy-in by key stakeholders is yet to be achieved. Improvement was also reported at other levels of reliance.
5. Effective disaster risk reduction requires strong community engagement. Partnerships can capitalize on existing coping mechanisms more effectively and strengthen community capacities. At 48%, the proportion of country reports indicating significant and ongoing reliance on this approach has remained stable throughout review cycles, however, with 51% of countries reporting partial reliance, this increased from the 44% reported in 2009.

Contextual drivers

While these drivers of progress have improved things, countries report a number of challenges that will have to be faced now and in the coming years. For instance, legal and policy frameworks are important but they do not automatically translate into effective DRR. Principles must be applied, and this application requires organization and resources. Lack of clarity as to roles and assignment of priorities are organizational issues that cannot be resolved simply by referring to what is offered in frameworks. At the same time, in many cases the material means are lacking for implementing the framework in the way that legislators intended.

Progress depends on having the necessary human, technical and financial resources available, with countries at all income levels reporting that insufficient resources hinder the development of everything from early warning systems to school education. With fiscal constraints increasing all the time, lack of resources is a recurring theme.

Another problem lies in making sure that the results of risk assessments actually reach their intended audiences, informing decisions on disaster risk reduction and response. Multi-hazard assessments can only realize their value if they reach decision makers across sectors.

Since climate change exacerbates the risk of many disasters and is the source of new ones, it would seem that climate change adaptation would be an obvious thing to include in DRR policies. However, nearly all countries reported having difficulty inserting climate change adaptation measures into national policies. Strategies and best practices must be identified and developed to address this issue, because it is also reported that countries have had little success in incorporating DRR into environmental issues as well.

A major challenge to implementing a security/social equity approach occurs in war-torn and post-war states. Here human capacities are so challenged that there is little time or energy available to plan, while funding constraints are extreme, limiting public investment in disaster risk reduction. Resource and logistical issues are also impediments to identifying and reaching vulnerable populations.

The lack of financial resources for carrying out DRR was identified by governments as the **main barrier to progress** throughout the reports, and they brought up the issue when responding to each of the 22 HFA success indicators, noting the profound impact it has on their ability to invest in fulfilling all the action priorities. This is a clear demonstration of the sense of urgency they have about being able to implement the HFA.

All in all, the report demonstrates the wisdom of the consensus that there should be a post-2015 framework for DRR. Because the important progress that has been made since 2005 has consisted primarily in laying the groundwork for committed, organized practical action, the new framework should offer incentives for scaling up DRR activities to the point where they can make a perceptible material difference in peoples' lives. Achieving this will require greater outreach to local communities, including specific interventions in sectors important to human social and physical well-being.

The post-2015 framework for disaster risk reduction will be timely because the economic case for greater investment in DRR is continually getting stronger, with scientific and technological innovation providing more cost-effective means for dealing with disaster risk.

3. HFA Implementation at the National Level

This section presents an overview provided by individual countries regarding progress toward each of the three HFA Strategic Goals the five HFA Priorities for Action.

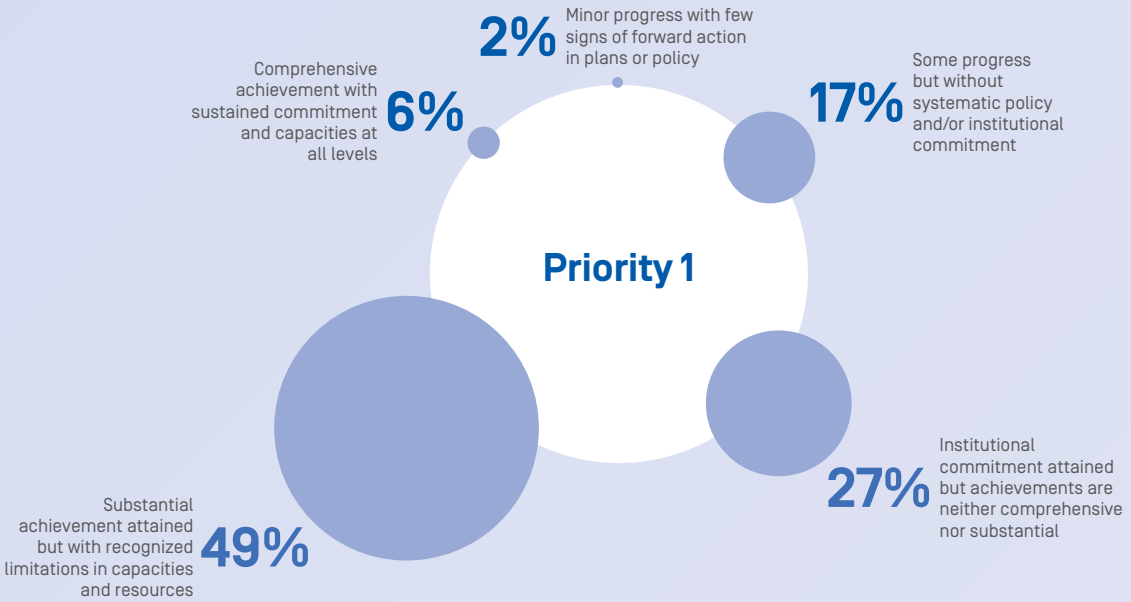
The indicators of progress were developed in a consultative process between UNISDR, governments and other stakeholders, and are applied to all five HFA action priorities, enabling a qualitative self-assessment of the extent to which policies, programmes and initiatives are achieving the indicated risk reduction objectives. These assessments follow a graduated, five-point scale:

1. Minor progress with few signs of forward action in plans or policy.
2. Some progress but without systematic policy and/or institutional commitment.
3. Institutional commitment attained but achievements are neither comprehensive nor substantial.
4. Substantial achievement attained but with recognized limitations in capacities and resources.
5. Comprehensive achievement with sustained commitment and capacities at all levels.

3.1 Priority for Action 1: Ensuring that disaster risk reduction is a national and local priority with a strong institutional basis for implementation.

Summary of PROGRESS — Average Score = 3.4

The average score for Priority 1 is 3.4, a marginal increase on the average score of 3.3 reported in both the 2007 – 2009 and 2009 – 2011 cycles. Almost half of reporting countries rated their levels as "4" indicating substantial achievement.



This action priority has **four core indicators** to monitor progress on implementation and identify challenges:

1. National policy and legal frameworks for disaster risk reduction exist and include decentralized responsibilities and capacities at all levels;
2. Dedicated and adequate resources are available to implement disaster risk reduction activities at all administrative levels;
3. Community participation and decentralization are ensured by delegating authority and resources to local levels; and
4. A national multi-sectoral platform for disaster risk reduction is functioning.

Overview of achievements and challenges

There has been significant progress in making disaster risk reduction both a national and a local priority among countries reporting results since the first national reviews in 2007 – 2009. Progress has been especially strong in establishing national policies and legal frameworks having decentralized responsibilities and capacities as well as in increasing the interest in establishing National Platforms for DRR.

Since 2005, for example, 121 countries have enacted legislation to establish policy and legal frameworks for disaster risk reduction, 191 countries have established HFA Focal Points and 85 countries have established National Platforms for disaster risk reduction.

However, the achievements mirror certain challenges. While establishing legal and policy frameworks and National Platforms establishes a structure for DRR, it does not always translate into effective action. Furthermore, while countries report that they are aware of the need for investing in DRR, they are struggling to mobilize sufficient resources to do so.

Specific achievements and challenges based on indicators

PRIORITY FOR ACTION 1, INDICATOR 1:
National policy and a legal framework for disaster risk reduction exist with decentralized responsibilities and capacities at all levels.

This indicator shows to what extent a country has formally institutionalized DRR as a national and local priority.

A country's constitution, laws and governmental system provide the basis for developing plans and institutional arrangements for all areas of disaster risk reduction.

In 2013, almost 90% of countries report the integration of DRR in some form with public investment and planning decisions, while all countries affirm that governance and accountability are key drivers of success. **Anguilla**, the **Solomon Islands** cited this, while **Papua New Guinea** indicated the importance of integrated and functional legal capacities and institutions for better governance. **Ghana** and **Italy** note the lack of political will and awareness as an obstacle. **Brazil** noted comprehensive achievement, approving a broad set of guidelines and shaping legislation to focus on prevention. **Djibouti** developed a national policy on disaster risk management and codified it into law, adopting an institutional framework for its implementation. The **Cook Islands** reported substantial progress as well, but spoke for many countries when it noted challenges in prioritization, funding and avoiding confusion of roles and responsibilities, indicating a need for further organization and resources.

Over the 2011-2013 period, the majority of reporting countries, 57%, believe that there has been substantial achievement despite recognized limitations on capacities and resources. This is a slight increase over the 51% reported over the 2007 – 2009 period. In both 2013 and 2009, the proportion of countries reporting comprehensive achievement with sustained commitment and capacities at all levels, stood at 10%. An additional 23% report institutional commitment but the achievements were not comprehensive or else insubstantial, marginally less than the 28% reported in 2009.

Participation in the report varied between cycles, with 94 countries reporting results at the time of writing in the 2011 – 2013 period as compared with 108 countries at the conclusion of the 2009 – 2011 cycle, and 79 in 2007 – 2009. The composition of countries represented was marginally different between the three cycles.

The **key accomplishments** countries report are that a consensus has emerged about the necessity for legal and policy frameworks for disaster risk reduction and that substantial work has been done to establish such frameworks. The **key challenge** they report is that legal and policy frameworks do not readily translate themselves into effective DRR, in part because frameworks and principles do not apply themselves, requiring additional organization and resources to become operational.

PRIORITY FOR ACTION 1, INDICATOR 2:
Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels.

This indicator shows how serious a country is about making DRR a genuine priority materially.

Dedicated resources refer to funds that are allocated specifically for disaster risk reduction actions. Resource allocation is necessary for embedding

disaster risk reduction in an institution's day-to-day operations. Self-assessed levels of progress show that approximately 50% of reporting countries believe they have made comprehensive or substantial achievement between 2011 – 2013 within recognized limitations in capacities and resources, an increase over the 40% reported for 2007 – 2009. An additional 24% report institutional commitment with achievements that are neither comprehensive nor substantial, down from the 34% reported in 2009.

In 2013, **Anguilla**, the **British Virgin Islands** and **St. Kitts and Nevis** all reported suffering from the ongoing economic downturn in funding DRR measures, while **Burkina Faso**, the **Maldives**, **Lesotho**, and **Senegal** called for general resource mobilization, with **Kiribati**, **Turks and Caicos**, and **Togo** calling for more targeted funding help. **India**, **Croatia**, and **Niger** mentioned the need for specific financial mechanisms.

Also reporting in 2013, **New Zealand**, taking another perspective, sees the tight economy as an opportunity for making a stronger case for the return on investment, both in human and financial terms, from risk reduction programmes. **Canada** and **China** have substantially increased their outlays for permanent flood mitigation and drought relief. **Sri Lanka**, **Ecuador**, **Sweden**, **Japan** and **Australia** have all registered significant investments over a range of risk reduction and management initiatives.

Only two countries, **Hungary** and the **Republic of Korea**, reported comprehensive achievement in the ongoing 2011 – 2013 cycle, while the countries reporting this level in 2009, the **Islamic Republic of Iran**, **Singapore** and **Slovenia**, and in 2011, Cuba and **Ecuador**, did not do so in 2013.

The **key accomplishment** countries report is the availability of resources dedicated to DRR as opposed to emergency management or relief and response.

The **key challenges** countries report include the difficulties in estimating DRR investments, since they do not have specific line items in their budgets for disaster risk reduction activities. Rather, DRR activities are financed indirectly through other department and agency programmes, such as health and welfare, environmental protection, investment and so forth. Separate budget allocations for DRR programmes are exceptional in most countries, but if generalized would make it possible to calculate the relationship between investment gaps and projected losses from disasters, allowing governments to determine more clearly the measures in which they should be investing.

Income-disaggregated data analyses show clear differences, both in absolute and relative terms, between high-income countries and those with low or middle incomes. According to the reports, there are simply too many competing demands for too few resources in the lower-income countries, so DRR is seriously under-funded. Yet countries at all income levels report dissatisfaction with the level of resources available for their DRR programmes. Some examples highlight this finding:

Japan, for example, allocates 1.2% from its national budget for DRR, with US $7.9 billion allocated to hazard-proofing sectoral development investments (such as transport or agriculture). A further US $2.7 billion is allocated to stand-alone DRR investments such as risk assessments, DRR institutions and early warning systems, with an equivalent amount budgeted for disaster-proofing post-disaster reconstruction. Yet even high-income **Japan** reports challenges in securing adequate funding.

In 2011, **Yemen** reported a lack of prior governmental financial agreements for DRR budgetary allocation. This is considered especially challenging in the current economic environment, and the country has urgent priorities for funding to respond to changing disaster patterns, adapting to climate change and a variety of other threats.

PRIORITY FOR ACTION 1, INDICATOR 3:

Community participation and decentralization are assured through the delegation of authority and resources to local levels.

This indicator shows whether DRR is being made a local priority as well as a national one.

Community participation in disaster risk reduction is achieved by adopting policies relevant to the local levels, promoting knowledge networks, managing volunteer resources strategically, attributing roles and responsibilities locally, while delegating authority and providing resources at the local level.

For the period 2011 – 2013, of the 94 countries providing results for this indicator thus far, some 45%, reported substantial achievement, an improvement on the 38% reported in 2007-2009. Only 5% reported comprehensive achievement, which was identical to the level reported in the previous cycle.

Achieving enhanced community participation and decentralization of authority and resources results from different measures such as passing laws enabling local governance, investing in training to build local capacities and developing volunteer networks. However, in many instances authority was transferred without accompanying resources for discharging the new local responsibilities.

The **key accomplishments** countries report are increasing success in delegating authority to the local levels and fostering community participation in DRR.

The **key challenges** countries report are the insufficient local allocation of resources and the difficulty of engaging all stakeholders in local DRR.

A consistent theme emerges from the country reports: most of the responsibility for mitigation, preparedness, planning and recovery efforts has been transferred to municipalities and local governments, but localities are already responsible for administering critical public services such as infrastructure, care for the elderly and other vulnerable populations, health services as well as communicating and coordinating with the public during emergencies. Countries report that local authorities do not have sufficient resources for discharging the responsibilities associated with DRR, a problem compounded by the fact that local governments are also the first responders for civil emergencies and must budget for this with limited resources.

A second theme is the difficulty inherent in integrating all of the aspects of disaster risk reduction at the local level. For example, certain authorities such as water administration or environmental management may address flood management but are not involved in local urban development planning. Local capacity building is needed, funded sustainably at a level commensurate with the demands made upon municipalities for operationalizing DRR, including integrating all its aspects.

Finally, it has been difficult for countries to engage all of the stakeholders in local disaster risk reduction activities. Some stakeholders in civil society believe it is the exclusive role of governments to provide for public safety, while others, often NGOs, lack capacity and knowledge commensurate with the tasks.

Reports in 2013 show that unclear legal and regulatory frameworks impede decentralization, as in **Indonesia**, while in some countries decentralization of authority and responsibility has not been accompanied by resource allocation from the national level. This is true for **Ghana**, **Lesotho**, **Myanmar**, **Palau** and **Senegal**, with **Croatia** and **Kenya** noting uneven local capacities.

On the other hand, in 2013 Governments have reported innovative responses to financial constraints. **Ghana** and **Australia** told of using volunteers to bolster DRR programmes, while **Anguilla**, **Australia**, **China**, **Ghana**, **Indonesia** and **Italy** reported greater participation in DRR by NGOs and Community Based Organizations (CBOs). **Niger** has reinforced its network of community early warning systems, thereby leveraging capacity building by local elected officials and their communities and strengthening their role in prevention, while the **Islamic Republic of Iran** makes sure that 2% of every local budget is dedicated to DRR.

Australia's disaster resilience policies and programmes depend on delegating authority to local levels and providing them with adequate resources. It allocates national funds to localities to undertake climate change risk assessments and works with the states and territories to recruit and train emergency volunteers to enhance the country's capacity to prepare for and respond to disasters.

In the **Bolivarian Republic of Venezuela**, as reported in 2011, local risk management committees inform all people of community risks, threats and vulnerabilities and train them to prepare and respond. By joining the "Making Cities Resilient" programme, the government engages all stakeholders in a campaign whose overall aim is to prepare as many local governments as possible to join a global network of fully engaged cities whose circumstances are varied.

Lebanon, as a consequence of recurring political instability, has focused most of its DRR efforts on relief and response rather than prevention and mitigation. However, the government has encouraged all of its municipalities to join the "Making Cities Resilient" campaign, resulting in very high national participation, with 257 municipalities officially involved.

PRIORITY FOR ACTION 1, INDICATOR 4:
A multi-sectoral National Platform for disaster risk reduction is functioning.

This indicator shows to what extent countries have started building an institutional framework for implementing DRR.

A multi-sectoral National Platform (NP) for disaster risk reduction is a nationally owned and led mechanism facilitating the interaction of key development players around the national disaster risk reduction agenda. The National Platform serves as an advocate for adopting disaster risk reduction measures at all levels.

A **key accomplishment** in implementing the HFA is the increase in the number of countries establishing National Platforms (NPs). Also significant is the fact that both existing and newly formed NPs are working to engage more stakeholders in DRR. **Key challenges** are to ensure that the NPs include all actors in DRR, and that NPs have clear mandates and sufficient resources for their work.

In 2013 the situation was not reported to have changed significantly. Civil society organizations (CSOs), national finance and planning institutions, along with key economic and development sector organizations, were reported by 41 countries to be included in their national DRR coordinating mechanisms, with membership composition varying widely. For example, **Burkina Faso's** platform includes 31 government representatives and only two CSOs, while **Ethiopia** has 45 CSOs and only eight representatives of the government; **Ghana** has no CSOs included at all. In a few cases, National Platforms, such as those in the **Czech Republic** and **Germany**, are NGOs. Others are governmental bodies. Another structure is a twin arrangement with a governmental entity and an NGO working together. For example, in **Switzerland** a strong civil society component is incorporated into the governmental system.

Despite attempts in some countries to merge related fields of intervention including the private sector, for example in the **Cook Islands** and **Switzerland**, compartmentalization has at times impeded achieving a fully functioning forum. In addition, there are countries where there is no single platform, such as in **Australia** and **New Zealand**, where there are various clusters and platforms that cooperate on DRR activities but no coordinating body functioning overall.

Of the countries reporting results for this indicator in the period 2011 – 2013, 31% attained institutional commitments that were neither comprehensive nor substantial, 48% attained substantial achievement but with recognized limitations and 5% attained comprehensive achievement with sustained commitments at all levels. This compares with levels of 34%, 38% and 9%, respectively, in 2009. Although those countries reporting comprehensive achievement remained in the minority, progress has been made, and is reinforced when considering the increase in absolute numbers, as the number of countries reporting increased steadily throughout each cycle.

The way National Platforms are linked or incorporated into the governmental system of their countries determines the way they can influence national decision-making processes. National Platforms that are part of the political system can directly influence such decision-making processes. Civil society structures, on the other hand, have to focus on advocacy and lobbying activities to create the necessary momentum.

In May 2010, **Finland** established a National Platform and coordination mechanism in which 13 organizations are represented, while **Poland** stated that in 2009 it had formally established its National Platform for disaster risk reduction. Diverse actors are represented within the country's National Platform for DRR, including government agencies, scientific institutes and the Polish Red Cross.

Governments have traditionally entrusted responsibility for preparedness to civil protection organizations, and this is a serious challenge to establishing a multi-sectoral approach. While these organizations have worked adequately for emergency response, they often do not possess the full scope of competencies required for coordinating multi-disciplinary disaster risk reduction efforts whose scope exceeds response. This also limits public awareness of DRR as opposed to simple response to emergencies. For example, the government of **Panama** reports that civil society and NGO's are making informal efforts to integrate with the National Platform, but lack of public awareness is hindering opening up the NP to broader engagement with these groups.

An exception to this trend is **Montenegro**, which involved 16 institutions in preparing its National Strategy for Emergency Situations, including universities, institutions with specialized hazard expertise and government officials. **Montenegro** believes the multi-disciplinary nature of its National Platform increases its effectiveness.

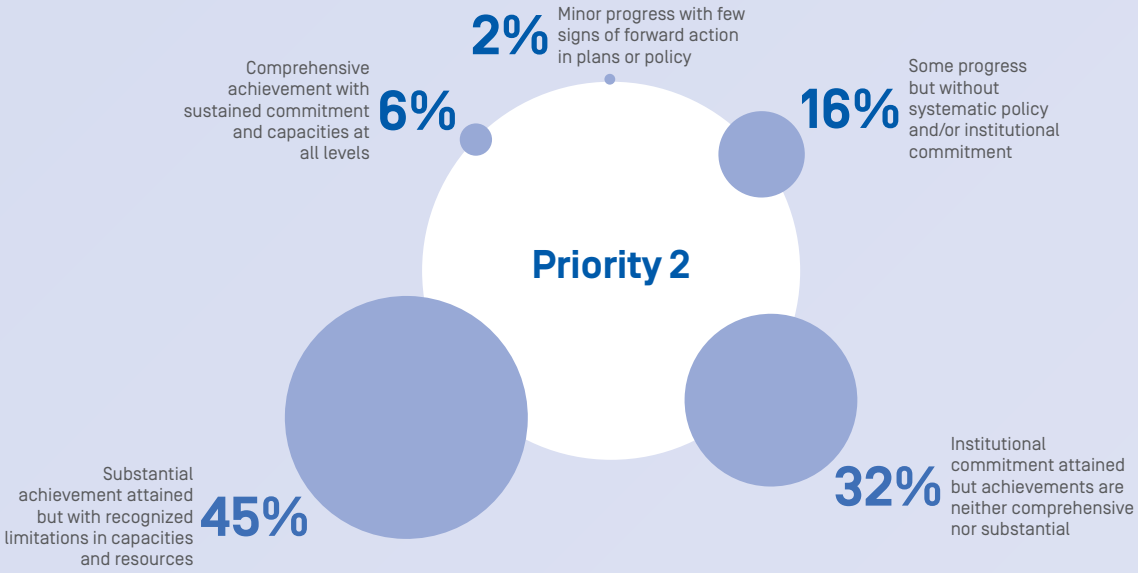
But do NPs require more than inclusive representation from diverse sectors to be effective? Are the NPs functioning as envisioned? Consider the example of **Indonesia**, which reported in 2011 that at the national level there is a multi-sectoral disaster reduction platform, the National DRR Platform, but its work has not been very prominent. It operates without a work plan or budget, and resource support from the parties involved has not been significant, in particular from those in the private sector, who only contribute to specific events where they can have visibility. In addition, local stakeholders have only a limited understanding of the importance of DRR platforms and do not offer the support they could.

This raises an important issue for the post-2015 DRR framework: are NPs functioning optimally to achieve disaster risk reduction? Will the success of the HFA tool be useful to governments for more than reporting, i.e for planning and for promoting multi-state engagement?

3.2 Priority for Action 2: Identify, assess and monitor disaster risks and enhance early warning.

Summary of PROGRESS **Average Score = 3.4**

The average score for Priority 2 has steadily increased from the average scores of 3.1 and 3.3 reported in the 2007 – 2009 and 2009 – 2011 cycles respectively. Just under half of reporting countries rated their levels as "4" indicating substantial achievement.



The starting point for reducing disaster risk and for promoting a culture of disaster resilience lies in knowledge of the hazards and the physical, social, economic and environmental vulnerabilities to disasters that most societies face. This must be joined to knowledge of the ways in which hazards and vulnerabilities are changing in the short and long term. Action must then be taken on the basis of this knowledge.

HFA Priority for Action 2 has **four core indicators** to monitor progress on implementation and identify challenges:

1. National policy and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors;
2. Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities;
3. Early warning systems are in place for all major hazards, with outreach to communities; and
4. National and local risk assessments take account of regional/trans-boundary risks, with a view to regional cooperation on risk reduction.

Overview of achievements and challenges

The relative levels of progress in the 2011 – 2013 reporting cycle show a slight improvement over those of 2007- 2009: 26% of countries report substantial or comprehensive achievement across all indicators in 2013, of which two countries, **the Netherlands** and **Slovenia**, reported comprehensive achievement in all. However, results were better in absolute terms because 94 countries have reported thus far in the current cycle compared with the 79 that had reported in 2009. It is also worth mentioning that many of the countries that reported in the second and third cycles did so for the first time, having formed National Platforms since the 2009 HFA progress reports were published. For a number of the countries included in this report, therefore, the 2011 and 2013 indicators are their first baseline measures for accomplishing the mandate of the HFA.

One **key challenge** is consistent throughout the country reports: the lack of financial resources for accomplishing critical disaster risk reduction initiatives. One country, for example, reported that its government met only 25% of its DRR funding requests, reflecting the extreme scarcity of resources in a difficult economy.

One area of **significant progress** concerns regional and trans-boundary cooperation. New regional initiatives now offer additional opportunities for exchanges that help accomplish critical DRR goals, while existing regional initiatives have advanced. Specific information about these accomplishments is provided in the second section of this report.

Specific achievements and challenges based on indicators

PRIORITY FOR ACTION 2, INDICATOR 1:
National policy and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

This indicator shows the level of progress in establishing the baseline and evolving risk trends for regulation, planning, monitoring and investment.

Most countries report significant progress in this area, with some 44% describing their achievements in the field of risk assessment as substantial or comprehensive, an increase on the 39% achieved in the 2007 – 2009 reporting period. A further 44% reported institutional commitments attained that were neither comprehensive nor substantial, an increase over the 34% that achieved this result in the 2007 – 2009 reporting period.

The level of progress made towards developing risk assessments appears to be strongly correlated with economic and other indicators of national development. Higher income countries reported strong levels of attainment in developing these assessments.

In 2013, **Serbia** reports adopting the Law on Emergency Situations requiring systematic National Risk Assessment, while **Malaysia** has made disaster risk assessment a precondition for sectoral development planning and programming. High-resolution regional climate models were used by the **Maldives** Ministry of Housing and Environment and the Meteorological Service (MMS) to provide projections used in national and local planning projects, although hampered by limited information on disaster risks, and **Tonga** reports that it has gathered risk assessment information, but that it is not centralized.

Several high-income countries, **Switzerland**, Norway and **Australia**, identify risk assessments and analyses as the basis for sound protection measures. For its part, the **British Virgin Islands** has developed a complete Hazard Identification and Risk Assessment (HIRA) that guides national planning and development activities.

Numerous countries highlighted the challenge of coordinating risk assessments, especially the **Maldives** and the **Marshall Islands**. Often data is being collected by a number of agencies and not collated, as reported by **Trinidad and Tobago** and **Tuvalu**. Moreover, lower- income countries often require external support for implementation. Such development aid is difficult to obtain and donor-funding conditions do not allow the commitment required for success.

Bahrain reported that 100% of its schools and hospitals undertook multi-hazard risk assessments, while in **Egypt** the Ministry of health is leading a campaign to make hospitals and other health facilities safer from disasters and more resilient. **Comoros** reports that, working with development partners, it has begun to assess its risk, particularly its exposure to volcanoes.

Uruguay's risk assessments include surveillance programmes to monitor the risk of diseases entering the country through animals and animal by-products,

and the **Seychelles** reported multi-hazard risk assessments performed on 90% of its schools and hospitals. Its government cautions that since the country is developing rapidly, risk assessments need to be updated and repeated regularly across all sectors, recognizing that as countries develop, their economic exposure rises.

India reports substantial achievement, but with recognized limitations in key areas. **India's** Disaster Management Act and National Disaster Policy have highlighted the need to conduct hazard risk and vulnerability assessment, and towards that end **India** has prepared a Vulnerability Atlas and has undertaken two major mitigation projects, one to diminish cyclone risk and the other for disaster management support. It has also made a landslide risk analysis and a seismic micro-zonation study. However, the government noted the need for policy makers and development planners to formulate appropriate mitigation measures based on such assessments.

A **key achievement** countries report is implementing risk assessments for critical infrastructure such as hospitals and schools, while three **key challenges** emerge. The first is the considerable investment required to implement risk assessment capabilities fully across the country and not just in areas already known to be vulnerable.

The second is the difficulty in applying the results of risk assessments to appropriate mitigation measures. Finally, countries need to coordinate their risk assessment and data collection efforts at both national and local levels as well as between sectors.

PRIORITY FOR ACTION 2, INDICATOR 2:
Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities.

This indicator shows how far a country has progressed in managing information to improve risk identification, assessment and risk reducing behaviour.

Data collection and dissemination processes allow decision makers and the public to understand a country's exposure to various hazards as well as becoming aware of its social, economic, environmental and physical vulnerabilities. Such information, disseminated in a timely manner, allows communities to take effective action to reduce risk.

In 2013 the figures reported for progress according to this indicator show steady progress, with significant improvement in putting the requisite systems in place. Despite this, however, programmes and actions have not followed suit. As **Argentina** reported, information does not necessarily reach the general public.

27% of countries report that institutional commitment has been attained but that achievements are neither comprehensive nor substantial. 48% report substantial achievement and 5% report comprehensive achievement. In 2009, the levels of achievement were 30%, 41% and 3%, respectively.

Bangladesh reported a range of ongoing projects to update poverty maps and monitor vulnerability, while **France** undertakes systematic damage assessments after each major hazard event. Risk information from departmental services is then made freely available. **Morocco's** Ministry of the Interior is currently developing their database system and offering their reporting to other relevant Ministries.

Disaster data collection, management and sharing were emphasized by many countries in 2013, ranging from **Chile's** general commitment to gathering disaster statistics through Niue's expansion of data collection to **China's** space-based information infrastructure and **India's** database management built on available technologies. Nonetheless, the dependence of lower-income countries on external resources is an obstacle to greater progress in this area, a problem cited consistently.

The **United Kingdom** has a strategy, called Communicating Risk, for sharing information to support the cooperation critical to emergency planning, along with legal requirements mandating that emergency responders share information with other response personnel. **China**, for its part, has built dynamic monitoring and early warning systems encompassing ground, sea and space-sky-ground observation, with systems developed for monitoring the risks of floods, earthquakes and other geo-disasters.

Serbia has invested in implementing a comprehensive national 112 emergency call system, while in **Malaysia** the Meteorological Department continuously monitors seismic waves, sea level changes and severe weather events as well as haze and drought conditions.

Kazakhstan has developed a national atlas and an integrated database on risk assessments using geo-information technology, and Honduras has purchased

an information system for national risk management that must still be implemented and adapted to local needs while staff are trained in its use.

Public Safety **Canada** maintains the Canadian Disaster Database, a repository of historical information on disasters that have directly affected Canadians since 1900, while its Health Portfolio maintains extensive surveillance systems and networks that operate according to a comprehensive programme for surveillance and monitoring within its Emergency Response Plan.

Many countries report **key accomplishments** in establishing operational systems to monitor risks, particularly natural hazards and emerging health threats.

Key challenges remain for operationalizing systems to disseminate relevant information. For instance, in lower-income countries disaster risk reduction programmes depend on resources from bilateral and multilateral donors, so DRR is often implemented through short-term programmes that are difficult to institutionalize and sustain. Likewise, there are difficulties collecting data from the private sector to identify comprehensively key hazards and vulnerabilities to society. Private sector players are understandably reluctant to disclose threat incidents for fear of revealing areas of vulnerability that might invite further attacks.

Many countries report that progress in collecting and disseminating data is uneven from community to community, with some areas within a country more advanced than others. As a consequence, there is often no clear measure of national progress.

Finally, as elsewhere, resource availability is a challenge. Most countries do not have dedicated line items in their budgets for disaster risk reduction activities, so funds are typically sourced from different agencies, rendering those activities vulnerable in the current climate of fiscal austerity.

PRIORITY FOR ACTION 2, INDICATOR 3:
Early warning systems are in place for all major hazards, with outreach to communities.

This indicator shows to what extent countries have functioning and comprehensive early warning systems.

Assessing capacity of the four elements of early warning (risk knowledge, monitoring and warning services, dissemination and communication and response capabilities) is essential for individuals and communities threatened by hazards to act to reduce personal injury, loss of life, damage to property and the environment, and loss of livelihoods.

Reports in 2013 show a marked improvement against this indicator, with positive responses ranging from 69% to 86% of countries across the various questions, and the proportion of countries reporting substantial or comprehensive achievement increased from 42% to 56% between 2009 and 2013. Challenges remain, however, including limited capacity, inadequate geographic and hazard coverage and difficulty in reaching isolated communities. While these are issues typically associated with low-income countries, elements are found across all reporting countries. Low-income countries in particular were constrained by limited operational and institutional capacity. Unsurprisingly, there is an observable correlation in the data between a country's level of economic development and its achievement in developing and implementing early warning systems.

Obliged by law, **Belarus** provides timely information to the public about possible threats and emergencies through a nationwide alert system, while **Malawi** lists an early warning system overseen by the Department of Climate Change and Meteorological Services (DCCMS) and the Department of Water Service. By establishing a Community Early Warning Systems (SATC) in major urban centres and investing in capacity building among the local population, **Peru** is providing its institutions and population with improved DRR information and enhancing community involvement in DRR. **Nauru** is building an inter-locking early warning system with public and private communication providers and the emergency services.

Early warning continues to be a clear area of concern for countries, with calls for strengthening early warning and preparedness at all levels. As countries

begin to envisage the post-2015 disaster risk reduction framework, some, such as **Colombia** and **Togo**, want to see better international and sub-regional early warning systems.

Finland has built the world's first national digital radio network based on the TETRA standard, enabling top quality sound, data and moving image transmission even in extreme conditions. The Finnish Meteorological Institute, together with the Finnish Environment Institute and the Institute of Seismology, is developing a new early warning system for natural hazards called LUOVA.

Other countries, however, report challenges in implementing early warning systems. **Armenia**, for example, has experienced extreme earthquakes over its history, yet the country reported that its centralized system of early warning is not entirely functional, citing difficulties in incorporating this system into the economically sensitive mining sector.

Other countries report accomplishments and challenges widely shared across the globe. As examples of accomplishments, **Botswana** has a system of emergency notification that uses all forms of media including mobile phones, while **Kenya** has established a National Disaster Operations Centre to monitor and disseminate information in emergencies countrywide, helped by volunteers from the **Kenyan** Red Cross. In contrast, **Lesotho** reports that it lacks the equipment to create and maintain a database supporting the Disaster Management Authority.

In **Mauritius**, data are obtained from a network of over 200 stations monitoring tropical cyclones and flash floods issuing from rainfall, but other hazards, such as landslides and tsunamis, have been monitored only since 2004. **Mozambique**, in turn, reports having collected information covering the last 30 years on disaster losses across the country and using it to populate an inventory in the form of a web database. **Samoa** reports using the GSM network to alert the public, media and response agencies through SMS texting, but this system has had technical problems with line congestion and turned off phones impeding information reception.

The main obstacle in this area is scarce financial resources. Because of the relatively high cost of these systems, a clear correlation exists between a country's level of economic development and its achievement in developing and implementing early warning systems. Poor and transitional countries are particularly vulnerable, since disasters can delay or even reverse a country's development goals.

Along with scarce finances, other constraints reported specifically by low-income countries include limited operational capacity, inadequate coverage of certain hazards, low institutional capacity and difficulty disseminating warnings to communities at very local levels. Countries at all income levels reported constraints in strengthening national coordination mechanisms.

To summarize, the **key accomplishment** countries reported was success in establishing emergency notification systems, while the **key challenge** they reported was the lack of financial resources to fund investments in such systems.

PRIORITY FOR ACTION 2, INDICATOR 4:
National and local risk assessments take account of regional/trans-boundary risks, with a view to regional cooperation on risk reduction.

This indicator shows how extensively countries recognize and respond to the fact that disasters often spill over borders and require trans-national and regional cooperation, especially in information sharing and early warning.

Average progress has improved throughout the last three reporting cycles by approximately 10% since 2009. However, while trans-boundary risks are recognized, national risks are more often prioritized, for example in **Burkina Faso**. Some countries, such as the **Maldives**, described their participation in regional and international initiatives as being constrained by lack of funding, while others, like **Jordan**, described the complexities of regional cooperation on DRR in regions where partner countries have different priorities. On a cautionary note, **New Zealand** observed that by supporting regional responses there is a risk that domestic response capacity is diminished.

The governments of **Japan** and **Monaco** described their collaboration with other relevant countries to establish an early warning system for tsunami in their regions, while **Peru** reports engaging with regional and international initiatives. **The Netherlands**, similarly, describes how a number of international agreements, many of which deal with disaster risk reduction, are enshrined in Dutch law, while **Belarus** reports having signed and implemented intergovernmental cooperation agreements on preventing and responding to emergency situations in **Latvia, Lithuania, Russia and the Ukraine**.

Regional and international cooperation to assess and monitor trans-boundary risks, exchange information and provide early warnings is crucial to adequate disaster risk reduction. This requires having standardized and accessible information and data on regional disaster risks, impacts and losses. Some 51% of countries report substantial or comprehensive achievements in this area, with a significant increase on the 38% of countries that attained comparable levels in 2009. A further 27% have attained institutional commitment but their achievements are neither comprehensive nor substantial. This represents a modest decline from the 35% of countries that had reported similar levels in 2009. Several country examples illustrate accomplishments and challenges common to many countries.

Brunei Darussalam has developed early warning and public awareness campaigns to prepare for the haze risks prevalent in the region. It has also formulated a pandemic preparedness and response plan and maintains a disease surveillance system. The **Côte d'Ivoire** participates in regional projects addressing the risks of floods, coastal erosion and epidemics such as meningitis in response to regional exposure to these hazards. However, its government reports that coordinating and determining the effective contribution from each country for these projects is challenging.

Anguilla is assessing risks such as oil spills and climate change, working with **Dutch Saint Maarten and Saint Martin** and supported by funding from the EU. However, inadequate commitment from other agencies is a serious constraint.

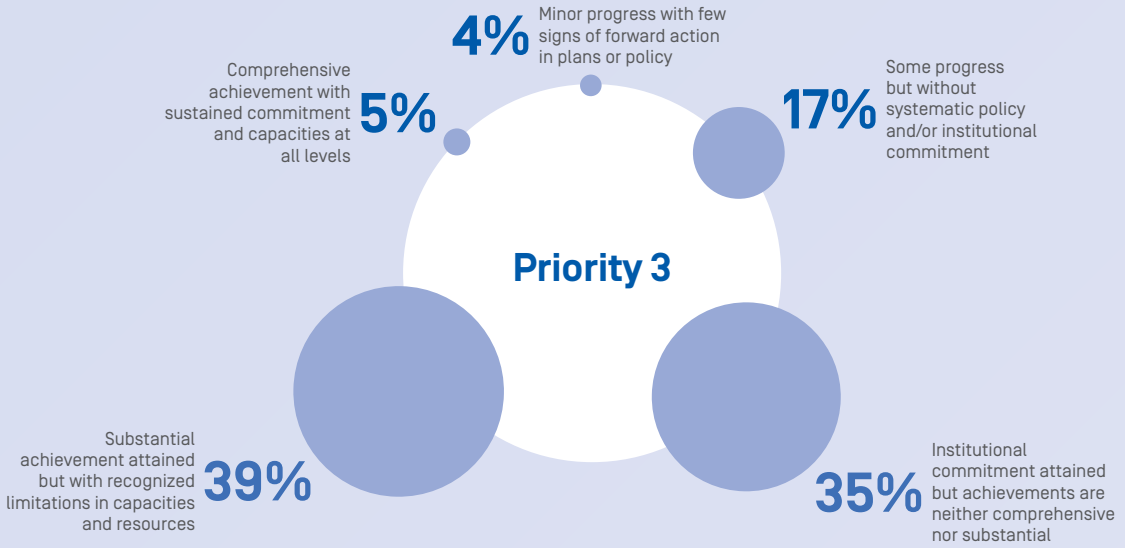
The **Turks and Caicos** Islands is one of the CDEMA region's states participating in the five-year Comprehensive Disaster Management Framework through which it receives support, but it has limited capacity to sustain the programme at the national level, according to its most recent national HFA report. **Monaco** participates in a Mediterranean region initiative to assess tsunami risk.

The **key accomplishments** countries report are specific, tangible measures of cooperation in addressing trans-boundary and regional risks, while the **key challenges** they report are inadequate financial support, lack of technical capacity and lack of harmonization among the concerned institutions and programmes, challenges mirrored at the regional level.

3.3 Priority for Action 3: Use knowledge, innovation and education to build a culture of safety and resilience at all levels.

Summary of PROGRESS	Average Score = 3.2

The average score for Priority 3 has steadily increased from the average scores of 2.9 and 3.1 reported in the 2007 – 2009 and 2009 – 2011 cycles respectively. Three quarters of reporting countries rated their levels as either "3" or "4" indicating institutional commitment or substantial achievement.



Disasters can be substantially reduced if people are well informed and have a culture of disaster prevention and resilience. This requires collecting, compiling and disseminating relevant knowledge and information about hazards, vulnerabilities and capacities.

Priority for Action 3 has **four core indicators** to determine progress on implementation and identify challenges:

1. Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems, etc.];
2. School curricula, education material and relevant training include disaster risk reduction and recovery concepts and practices;
3. Research methods and tools for multi-risk assessments and cost-benefit analysis are developed and strengthened; and
4. Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Overview of achievements and challenges

Progress in using knowledge, innovation and education to build a culture of safety and resilience remains even with the levels of attainment reported in 2009. In 2013, 15% of countries reported substantial or comprehensive achievement across all indicators in this area, a marginal increase on the proportion, 13%, reporting in 2009. There is, however, significant variation in the extent to which the policies, programmes and initiatives are considered sustainable in achieving the indicated risk reduction objectives.

Countries recognize that better coordination of the flow of information and warnings related to disasters at national level could enhance effectiveness, with archive systems offering good platforms for sharing disaster-related documents. Knowledge management is required, however, to ensure that the information collected can be identified, retrieved and used in an effective and efficient manner.

The extent to which school curricula, education material and relevant training include disaster risk reduction as well as recovery concepts and practices shows significant variation. There has been, however, innovation within individual countries to educate school children, the public and professionals about disaster resilience and safety.

Progress has been limited in devising nationwide public awareness strategies to create a culture of resilience. This is a common challenge in both high-income and lower-income countries. In 2013, despite encouraging responses to the quantitative sections of the progress review, the qualitative reporting reveals significant variation in the scale of progress reported.

Specific achievements and challenges based on indicators

PRIORITY FOR ACTION 3, INDICATOR 1:
Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems, etc.

This indicator shows the extent to which necessary information is available to serve as the foundation for education and for creating a culture of resilience.

Information on disaster risks and protection options, especially to citizens and local authorities in high-risk areas, should be easily available and understandable to help them reduce risk and build resilience.

Progress in the 2011-2013 reporting cycle has accelerated after remaining static in the previous two periods, with 50% of reporting countries reporting substantial or comprehensive achievement, up from 43% in 2009 and 2011. Overall, countries report success in compiling and disseminating information to their stakeholders. The **key challenge** remains finding the appropriate means of ensuring the right stakeholders receive accurate and timely information.

Context is important here. In lower-income countries, poor infrastructure can become an important bottleneck to progress as in the **Marshall Islands**, where the absence of electricity or batteries made radio, an inexpensive means of early warning, ineffectual.

Timor Leste is developing its National Information Management System, but notes that financial and technical capacity is limited for maintain an online system and that weak infrastructure and low levels of literacy are key obstacles.

Other countries report that although monitoring continues, the information obtained is either unavailable to the public or is disseminated in a manner that is poorly adapted to the context, as in **Djibouti**. There were examples, such as **China** and **Lebanon**, where there was no unified national system, while **Bahrain** was unable to invest in this indicator because funds were not available. **Germany**, **India** and **Colombia** showed great progress in their efforts to compile and streamline data from a range of governmental and CSO sources, but **India** reports that the accessibility and actual use of data remain problematic.

Innovation and use of technology appear to be independent of income levels. The 2011-2013 reports show a wide range of countries using web applications and mobile technology in order to reach the largest possible audience. For example, in the **Marshall Islands** the National Telecommunications Authority provides disaster warnings to the Chief Secretary's Office via the cell phone network.

Some countries report success against this indicator based on a strong civil defence approach. For example, the **Russian Federation** reported that it had a whole

state system for training all sectors of the population in better awareness of natural and anthropogenic risk. This system has been functioning since the 1920's.

A **key accomplishment** countries report is success in disseminating risk information to all stakeholders. A **key challenge** reported is that relevant existing risk information is not accessible to all stakeholders.

Burkina Faso reported that sectoral information systems exist but are difficult to access, owing to network limitations. The government cites the lack of financial resources and qualified management personnel as a serious barrier to progress. Along the same lines, **Madagascar** reported progress in making DRR training materials available, but cautions that the information system is operational at the national level but not fully at the regional, district, municipal levels due to insufficient material, financial and human resources.

Barbados reported progress with its Coastal Risk Information Platform but information systems need to be integrated better to ensure access and sharing. **Mongolia** is working on community-based disaster risk management to enhance the resilience of herders, who represent one of the most vulnerable groups and are exposed to multiple hazards. The government reports, however, that establishing a national disaster database is hampered by the lack of financial resources.

PRIORITY FOR ACTION 3, INDICATOR 2:
School curricula, education material and relevant training include disaster risk reduction and recovery concepts and practices.

This indicator shows the extent to which countries have introduced DRR into the education system.

Incorporating disaster risk-related issues into existing education curricula reinforces learning and knowledge about disaster risk reduction. Training activities also provide an opportunity to consider indigenous knowledge and traditional practices for risk reduction and mitigation.

The levels of self-assessed progress in the sustainability of policies, programmes and initiatives in achieving risk reduction objectives vary significantly, indicating that there is still much to be done in this area.

The extent to which school curricula, education material and relevant training include disaster risk reduction and recovery concepts and practices varies significantly. While there are successes in developing and delivering DRR curricula material in education, progress is uneven across countries, as is targeting relevant groups of students and professionals. According to reports in 2013, only 30% of countries describe having been able to include disaster risk reduction in curricula at all education levels, primary, secondary and tertiary, as well as professional education programmes.

There are multiple reasons for this uneven progress. Some countries, such as **Pakistan** and the **United States of America**, have devolved responsibility for curricula development to state/provincial levels, thereby increasing the need for integrating investment nation-wide. In some countries the priority accorded DRM in the curriculum, as well as the content, were often decided by individual teachers, as in **Samoa**, or informally developed by teachers as in **Fiji**. **Mauritius** improves capacities in DRR with programmes implemented by its ten regional education directorates.

Availability of DRR and disaster management courses through tertiary educational institutions is growing in **Slovenia** and **Uganda**. Both countries are considering including disaster management elements in primary school curricula.

2013 country reports described innovation in educating school children, the public and professionals about disaster resilience and safety. Examples are smartphone educational applications in **Australia** and the online educational tool, 'What's the Plan, Stan?' in **New Zealand**. There are curricula integration efforts going on in **Slovenia** and **Turkey**, where complementary training is provided for school personnel along with e-support for seminar material and syllabus design, together with children's theatre and simulation exercises. Parallel training initiatives of local and central government staff are underway in **Uganda**.

In 2013, 4% of countries report comprehensive achievement with sustained commitment at all levels for this indicator. In 2009, 6% had reported this, showing a slight reduction. A further 38% report substantial commitment attained but with recognized limitations in capacities and resources, an increase over the 25% of countries that reported the same result in 2009. Finally, 41% of countries reported institutional commitment as compared with 39% that so reported in 2009.

A **key accomplishment** countries report is success in developing and delivering disaster risk reduction curricula materials in the schools. A **key challenge** they report is that progress against this measure is uneven. Some countries are challenged by more urgent DRR priorities, while for many more the decentralized structure of their educational systems confounds efforts to make DRR training available.

Bulgaria developed "Mission Rescuer" educational materials, including a colouring book for younger children ("About disasters – rules for children") containing ten rules for responding to different disaster types, along with posters and educational boards. **Turkey** reports success in providing training on risk reduction practices. The **Turkish** Red Crescent distributes books and CD's to schools throughout Turkey, and on the national day of civil protection school children pay visits to disaster management centres, government organizations or seismology institutes to raise their disaster awareness.

The **Syrian Arab Republic** reports substantial achievement at all levels of education and training. Disaster awareness concepts have been included in the new curricula at elementary and secondary levels, and disaster management projects have been executed. **Zimbabwe** reported that it has developed an emergency preparedness manual to distribute to schools, but inadequate funding has limited its production and distribution.

PRIORITY FOR ACTION 3, INDICATOR 3:
Research methods and tools for multi-risk assessments and cost-benefit analysis are developed and strengthened.

This indicator shows the level achieved in developing sources of knowledge to feed into countries' disaster reduction educational efforts.

Authorities at national and regional levels must strengthen the technical and scientific capacities needed to develop and apply methodologies, undertaking studies and creating models to assess vulnerabilities to hazards and their impacts. This should include improving regional monitoring capacities and assessments.

The data in 2013 indicates disconnect between policy and practice: while many have applied the results of their research, these lack a cost-benefit analysis to demonstrate the importance of DRR investment. As **Sri Lanka** reports, research initiatives can be undertaken in relative isolation, with neither national authorities nor the public benefiting from the results. The **Czech Republic** pointed out that synergies between uncoordinated research initiatives are lost, and although the proportion of countries reporting comprehensive or substantial achievement has increased by almost 10% since 2009, at 29% they remain the minority in 2013.

In the **United States of America**, public research and development of hazard mitigation technologies improve the national transportation system's resilience to multiple hazards, with methodologies and guidelines produced to assist transportation owners in assessing risk, planning for disaster response, evacuation and recovery, and designing for extreme events.

In the **United Kingdom**, national scientific offices have the responsibility for research, data gathering and analysis covering all natural hazards, together with the security apparatus. However, the absence of an overall body responsible for resource allocation and quality control of multi-risk assessment is a problem.

India underlined the need for enhanced application of science and technology, while the importance of using indigenous knowledge was mentioned by **Tanzania**. Linking local historical knowledge to research-based knowledge of future risk is a priority for **Norway**.

State universities in **Costa Rica** have a programme for disaster research that has performed studies on watershed issues, environmental impact assessments, the location of sites for public projects, hydrological studies, perception studies, geotechnical studies, simulations, modelling approaches, weather reports and analysis, and other related work. However, the government reports little coherence in the choice of various research projects from year to year.

The **key accomplishment** countries report are in developing research methods and tools for multi-risk assessment and documenting the return on investment of these tools.

The **key challenge** countries report is the sustainability of funding for multi-risk assessment tools in the absence of an economic rationale. The return on investment in such assessment tools has not been demonstrated outside of a few anecdotal examples, making the case for investment inadequate and multi-risk programmes difficult to sustain.

Lack of skilled human resources is a further challenge. Thailand, for example, reports progress in research and data collection, with effective dissemination of the results to local areas, but it still has insufficient

high/advanced technology and experts so the levels of progress reported in 2011 remain comparable to those of 2009.

Namibia progress attained through the work of the Namibia Economic Policy Research Institute, which supports economic policymaking through applied research and by providing information and training, with its research on poverty reduction linked to DRR. The Islamic Republic of Iran, for its part, dedicated $4.6 million for line items on research budgets, such as physical vulnerability analyses and developing risk management standards.

PRIORITY FOR ACTION 3, INDICATOR 4:
Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

This indicator shows the extent of countries' efforts to promote awareness beyond the formal educational system.

A countrywide public awareness strategy is a national, long-term plan of action with specific goals that organizes the ways the general population is informed about disaster risk and the ways it can act to reduce its exposure to hazards. Public awareness actions are important tools to help incorporate disaster risk reduction into everyday life.

Knowledge about the environment and sustainable development is relatively high among political leaders, authorities, organizations and the public, as is knowledge climate change. However, this general knowledge does not appear to translate into insight about natural hazards that are linked to environmental degradation and climate change.

Some 53% of countries report substantial or comprehensive achievement, a marked increase over the 40% level reported in 2009. A further 28% report institutional commitment, compared with 32% that reported this level in 2009.

Approaches and results against this indicator varied widely among countries reporting. In the 2013 reports, Bangladesh, Ethiopia and Argentina observed a lack of a national communication strategy to hold together this breadth of work or to 'keep all the contributing stakeholders on the same page', while uneven development among country regions and between rural and urban areas, accounted in some cases for uneven progress, for example in China, where wealthier regions benefited from greater resources and capacities. In others, such as Morocco, it was the circumstantial nature of central government-led information campaigns that focused predominantly on the (seasonal) hazard of the moment.

Public Awareness was frequently mentioned as a key area in developing the post- 2015 disaster risk reduction framework. Recommendations ranged from a general push for raising awareness (Croatia), including at the local level (Cambodia), to raising awareness that DRR is a public responsibility (Anguilla) and is "the job of everyone" (Finland). The need for policies that promote public awareness and socialization (Greece) to create a culture of prevention (Mexico) was also identified.

Progress was reported by the British Virgin Islands, which produces monthly radio and television programmes that focus on disaster management. However, the government cites lack of awareness and preparedness in the private sector as constraints on further progress. Specifically, incorporating disaster risk management into the economic/financial was not achieved.

Malawi does not yet have a countrywide public awareness campaign for DRR, according to its 2009 – 2011 national HFA report, but officials are delivering local trainings in targeted vulnerable districts. Lack of financial and human resources has limited broader outreach, but a database of the activities of NGO's active in this field is being developed as a stepping-stone towards a National Platform. The Solomon Islands reports carrying out extensive public education campaigns, especially before and during the cyclone season.

Swaziland reported the lack of a national programme or strategy aimed at raising public awareness for promoting disaster resilience. In the absence of research to develop a baseline measure, it is difficult to assess the level of community preparedness.

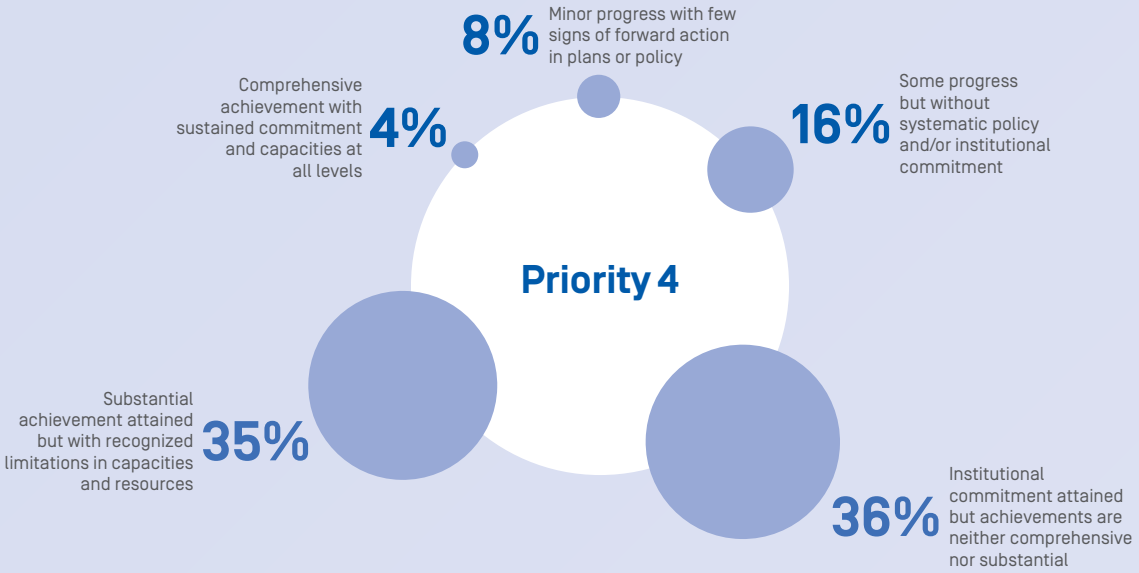
Dominican Republic reported success in strengthening local capacity for DRR by producing documentation at the local level despite the fact that the information was not centralized. In the United States of America, the Great California ShakeOut has become an annual earthquake preparedness exercise, with over eight million participants in 2010, and efforts are being made to replicate this exercise elsewhere in the country.

The **key accomplishments** countries report are specific measures to increase public awareness and national outreach campaigns on DRR. The **key challenge** they report is a lack of financial and human resources to implement such measures.

3.4 Priority for Action 4: Reduce the underlying risk factors

Summary of PROGRESS	Average Score = 3.1

The average score for Priority 4 has increased only marginally from the average score of 3.0 reported in both the 2007 – 2009 and 2009 – 2011 cycles. Although almost 70 percent of reporting countries rated their levels as either "3" or "4" indicating institutional commitment or substantial achievement, it is in this priority that the highest number of countries report minor progress.



Disaster risks related to changing social, economic and environmental conditions, as well as land use, are addressed in sector development planning and programmes as well as in post-disaster situations. This includes assessing the impact of hazards associated with geological events, weather, water, climate variability and climate change.

Priority for Action 4 has **six core indicators** to determine progress on implementation and identify challenges:

1. Disaster risk reduction is an integral objective of environment-related policies and plans, including for land use, natural resource management and adaptation to climate change;
2. Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk;
3. Economic and productive sectoral policies and plans have been implemented to reduce the vulnerability of economic activities;
4. Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes;
5. Disaster risk reduction measures are integrated with post-disaster recovery and rehabilitation processes; and
6. Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Overview of progress and challenges

Progress has been limited with respect to this Priority for Action. Without a single example of comprehensive achievement across all indicators in any of the three cycles, countries reveal the difficulties in successfully addressing underlying risk. Only 13% of countries undertaking the review in 2013 report comprehensive or substantial achievement across all indicators in this area, a marginal increase from the 10% that reported the same in 2009.

Demonstrating the positive return on investment for actions taken to reduce underlying risk factors may improve public commitment to such initiatives, even during periods of economic scarcity. Lack of financial resources, particularly among transitional countries, is the major barrier to progress, especially at the local level.

Specific achievements and challenges based on indicators

PRIORITY FOR ACTION 4, INDICATOR 1:
Disaster risk reduction is an integral objective of environment-related policies and plans, including for land use, natural resource management and adaptation to climate change.

This indicator shows the extent to which countries have incorporated DRR in dealing with physical factors underlying disaster risk.

Environmental management policies can have a major impact on disaster risk reduction and should explicitly incorporate DRR goals and strategies, thereby helping reduce underlying risk factors.

Institutional commitment has been attained in 33% of the countries, while substantial achievement was reported by 52%. 4% of countries reported comprehensive achievement. This compares with levels of 46%, 34% and 5% respectively in 2009.

2013 country reports give numerous examples of DRR having been integrated with the overall legislation of environment-related policies and plans, often bringing together issues ranging from natural resources, the environment, wildlife preservation and climate change adaptation as in **Australia**, **Canada**, **Italy**, **Rwanda**, **Saint Kitts and Nevis**, and the **United States of America**. The critical challenge remains bridging policy and practice, as is building the connection between the national and the local levels. **Argentina** has reported raising awareness of the links between climate change and DRR, and rallying government and NGOs towards a more proactive stance.

Institutionalizing climate risk mitigation and sustainable natural resource and land management as pillars of effective governance, **Mauritania** has updated its legislative framework, intensifying risk information and education efforts and formulating strategies and programmes for developing productive natural capital, sustainable land and natural resource management, and other environment-related activities. The **United Kingdom's** National Ecosystem Assessment in 2011 explored how ecosystems benefit society and the economy, analyzing the ways some of these systems might change over the next 50 years.

Examples of contextualized national risk management and environmental policies do exist: in protecting natural coastal ecosystems, authorities in **Turks and Caicos** are obliged to determine alternative livelihoods and stimulate the economy of local communities, while under the 2009 Grenelle Law, administrative authorities in **France** can classify risk-prone natural spaces and forested or agricultural areas as protected zones.

A **key accomplishment** countries report is modest success in integrating DRR into land use policies and plans. A **key challenge** they report is that incorporating DRR considerations into environment-related policies and plans has proved elusive.

In addition, few countries could say how the results of environmental impact assessments were used to accomplish DRR. For example, **Mozambique** reported that the high dependency of local communities on natural resources for survival, due to high levels of poverty, increased pressure on those resources and made environmental policies entirely impractical. Nearly all countries reported difficulties incorporating climate change adaptation measures in national policies.

There are, however, reports of individual achievements. **Moldova** has integrated disaster risk reduction with its environmental policies with protected areas legislation, payments for ecosystems services, integrated planning, environmental impact assessments and climate change adaptation projects and programmes.

Disaster risk reduction is an important part of the **Germany's** sustainability strategy, integrated with its national strategy for adapting to climate change. This overall strategy aims to reconfigure and optimize

existing capacities and resources for climate change adaptation while developing new scientific frameworks, methods and tools. Infusing disaster risk reduction into the public consciousness, however, remains a challenge.

PRIORITY FOR ACTION 4, INDICATOR 2:
Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

This indicator shows the extent to which countries are helping protect their vulnerable populations by strengthening them and thereby reducing their level of risk.

Addressing such issues as food security, public health, risk-sharing mechanisms and protection of critical public infrastructure are ways to fulfil this action priority. Likewise, when public awareness, education, early warning and environmental policies specifically incorporate disaster risk reduction elements, they help reduce underlying risk factors and reduce the vulnerability of disadvantaged groups.

Self-assessed progress reports show that 37% of countries report substantial or comprehensive progress, with a further 36% achieving institutional commitment according to this indicator. This compares with levels of 30% and 43%, respectively, reported in 2009.

Significant differences were observed between the experiences of high-income and low-income countries, with the latter reporting resource constraints as obstacles to reducing the vulnerability of their at-risk populations.

An examination of the qualitative reporting of 2013 indicated overall achievement by countries in designing specific programmes to reduce the vulnerability of populations at risk. Differences in approach were linked to how reporting nations chose to incorporate the issue of disaster-vulnerable populations in their policies. Disaster vulnerability was sometimes framed as a sub-theme, as in **Malawi's** Growth and Development Strategy, which focused on reducing the socio-economic impact of disasters. In a number of cases, as in **Lesotho**, social safety nets were considered a broad national issue and countries did not see the need to focus specifically on populations at hazard risk.

In its analysis of recovery from the 2010 earthquake and tsunami, **Chile** cites its strong economy and a financial surplus as critical to its success in underwriting recovery and reconstruction. Nonetheless, the poor suffered most from the disaster despite three major state aid programs targeting the most vulnerable in the Reconstruction Plan.

A **key accomplishment** countries report lies in developing specific aid programmes designed to reduce the vulnerability of at-risk populations to disaster. A **key challenge** they report is the lack of financial and management capacity for public and private social insurance programmes.

Pakistan has intervened socially and economically to reduce the vulnerabilities of at-risk populations. According to the government, the institution of Zakat plays a significant role in mitigating the suffering of the poor, deriving from the injunction to Muslims to donate one-fortieth of their wealth to charity. About 25% of the Zakat budget is provided by institutions while the remaining 75% is distributed to individuals by local Zakat committees. Rampant poverty continues, however, due in part to the government's persistent lack of resources.

The government of **Paraguay** expressed similar concerns. While its national development policy takes a cross-cutting approach to disaster risk management, with 35.6% of the population living in poverty and 19.45% in extreme poverty, the effects of the government's operations are severely limited.

Similarly, **Burundi** reports that while the government supports primary school education, healthcare for children under the age of five and assistance to pregnant women, it is otherwise constrained by lack of resources in providing additional measures of social protection.

Many governments report the lack of capacity of the domestic insurance sector as a significant barrier to progress. **Viet Nam**, for example, reported a lack of an insurance culture. Crop insurance, for example, is available for farmers but is rarely taken out. The government believes that as individuals accumulate more assets, public-private partnerships may be effective in offering a greater degree of social protection.

The presence of an insurance industry has a limited effect on implementing the HFA. **France** is one of the few countries that consulted an association in that industry to help it assess its progress in fulfilling the expectations of the HFA. As professional risk managers, insurers can help with risk assessment and with developing a mitigation culture, and can

also help educate the public about options for protection, thereby reducing the financial burdens of governments.

PRIORITY FOR ACTION 4, INDICATOR 3:
Economic and productive sectoral policies and plans have been implemented to reduce the vulnerability of economic activities.

This indicator shows how much countries have achieved in protecting their economic infrastructure from disasters.

Focusing on protecting the country's most vulnerable economic activities and productive sectors helps reduce the overall impacts of disasters. 29% of countries report substantial or comprehensive achievement according to this indicator, equivalent to the 30% reporting those levels in 2009. A further 40% report attaining institutional commitment, up from the 35% reporting the same in 2009.

In 2013, many countries report specific measures to assure the continuity of economic activities during disaster but mention difficulties coordinating the work of different actors to ensure continuity of public services. **Australia**, **Belarus**, **Pakistan**, the **United States of America**, and **Uruguay** strongly emphasize business continuity during disasters, focusing especially on small and medium enterprises, while **New Zealand's** Canterbury experience shows the importance of the government's emergency management sector working with businesses to regenerate the economy and thus help communities recover.

Progress in preparing the business community and in assuring resilience varies; the **United Kingdom** reports that only 52% of small and medium enterprises have business continuity plans. This compares favourably, however, with many countries such as **Cambodia**, with weaker public institutions and less-productive economic entities.

Countries recognise the impact that vulnerable critical infrastructure will have on economic activities. The National Security Strategy of the **United Kingdom** is one example of the commitment made by governments to improve "security and resilience of the infrastructure most critical to keeping the country running" and to ensure "that the public is fully informed of the risks".

Other examples of DRR integration with public sector investment throughout the world include agriculture, coastal infrastructure, economic and productive assets, forestry, health facilities, housing, meteorology, oil storage, public utilities, road construction, sanitation and schools, among others.

A **key achievement** countries report is undertaking specific measures to ensure the continuity of functions critical to society. A **key challenge** they reported is coordinating the work of different actors to ensure the continuity of public services in the event of a disaster.

Hungary, **the Netherlands** and **Switzerland** reported comprehensive achievement in this area in 2013, but countries offered different interpretations of the measure of success; only **Switzerland** has reported such achievement throughout the three cycles since 2009. Some countries correlated engagement of the private sector in continuity efforts with success. Others focused on the resilience of public infrastructure to support economic activity.

Taking the former approach, the **Cayman Islands** requires all government agencies to file and update annually plans for maintaining the continuity of operations. It engages the private sector through a national emergency response mechanism to ensure awareness of the need for business continuity planning.

New Zealand takes a different approach, with greater awareness of risks, including business risk, leading to higher levels of business continuity planning, intra-sector collaboration, and resilience. Nonetheless, success is dependent on drivers within the economy as a whole.

Chile's policies and plans reflect its recent experience with a severe earthquake. Its measures focus on planning for restoration of services and critical infrastructure, without which economic activity cannot recur. While awareness is high, coordinating the plans of the different actors remains challenging.

PRIORITY FOR ACTION 4, INDICATOR 4:
Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

This indicator shows the progress countries have made in reinforcing the infrastructure of human habitation to reduce disaster impacts.

Including disaster-risk reduction elements in land-use plans is an important strategy for reducing the vulnerability of communities to hazards. Land-use

planning that is carefully designed and rigorously implemented is a useful approach to managing expanding human settlements and minimizing associated risks.

Some 38% of the countries that conducted self-assessments in 2011 – 2013, report either comprehensive or substantial achievement but with recognized limitations in capacities and resources, a modest increase on the 33% that reported the same in 2009. A further 37% reported attaining institutional commitment, as compared with 33% that reported in 2009.

The marginal upward trend revealed in the 2013 reports shows the complexity of making progress according to this indicator. Significant progress will happen only over the long term.

The majority of countries have installed legal and regulatory frameworks that incorporate DRR in urban planning and building codes, but to some degree this is hampered by not knowing how to apply hazard risk data in planning processes, as is the case in **Kiribati**.

At the practical level, enforcement emerged as a common challenge across reporting countries at all income levels. Enforcement is also complicated by resource and coordination constraints among multiple government bodies. **The Federated States of Micronesia** note that capacities vary by State and that land use planning and building codes are not actively enforced. **Italy** noted that its main challenge is the growing magnitude of disasters occurring countrywide, with climate change altering the relationship between communities and the landscape, particularly in remote or dangerous areas.

A **key achievement** countries report is success in planning and management efforts to incorporate DRR elements. A **key challenge** for countries is implementing and enforcing mandated risk reduction elements. Lower-income countries report the most severe challenges in this.

Sierra Leone, for example, holds regulators responsible for issuing building permits and ensuring compliance with codes and regulations. However, enforcement is weak, and following the recent civil conflict there has been an influx of people in areas not fit for human settlement.

Bolivia reports slope stabilization in landslide-prone areas but is unable to quantify the DRR component in public investment projects, while coordination of efforts and access to sufficient resources are cited as constraints by the **Lao People's Democratic Republic**, which is nonetheless contemplating an ambitious plan to make hospitals safe from disaster and to mainstream DRR into the education sector.

Mali's Ministry of Housing and Urban Development has established a policy of planning and managing human settlements. Tools for land use and urban planning are being developed, but barriers to progress include a lack of financial and human resources, the difficulty of enforcement and the poverty of the people. Similarly, **Senegal's** National Plan of Action against floods provides for building social housing for victims of flooding in hazard-prone areas. However, with limited financial resources and persistent flooding, demand for such housing far exceeds supply.

PRIORITY FOR ACTION 4, INDICATOR 5:
Disaster risk reduction measures are integrated into post-disaster recovery and rehabilitation processes.

This indicator shows how much countries are acting to improve resilience in the face of future disasters.

It is essential to consider disaster risk reduction principles when designing post-disaster recovery and rehabilitation processes in order not to recreate risk. National and local implementation of international post-disaster recovery and reconstruction standards is needed.

In 2011 – 2013, 5% of countries reported comprehensive achievement; the comparable level in 2009 was 1%. A further 32% reported substantial achievement in 2011 – 2013, roughly equivalent to the 34% level reported in 2009. Institutional attainment was reported by 34% of countries in 2011 – 2013, a decrease from the 37% that reported this level in 2009.

In the 2013 reports, countries report specific measures to enhance the resilience of post-disaster recovery and rehabilitation processes. The integration of risk reduction measures into post-disaster recovery is described as difficult, owing in part to the urgency attached to providing new shelter and other services to those displaced. As **Kenya** remarks, "the relief mind-set gives little thought, if any, to long term risk reduction or recovery. Most recovery projects initiated at the community level are not sustainable due lack of financial and adequate human resource capacity to sustain them".

In its 2013 report, **Guatemala** describes specific efforts to budget and plan for local empowerment and

gender-sensitive recovery, while **Tonga** tells of a new initiative to improve gender equality by implementing the government's gender development policies.

A **key accomplishment** countries report is enacting specific measures to enhance the resilience of post-disaster recovery and rehabilitation processes.

A **key challenge** they report is difficulty in integrating risk reduction measures with post-disaster recovery, owing in part to the urgency attached to providing new shelter and other services to those displaced. The goal of "building back better" to bolster resilience in vulnerable populations is often at odds with the need for immediate shelter in the aftermath of a disaster.

Guatemala's Protocol Recovery tool specifies ten areas of intervention in housing, basic infrastructure, water and sanitation, food security, education, health, governance, coordination, reviving the local economy, preparedness and mitigation – all intended to transform the affected community. **Togo**, however, reported that while building codes exist, there is a lack of resources for monitoring compliance. Similarly, although **Zambia's** requirements for post-recovery construction require both environmental impact assessments as well as climate proofing, a lack of resources and personnel limits progress.

While the **Marshall Islands** reported establishing a Disaster Assistance Emergency Fund, commitment to DRR is lacking. Because of a lack of major disaster events over past decades, the population may have developed a sense of apathy towards DRR. **Peru**, for its part, reports lacking authority to audit elements of DRR in reconstruction habitats.

El Salvador's Civil Protection Fund mobilizes resources for timely response to disasters and is developing a strong focus on gender equality. However, need to increase the Protection Fund is urgent, owing to the country's high disaster vulnerability. In a similar vein, **Nicaragua's** Hurricane Felix Emergency Recovery Project has implemented an agribusiness programme to strengthen post-disaster food independence.

PRIORITY FOR ACTION 4, INDICATOR 6:
Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

This indicator shows the extent of country efforts to make sure that development projects do not contribute to disaster risk.

It is essential to institutionalize procedures integrating disaster risk reduction measures into national sustainable development strategies, plans and programmes in key areas such as poverty reduction, housing, water, sanitation, energy, health, agriculture, infrastructure and the environment to ensure that development does not create further disasters.

In 2013, the proportion of countries reporting comprehensive achievement with sustained commitment and capacities fell from 2009 levels to 4%, however, with 35% of countries reporting substantial achievement with recognised limitations in capacities and resources, this is a significant increase from the 2009 level of 23%. A further 37% report institutional commitment, compared with the 35% reporting this level in 2009.

2013 country reports show a marginal upward trend, indicating progress in performing assessments of major development projects. These assessments, however, do not always translate into a programme of action. **China**, for instance, needs to perfect its comprehensive evaluation system further for significant projects and build the supervision and control mechanisms that prevent man-made damage to the natural environment.

Trinidad and Tobago takes a multi-disciplinary approach to designing major national and sub-national projects, collecting inputs from Technical Advisory Committees comprised of subject matter experts from key agencies and stakeholders across the public and private sectors. While the costs and benefits of disaster risk are taken into account in designing and operating major development projects, the impacts of the disaster risk created are assessed with varying levels of consistency.

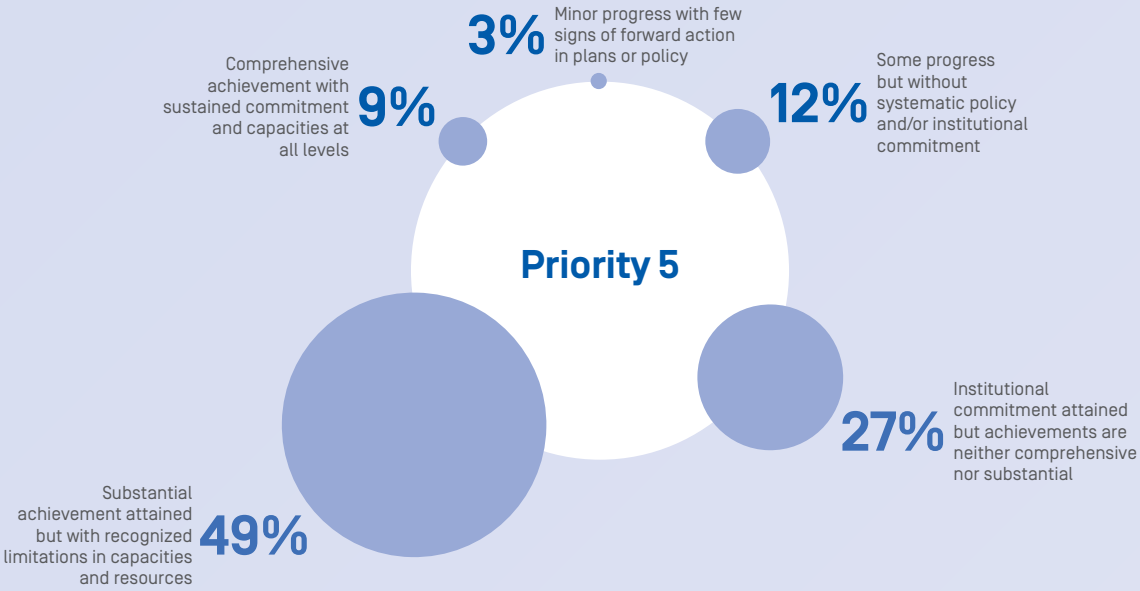
Each year **Mexico** publishes a document called the "Socioeconomic Impact of Major Disasters", which assesses the effects of floods, torrential rains, earthquakes and landslides. **Jamaica**, in turn, requires environmental impact assessments for all large-scale projects, although the volume of assessments to be performed has resulted in bottlenecks and delays.

A **key accomplishment** countries report is significant progress in performing assessments of disaster risk impacts, while a **key challenge** they note is that the results of such assessments do not always translate into a programme of action.

3.5 Priority for Action 5: Strengthening the disaster preparedness for effective response at all levels.

Summary of PROGRESS	Average Score = 3.5

Priority, PFA5 is consistently where countries report the most progress, a trend over the three cycles (average score of 3.4 and 3.3 respectively in both 2009 – 2011 cycles and the 2007 – 2009). Almost half the countries reporting in the 2011-2013 cycle rated their levels as "4" indicating institutional commitment.



When disasters occur, impacts and losses can be substantially reduced if authorities, individuals and communities in hazard-prone areas are well prepared, have the requisite DRR knowledge and capacities, and are ready to act.

Priority for Action 5 has **four core indicators** that monitor progress on implementation and identify challenges:

1. Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective, are in place;
2. Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes;
3. Financial reserves and contingency mechanisms are in place to support effective response and recovery when required; and
4. Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews.

Overview of achievements and challenges

In 2009, 23% of countries reported substantial or comprehensive achievement across all indicators in strengthening disaster preparedness at all levels. In 2013, at 35%, the proportion of countries reporting the same accounted for a significantly higher percentage of the total.

Many countries require that local governments establish disaster preparedness plans and regular training drills, although they do not provide adequate resources for doing so. The country reports show uneven results regarding local preparedness both nationally and regionally, with lack of financial resources often cited as a constraint.

Specific achievements and challenges based on indicators

PRIORITY FOR ACTION 5, INDICATOR 1:
Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective, are in place.

This indicator shows the extent to which countries have created the material foundations for appropriate disaster preparedness.

An investment by countries of time and resources in evaluating and improving disaster preparedness capacities and mechanisms substantially increases their readiness to manage disaster impacts and strengthens their response.

Most countries report significant progress in this area, with 63% describing their achievements as substantial or comprehensive in 2013, a notable increase from the 54% reporting these levels in 2009. A further 23% reported that institutional commitment has been attained, although their achievements have neither been comprehensive nor substantial. The comparable figure for 2009 was 35%.

In 2013 **Ghana** reports developing its national disaster management policy through The National Disaster Management Organization (NADMO), which is responsible for standard operating procedures for emergency response. **Panama** reports creating the Department of Prevention and Risk Management that will be responsible for contingency planning for a wide range of events.

A **key accomplishment** countries report is developing specific disaster risk management mechanisms, while a **key challenge** is the shortage of financial and technical capacity, and particularly of experienced personnel. These difficulties are compounded by high turnover among disaster response staff and problems recruiting qualified staff in rural areas.

The **Philippines** Disaster Risk Reduction and Management Act of 2010 requires a Disaster Risk Reduction and Management Office in every local government unit, coordinating testing of early warning systems and communications chains. Safe schools and hospitals are a major priority, and clear business continuity plans exist for both the government and the private sector.

PRIORITY FOR ACTION 5, INDICATOR 2:
Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

This indicator shows the extent to which countries have created the various mechanisms necessary for effective disaster response.

Disaster preparedness and response planning should include the lessons learned from previous disasters. It should also incorporate knowledge of risk reduction measures that recognize the underlying causes of risk.

Country reports show that emergency plans are in place at local, regional and national levels and that regular training is being undertaken focusing on emergency management/disaster response. Some 61% of countries report substantial or comprehensive achievement in this area, an increase over the 49% reporting in 2009.

Reports in 2013 reaffirmed that countries are largely successful in preparing for and drilling contingency plans at all levels, but noted again that countries with serious resource constraints were less able to conduct full-scale drills. Additionally, those countries with increasingly frequent and severe disasters reported,

as above, that they were often too busy responding to emergencies to develop contingency plans and conduct exercises.

With the National Disaster Management Act (2010), **Pakistan** continued its bottom-up consultation approach with provinces and regions to develop annual monsoon preparedness and contingency planning. However, implementing the National Contingency Plan was constrained by shortfalls in resources and local institutional capacities. The **Solomon Islands** reported needing greater funding for implementing its DRM arrangements fully. Such funding would support training, needs assessment for preparedness, structural safety of schools, health and community centres, and annual drills.

Angola described the success of its national preparedness and response emergency plan for the provinces Luanda, Benguela and Cunene. There is ongoing development of the national plan for disaster risk reduction and a civil protection strategic plan will be implemented during 2013.

Sweden has developed a national communication system, RAKEL, to help manage crises and to facilitate leadership and coordination in preparing for and responding to emergencies. Designed to be used by all emergency organizations, it facilitates coordinated responses and better cooperation between municipalities, county councils, country boards and national agencies.

A **key accomplishment** countries report is success in preparing and drilling contingency plans at all levels.

Several **key challenges** emerge from country reports, however. First, national governments do not provide adequate resources for compliance with the mandate given to establish preparedness plans and undertake training. Second, the increase in the frequency and severity of natural and man-made disasters has affected results for this indicator because countries are too busy responding to ongoing emergencies to develop plans and conduct drills.

PRIORITY FOR ACTION 5, INDICATOR 3:
Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

This indicator is a measure of countries' financial preparedness to deal with disasters, including preparing for and recovering from them.

It is important for governments to commit resources for early recovery programmes, including quick assessment of damage, needs and capacities. Following major disasters, it is essential to restore critical infrastructure and livelihoods until long-term reconstruction takes place.

Over half, 52%, of reporting countries in 2013 had substantial or comprehensive achievement in this area, a substantial increase on the 41% reporting these levels of achievement in 2009.

The **key accomplishment** countries report is devising specific policies to expand insurance coverage, for instance by mandates or through compulsory protection.

The **key challenge** countries report is lack of capacity in the domestic insurance sectors or limited financial literacy regarding the need for insurance against disaster risk.

The literature on disaster risk reduction shows that to be effective, response must be rapid to enable follow-on recovery, but rapid response and recovery depend on the availability of financial resources. It is critical that resources be committed for early recovery programmes. This is essential following a major disaster to support the resilience of the community.

In its 2013 report, **Canada** described its Disaster Financial Assistance Arrangement, the mechanism through which federal financial assistance is provided to provinces and territories when the response and recovery costs exceed what they would normally be expected to bear. **Tonga**, for its part, cites its

involvement in a regional partnership with the World Bank to explore catastrophe risk insurance and financial risk sharing modalities.

High-income countries continue to forego dedicated contingency funds since they have the credit access to open funding lines when necessary. However, given the turbulence in the capital markets over recent years and the increasing levels of indebtedness of major high-income countries, it may be risky to rely on post-event funding strategies. **Italy**, for example, reported that ad hoc programmes and measures are in place to ensure the economic resilience of businesses and communities following disasters, but further disaster insurance policies are being debated.

However, high-income countries often have policies for reducing economic vulnerability by requiring universal insurance against natural hazards and other types of risks. Such policies use private capital for underwriting risks, thereby reducing the demands made for post-disaster relief aid by local governments, businesses and citizens who can afford to pay the premiums.

Low-income countries report needing legal frameworks to deepen their insurance sectors and attract foreign capital to underwrite risks. These countries typically do not have the resources to ensure social protection during disasters. Among European transitional countries insurance is virtually non-existent for farms, small and medium enterprises and homeowners, with only 0.5 – 2.0% able to obtain coverage.

Development partners are finding innovative approaches to meeting these needs. It is hoped that these programmes will both meet the immediate need to protect the livelihoods of economically vulnerable populations from shocks and provide the stimulus for developing domestic insurance industries in these countries.

In 2009 the insurance sector in respective countries in partnership with RCC SEE, established the South East and Caucasus Catastrophe Risk Insurance Facility (SEE CRIF). This regional approach allows the relatively small countries in this area to diversify their risks, thereby lowering the cost of risk capital. **Albania** was the first country to do so, borrowing funds from the World Bank for this purpose. In December 2010, the **former Yugoslav Republic of Macedonia** followed suit, and it is expected that within five years this facility will be sustainable and fully privatized.

The SEE CRIF model of reinsurance pooling was built upon an earlier, successful initiative, the **Turkish** Catastrophe Insurance Pool (TCIP) established after the 1999 Marmara earthquake. This pool is a public-private partnership that provides earthquake insurance to households and businesses and is supported by reinsurance obtained in the international markets. It became financially sustainable within five years of starting operations.

PRIORITY FOR ACTION 5, INDICATOR 4:
Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews.

This indicator shows how well countries are prepared to share knowledge during disasters and to learn lessons.

Lessons learned from previous disasters should be included in emergency preparedness and response as well as in planning for recovery and rehabilitation. It is important that disaster risk reduction be included in all types of planning.

Levels of progress for 2011-2013 remained high, with 55% having achieved substantial or comprehensive achievement in this area, up from the 49% reported in 2009. For instance, **Germany** has established sophisticated systems and procedures to ensure the exchange of relevant information and will build interfaces between different systems in order to reduce the resource-intensive investment for transferring data to a central tool. In November 2012, **Rwanda** implemented its Disaster Management Communication System, supported by the One UN Rwanda fund. This represents a milestone in being able to generate timely alarms when a disaster occurs and providing a platform to collect relevant data necessary for rapid needs assessments.

A **key accomplishment** countries report is strong progress in establishing procedures to exchange relevant information during emergencies and to undertake post-event reviews thereafter.

Two **key challenges** were reported: First, there are difficulties disseminating relevant information to all the affected actors in an emergency. Second, coordinating post-event reviews, where such reviews were required, remains a problem.

3.6 Future perspectives and challenges cutting across borders

Earlier in this document five of the most important drivers of progress were noted in fulfilling the expectations of the HFA. Cutting across national borders, these drivers constitute a common framework for national progress. They are:

- A multi-hazard, integrated approach to disaster risk reduction and development;
- Adoption and institutionalization of gender perspectives on risk reduction and recovery;
- Identification and strengthening of capacities for risk reduction and recovery;
- Integration of human security and social equity approaches with disaster risk reduction and recovery activities; and
- Engagement and partnerships with nongovernmental actors, civil society and private sector at all levels.

Three levels of reliance were selected to provide a qualitative evaluation of the degree to which countries the degree to which countries rely on these drivers of progress when implementing the HFA. They are:

1. No/little reliance, i.e., no acknowledgement of the issue in policy or practice, or else some acknowledgement but nothing/little done to address it;
2. Partial/some reliance, i.e., full acknowledgement of the issue, with a strategy/framework for action developed to address it but application still not fully implemented and complete buy-in not obtained from key stakeholders;
3. Significant and ongoing reliance, i.e., important ongoing efforts to actualize commitments, with coherent strategy in place, along with identified and engaged stakeholders.

What follows is a synopsis of what countries have reported about their progress in using these drivers.

1. Multi-hazard integrated approach to disaster risk reduction and development.

Communities are exposed to risk of a variety of hazards, both natural and man-made, which can arise from hydro-meteorological, geological, technological or environmental causes. These cumulative risks cannot be properly addressed if actors plan only for individual hazardous events. A multi-hazard approach means translating knowledge of the full range of hazards into risk management approaches, strategies, assessments and analyses, leading to greater effectiveness and cost efficiency.

The shift in mentality from an approach focusing on the risk of a single event to a more comprehensive, multi-hazard conception of disaster risk reduction is occurring: 33% of countries report significant and ongoing reliance on this approach, and a full 61% of countries have partial or some reliance on a multi-hazard approach. While this is a modest increase over the proportion that reported the same in 2009, 32% and 57% respectively, this represents a more substantial increase in absolute terms as the number of countries undertaking the review has increased. The proportion of countries reporting little or no reliance on this approach has halved since 2009, and now stands at only 5% in 2013.

National reports provide rich examples of accomplishments and point out the challenges remaining in adopting the multi-hazard approach. The following examples represent both the accomplishments and the remaining challenges that emerged as common themes.

In **Bhutan**, different sectors are working together to implement that country's National Disaster Risk Management Framework. Their initiatives encompass agriculture and food security, health readiness, transportation security and other hazards. **Georgia** provides an example of this approach as well, with a National Threat Assessment Document in place that identifies threats to the country's national security and considers a diverse range of these threats in its plans, including socio-economic threats as well as natural and man-made disasters.

Italy's National Warning System is a network of "Functional Centres" covering all major risks and using data acquired through bilateral and multilateral agency agreements. This allows the system to produce multi-risk analyses, maps and atlases that are circulated to the scientific community and to civil protection authorities at all levels. **Colombia** likewise maps hazards for multiple threats in its Integrated Management Information System.

Risk reduction is a cross-sector activity; the **key challenges** are to mobilize the resources for capacity building and to improve cooperation among different ministries, government agencies, institutes and public services. Among the countries reporting no or little reliance on the multi-hazard approach, the **State of Palestine** cites the need for financial resources to invest in public services and build capacity, both human and physical, as its biggest challenge in this regard.

It is also crucial to ensure that multi-hazard analyses and assessments inform decision-making, with greater resources needed for this purpose. **Saint Lucia**, for example, maintains a volcanic atlas for the region, but while this atlas may help in responding to a volcanic disaster, it is not used for development planning or policy, nor is it linked to information about other hazards. The country reports a need for more data collection and an even greater need for it to be used to inform decision-making.

Similarly, other countries such as the **Maldives** and **Sri Lanka** report needing to incorporate multi-hazard assessments better in development planning.

2. Gender perspectives on risk reduction and recovery adopted and institutionalized.

Gender is a core factor needing consideration when implementing disaster risk reduction measures. Gender is a central organizing principle in all societies, with women and men experiencing different disaster-related risks. It shapes the particular capacities and resources available to individuals for building resilience, adapting to hazards and responding to disasters. It is therefore necessary to identify and use gender-differentiated information to ensure that risk reduction strategies are correctly targeted at the most vulnerable groups and are effectively implemented according to the roles of both women and men. Recognizing this, the 2005 World Conference on Disaster Reduction reaffirmed that a gender perspective should be integrated with all disaster risk management policies, plans and decision-making processes.

Although there is gender equality by law, and the importance of gender balance is widely recognized and emphasized, women are not always included equally in disaster management organizations due to long-standing regulations and traditions, putting human safety and security at risk. For example, while both men and women may be evacuated in a civil emergency, there are safety and security issues unique to women and girls that must be addressed to ensure adequate preparedness.

In connection with the Mid-Term Review of the HFA, a research paper was prepared examining the ways that women act as agents of community resilience. It recommended mechanisms empowering women's organizations as stakeholders in implementing the HFA. However, as countries report in 2013, progress remains limited. The number of countries stating partial or significant reliance on a gender perspective as a driver of progress has increased to 60 in 2013, from 48 in 2009. However, only 27% of countries report a significant commitment up from 20% in 2009. The proportion reporting the absence or inadequate application of gender within DRR policy or practice, has not improved since 2009, remaining constant at 20%.

Notably, there is significant variation from country to country even according to a common quantitative indicator (level 1, 2 or 3) as to how gender issues are treated. Certain countries believe that since gender equity is enshrined in law, the issue has been addressed. Other countries believe that gender issues are not pertinent to disaster risk reduction as men and women both sustain disaster-related losses. Several countries reported making efforts to recruit more women for disaster risk reduction professions, but many countries agreed with the **United Republic of Tanzania**, which, identified lack of knowledge as to how and where to implement gender issues as the major challenge to progress in this domain.

Among countries reporting a high reliance on gender perspectives, **Nigeria** has established a Ministry of Women's Affairs to build capacities specifically for women, and the National Emergency Management Agency is collaborating with the Ministry to mainstream gender issues in disaster risk reduction. In **Morocco**, women form an integral part of the Civil Protection Personnel and staffing to introduce and maintain gender perspectives in DRR. **Nepal** recognizes the need for gender mainstreaming and social inclusion, counting it as one of eight guiding principles of its National Strategy for Disaster Risk Management.

Gender issues are clearly being addressed in cooperation/ international assistance agendas. **Sweden**, for example, plans to include gender analysis and a consequent gender action plan in all long-term disaster risk reduction projects. A gender handbook for all international assistance projects has been developed, highlighting women's participation and gender-disaggregated data, while gender and diversity are incorporated in large-scale DRR projects.

The **former Yugoslav Republic of Macedonia** reported that among its 42 national federations of NGOs and professional associations, two are gender-related: the National Women's Council and the **former Yugoslav Republic of Macedonia** Women's Lobby. In collaboration with the UNDP and the Government of Japan, a project is underway for a national plan for crisis management shaped by gender issues.

3. Capacities for risk reduction and recovery identified and strengthened.

Capacity development is crucial for reducing disaster risk. It is needed for building and maintaining the ability of people, organizations and societies to manage their risks successfully. This requires not only training and specialized technical assistance, but also a heightened ability of individuals and communities to recognize and reduce risks locally. It includes sustainable technology transfer, information

exchange, network development, management skills, professional linkages and other resources, all of which must be sustained institutionally.

However, the national reports make clear that the assets supporting capacity building, such as technical expertise in relevant domains such as land use or resource mobilization, do not translate into effective DRR without an inclusive approach that engages all of society's stakeholders, engendering strong political leadership and commitment.

The past three cycles have borne witness to a marginal increase in countries reporting significant and ongoing reliance on capacity development as a driver of progress; a more significant increase since 2009 is observed in the number of countries that have developed a strategy / framework for action, and are now striving to promote buy-in of key stakeholders and implement across policy and practice. The percentage of countries reporting little or no reliance has remained negligible.

Capacity development depends on adequate resources, and country reports document a clear correlation between national income and capacity development. Crucially, a supporting environment of political ownership and commitment, along with inclusive participation and public accountability, is critical for translating capacity assets into measurable results for DRR.

Among countries with significant and ongoing reliance on the capacities approach, **Singapore** reported that its Civil Defence Force maintains many programmes to equip the population with the necessary knowledge and skills for dealing with emergencies.

India, in turn, is preparing a comprehensive human resource development plan as part of its Disaster Management Programme.

In other countries, the process of capacity strengthening is at an early stage. As do many other countries, **Timor Leste** states that allocated funding is used mainly for disaster response rather than for proactive risk reduction. One of the challenges to using relatively scarce resources is lack of a legal framework for government agencies to implement DRR. While a draft terms of reference document outlines agency roles and responsibilities, it does not constitute a mandate for action.

Tajikistan also reported difficulties in using its limited available resources according to a capacities development approach. In **Tajikistan** the public sector undertakes nearly all activities related to disaster preparedness, but resources reside principally in the private sector. Progress is limited by the lack of public-private sector partnerships needed to link responsibilities with resources. Similarly, **Myanmar** recognized the need for private sector contribution to emergency planning to build capacity, describing public-private partnership development as a **key challenge**, one shared by many other reporting countries.

Regional organizations perform a critical role in leveraging limited resources, an essential part of capacity building. **Bulgaria**, for instance, described its active participation in international trainings for disaster risk reduction, organized by a regional trainer for DRR for South-Eastern Europe. Such exchanges encourage efficient capacity building by leveraging expertise within regional networks.

4. Human security and social equity approaches integrated with disaster risk reduction and recovery activities.

One of the **key challenges** in disaster risk management is to ensure that the most vulnerable are protected from existing and emerging environmental risks, and that those most affected are reached by disaster response and recovery programmes. Specific attention to meeting the special needs of all socio-economically vulnerable and/or geographically isolated groups needs to be a central focus of risk reduction plans and programmes. This constitutes a security/equity approach.

The proportion of countries reporting significant and ongoing reliance on the security/social equity approach remained stable between 2007 – 2009 and the 2011 – 2013 reporting periods, at around 37%. The proportion of countries reporting partial or some reliance on this approach also rose significantly, from 28 to 42 countries in absolute terms. This improvement was achieved in diverse ways.

In **Argentina**, one of the countries with a high reliance on the security/social equity approach, government agencies address care for the poor and the vulnerable, particularly children and special groups requiring emergency care. The challenge in implementing this approach is engaging the community and changing individuals' perceptions of themselves from being passive victims to being active in their own prevention and response measures.

Ghana's National Social Protection Programme incorporates human and social equity approaches in disaster risk reduction and recovery activities through health insurance, livelihood protection, youth employment, micro-finance and poverty reduction initiatives, while **Bangladesh's** success in integrating this approach with its DRR plans has resulted in reducing casualties due to cyclones from 140,000 in 1991 to 190 in 2009. The government has built more than 500 multi-purpose cyclone shelters, with special facilities for women, the disabled and the elderly, with upgrades planned for 250 existing shelters.

A comprehensive partnership engaging government agencies, NGOs and other organizations is the bulwark of **Kyrgyzstan's** security and social equity strategy, with authority delegated for ensuring public safety. A **key challenge** in implementing this approach is the lack of resources available for investing in capacity.

Severe difficulties in implementing this approach occur in conflict or post-conflict states, where human capacity is constantly under pressure, leaving little room to plan for a more secure future. In these circumstances it is hard to identify and reach disadvantaged populations that, while more vulnerable to disaster, may also be socially "invisible" and/or have undocumented status.

In some countries, the social isolation of the elderly and the disabled impedes efforts to provide them with appropriate support. In many cultures, changes in social norms and lifestyles have eroded traditional means of supporting the most vulnerable. Permeating these problems, funding constraints limit public investment throughout, especially for building more robust social insurance schemes.

5. Engagement and partnerships with non-governmental actors, civil society and the private sector, amongst others, have been fostered at all levels.

Effective disaster risk reduction requires strong community engagement. Participatory approaches can capitalize on existing coping mechanisms more efficiently and strengthen community knowledge and capacities. Equally, public-private partnerships can be an important tool for this purpose.

Such voluntary associations may involve public organizations such as government agencies, professional and/or academic institutions and NGOs, together with business organizations such as companies, industry associations and private foundations. Public-private partnerships can offer opportunities to combine resources and expertise, facilitating joint action to reduce risks and improve community resilience.

Throughout all three cycles, the proportion of countries reporting significant and ongoing reliance in this domain has remained constant at around 50%. The most significant increase has been in those countries reporting partial reliance on this approach, 51% in 2013 up from 44% in 2009.

Saint Kitts-Nevis noted significant accomplishment in establishing its National Disaster Mitigation Council in 1999 to involve public and private sectors together in DRR, along with and NGOs. At the community level, community members are welcome to participate, with mechanisms in place to make use of their contributions.

Guinea-Bissau described its successful partnership with UNDP to create the National Service of Civil Protection and a national platform for disaster risk reduction. While such pairings are effective, multi-party partnerships present more complex management challenges, with scope for enhanced coordination among NGOs and public authorities.

Coordination and programme sustainability is a major challenge reported by countries. **Vanuatu**, for example, related that the majority of community disaster awareness programmes are undertaken by NGOs, but due to resource constraints the government is currently unable to play a lead role in overseeing, prioritizing and coordinating the efforts many of these organizations. The variety of tools and systems used by NGOs sometimes has led to mixed messages on the ground, and developing a consistent set of these would be enhance coordination. There are concerns as well about the sustainability of these NGO efforts because some of them are one-off interventions.

6. Contextual drivers of progress

A review of the country reports since 2005 highlights both the diverse nature of the challenges and the opportunity for innovative applications of solutions developed in one context to seemingly unrelated needs in another. The following examples emerge from the 2009 – 2011 national reports and illustrate some of the contextual drivers of progress in specific countries.

The experience of **Cape Verde** suggests a mechanism for improved cooperation on DRR initiatives. Better relationships between central and local institutions in the country have resulted in more effective DRR, and this improvement is attributed to rotating national authorities (ministers with different portfolios relevant to DRR) with the roles of local presidents who have civil protection responsibilities. One of the tangible outcomes of this is that the highest safety standards are taken into account in building new schools, hospitals and other infrastructure. In addition, solidarity was demonstrated by the diaspora community of Cape Verdeans in mobilizing resources that were key to the recovery of affected communities when the country was hit by torrential rains and an epidemic of dengue fever in 2009.

Uzbekistan reports that resolving the current trans-national ecological problems in Central Asia will determine the future of the regional economy and the political stability of its countries. Given the recent large-scale emergencies in the area, coordinated international efforts to mitigate disaster threats and respond to them when they arise is essential, particularly since the region is prone to extreme floods and earthquakes.

For its part, **Comoros** has identified strengthening local capacity to compensate for deficits at the national level as a contextual driver of progress. In **Bahrain**, the driver is the need for the DRR management structure's need to support the country's highest leadership and align issues of human security and social equity with those of political, economic and social concern.

Antigua views its contextual driver as the urgency of solidifying the political will and a sense of common purpose deriving from recent emergencies before memory of these events fades. The country's overall vulnerability makes it clear that if DRR policies supported by law are not implemented, the result will be a continued loss of assets and resources. While the contextual drivers of progress are as varied and diverse as the countries themselves, **Antigua's** expressed need for sustained political commitment to DRR reflected a common theme running through the national reports.

HFA Implementation at the Local Level

In March 2012, the first cycle of the local HFA progress review using the online tool for Local Government Self-Assessment was launched. The cycle ran through to end April 2013, and as of April 12, 2013, 112 local governments had submitted their local HFA progress reports. This tool was developed by UNISDR and its partners to assist local governments in assessing their progress in building resilience to disaster. It has been offered to participants in the Making Cities Resilient campaign and countries have been encouraged to make it part of the HFA progress review and planning exercise. Of the 112 reporting local governments, five are from Africa, 28 from the Americas, 8 from Europe, and 71 from Asia.

The Local HFA is based on a ten-point Checklist of Essentials for Making Cities Resilient[1]. The Essentials include 41 progress indicators developed consultatively between UNISDR, governments and other stakeholders. These 41 indicators are aligned with the Priorities for Action defined in the Hyogo Framework of Action 2005-2015 and allow local and national perceptions of progress to be compared.

Reported progress

Most cities assess that they are at the half way point in implementing their risk reduction programmes. The majority report relatively good progress on data, hazards and vulnerabilities, including availability of risk assessments as well as investment in critical infrastructure.

Among individual indicators, **Essential 1-1** *(local institutional capacities)* shows the most progress according to the majority of local governments. This, along with political will and leadership, was named in the Making Cities Resilient Report 2012[2] as one of three most important factors for resilience building and is a prerequisite for many of the other actions listed in the Essentials. In fact, making disaster risk reduction a core function of cities was suggested as one of the key critical issues to emphasize in future DRR work according to an online survey of 1,300 local actors.

Some of the progress in **Essential 1** *(organize, coordinate and clarify roles)* may be attributed to national frameworks. For example, in **South Africa** legislation is important as a way to allocate mandates and for providing a structure for incorporating disaster risk management at both local and national levels, as well as for integrating multiple stakeholders in all disaster management efforts. In **The Philippines**, the Disaster Reduction and Management Act of 2010 enables institutional and budgetary allocations for local government units. However, progress in achieving **Essential 1** can also be found in locally specific contexts. For instance, **West Sumatra's** (Indonesia) health sector contingency plans have been used as a model for national policy.

The other indicator showing good progress is **Essential 7-1**, namely, introducing awareness building and education programmes in local communities.

Essentials 3-1 *(risk assessment for vulnerable development sectors)* and **3-3** *(communication with communities on hazards and measures)* also score high.

Good progress has also been made in making available key resources for effective response such as emergency supplies, shelters, identified evacuation routes and contingency plans as described in **Essential 9-6**.

Challenges in implementation.

All indicators under **Essential 2** *(assign budget and provide incentives for investment)* show very slow progress, except for **2-1** *(local government resources for DRR)*. Many local governments report some access to resources for DRR, albeit inadequate. There appears to be a dearth of economic incentives for households and businesses.

Other critical areas include **Essential 3-5** *(risk-sensitive local development planning)*, which indicates that progress on risk assessments is not followed by adequate application or monitoring.

Essential 6-1 *(safe schools and hospitals)*, seen as one of the top priorities for future emphasis, has not progressed adequately. Transparency, capacity and the resources available to urban authorities need attention.

1 http://www.unisdr.org/campaign/resilientcities/
2 http://www.unisdr.org/campaign/resilientcities/toolkit/report2012

Essential 8-1 and 8-2 *(environmental aspects)* also report gaps in supporting ecosystem services and in incorporating DRR plans into existing natural resource management plans. Essential 8-4, describing private sector participation, shows continuing inadequacies.

Based on the self-assessment reports, the worst performing indicator is Essential 2-5, concerning incentives for investing in DRR for households and businesses, where 84% of the Local Governments score at the lowest levels.

National and local dilemma

Capacities and resilience at the national and local levels are interconnected. These need to interact so that provisions at the national level and innovations at the local level inform and engage with each other. Ultimately, resilience is created at the local level, led by local authorities and largely dependent on their mandates, capacities and resources for planning and management. This process is best enabled by national planning and decision-making taking into account the needs and capacities of communities and local governments.

When comparing the reports from Sweden, Lebanon, Indonesia and Pakistan, the differences in scoring between cities and the national authorities can be observed. There are 11 comparable indicators in the National HFA Review which specifically address empowering local governments.

The national authorities of three of the four countries (Indonesia, Lebanon and Pakistan) have assessed local DRR capacities more highly than did the local governments themselves. Only in Sweden did local authorities rate their progress higher than that estimated by the national authorities.

In Sweden, most cities score higher than the national level. Sweden has a strong tradition of decentralization, with responsibility delegated to the local level. Sweden has also combined decentralization with administrative modernization, which is one possible reason for the effective implementation of risk reduction by local governments.

The municipalities in Lebanon are entrusted with a wide range of responsibilities. In practice, however, most municipalities accomplish only a fraction of these functions. This is due to a lack of clear distinction of mandates from the central government, expenditure bottlenecks, and weak fiscal and managerial capabilities. There is a wide gap between what the municipalities are allowed to do by law and what they are actually able to do.

In the case of Indonesia, a new policy of regional autonomy became effective on January 1st, 2001, but disaster management policies, including for DRR, came into effect only in the 2004-2009 and 2010-2014 Medium Term and Annual Development Plans. The major issue in Indonesia is institutional demarcation, since central, provincial and district/city level DRR roles and responsibilities are not clearly defined.

In Pakistan, the parliament introduced political reforms in 2008 that devolved political, legislative, fiscal and administrative authority to the provinces. Two landmark achievements of democratic dispensation – the 7th National Finance Commission and the 18th Constitutional Amendment – have changed the structure of governance, but the disaster management establishment were not updated in line with decentralization. The questions of resource allocation and capacity assessment will arise after Pakistan puts in place a coordinated system of disaster risk governance keeping a balance between centre, provinces and the districts.

Indonesia and Pakistan have attempted country-specific disaster management reforms in line with the Hyogo Framework for Action. However, contextual disconnects, institutional overlaps and operational gaps have adversely affected the functionality of DRR.

To conclude

In countries with a strong decentralization tradition, local governments report high capacities for disaster risk reduction and resilience.

Local governments are currently making progress mainly in organizational and institutional capacity. This is an important foundation and promises future progress in other areas.

Many indicators under Essential 2 *(assign budget and provide incentives for investment)* show very little progress, reflecting a need for effective budget allocation, financial mechanisms, and economic incentives for households and businesses.

4. HFA Implementation at the Regional Level

Monitoring progress is an essential feature of the HFA and although responsibility for this belongs primarily to national governments, some is assigned to regional and international organizations and institutions. Updates obtained about the activities of some of them highlight the organizational effectiveness of regional programmes supporting disaster risk reduction; helping develop regional collaborative centres; undertaking baseline assessments of disaster risk reduction status; coordinating reviews of progress in the region and of impediments and support needs; and helping develop regional mechanisms and capacities for disaster early warning.

The reports indicate the degree to which preparedness mechanisms and capacity building are being strengthened at the regional level, with continuing efforts made to assess and monitor regional and trans-boundary risk. A number of organizations and networks are listed that have been established to meet the demand for standardized information and accessible data on a regional basis, and also to provide early warnings.

Advances in HFA implementation at the regional level

4.1 Africa

Member states and the African Union Commission have demonstrated a continuing commitment to disaster risk reduction by implementing the **Extended Programme of Action for the Implementation of the Africa Regional Strategy for Disaster Risk Reduction (2006-2015)** and the Declaration of the Second African Ministerial Conference on Disaster Risk Reduction, held in Nairobi in April 2010. The **Africa Working Group on Disaster Risk Reduction** has been reconstituted to provide coordination and technical support to member states in implementing the Strategy and Programme of Action, and while progress has been made, considerable gaps and challenges remain; notably, building the capacity required and increasing investment to deliver concrete results between now and 2015, as is raising leveraging disaster risk reduction as a cost-effective adaptation measure for climate change.

The **African Regional Economic Communities** have made significant progress towards implementing the HFA. For example: the **Economic Community of West African States (ECOWAS)** Commission supports its members states in coping with disasters in the sub-region and in building resilience in their populations and communities, including through substantial support to national platforms for disaster risk reduction and in coordinating partnerships. The **Economic Community of Central African States (ECCAS)** has adopted a disaster risk reduction and clkimate change adaptation policy, and associated strategy and programme of action which is in aligned with the Africa Programme of Action and the HFA.

The **Southern African Development Community (SADC)**, has developed a draft disaster management policy and an integrated plan of action in which its member states and partners are involved. Similarly, the **Inter-Governmental Authority for Development (IGAD)** is the first African regional organization to make the political shift from responsive drought management to a resilience approach. National disaster risk management policies and strategies are defined in nearly all IGAD countries. The **East African Community (EAC)** works in sectors where DRR plays a key role: environment and natural resources, peace and security, conflict, and economic development. The partnership between EAC and UNISDR-ROA assists EAC in strengthening and harmonizing DRR interventions within the region.

Climate Outlook Forums are organized by all of the African **Regional Economic Commissions (RECs)** in order to promote dialogue and closer cooperation between climate scientists and disaster risk reduction managers.

In developing the programme of "Prevention and Risk Management of Natural Disasters", which assists its member states' efforts to build resilience through support to policy planning, education, habitat enhancement and hygiene in order to build resilience, the member states of the **Commission of the Indian Ocean (COI)** are actively seeking to reduce disaster risk. The draft **Regional Strategy for Climate Change Adaptation** for Western Indian Ocean Islands, which including areas related to disaster risk reduction awaits approval by COI ministerial council.

4.2 Americas

The **Central American Policy on Integrated Risk Management (PCGIR)** was approved in June 2010 and defines five areas of intervention for the region's DRR agenda: incorporating DRR in investments for sustainable development; economic development and social compensation to reduce vulnerability; the environment and climate change; territorial management, governability and governance; and disaster management and recovery. The **Centro de Coordinación para la Prevención de los Desastres Naturales en America Central (CEPREDENAC)** reports progress in scientific and technical work, territorial development, as well as implementing gender, among other DRR themes, while the **Andean Committee for Disaster Prevention and Response – CAPRADE** promotes DRR at the sub-regional level and within its Member States through the implementation of the **Andean Strategy for Disaster Prevention and Response (EAPAD)**.

The mechanism established by MERCOSUR Member States, the **Specialized Meeting for Socio-natural**

Disaster Risk Reduction, Civil Defence, Civil Protection and Humanitarian Assistance (REHU) was established in 2009 and a Technical Secretariat was established in 2012. A strategic agenda for the promotion of DRR has been formulated as a first step towards the development of a strategic plan of action.

Since the adoption of the HFA, the General Assembly of the **Organization of American States (OAS)** has enacted a series of mandatory resolutions for technical bodies of the General Secretariat to work according to the framework. Agreements and mechanisms for cooperation with the UNISDR and other international organizations have been established, and OAS agencies have implemented policies consistent with an integrated approach to risk management.

The **Strategy and Program Framework for the Caribbean Region** (CARICOM/CDEMA-CDM) incorporates Comprehensive Disaster Management (CDM) in the development processes of CDEMA member countries. The overall objective of the strategy is to organize CDM activities within a structured framework. In a similar vein, The **Enhanced CDM Strategy and Programming Framework 2007-2012** is expected to accelerate building the disaster resilience of the Caribbean Region. Likewise, the **Caribbean Risk Management Initiative (CRMI)** was designed to build risk management capacities throughout the region, providing a platform for coordinating knowledge sharing on risk management throughout the Caribbean and across language groups and cultures.

The **Association of Caribbean States (ACS) Directorate of Disaster Risk Reduction** has reviewed its Work Programme for 2012-2013 to adjust it to the HFA and is incorporating DRR as one of its programmatic priorities. The **Community of Latin American and Caribbean States (CELAC)** and the **Union of South American Nations (UNASUR)** are also prioritising DRR in their respective regional agenda.

4.3 Arab States

A significant achievement towards HFA implementation is the development and adoption of the **Arab Strategy for Disaster Risk Reduction 2020**. This Strategy is essential for strengthening disaster risk reduction actions and its accompanying framework will accelerate systematic implementation of the HFA across the region. Furthermore, the draft **Arab Framework Action Plan on Climate Change** proposes adaptation measures to reduce the risk of climate disasters, including activities to reduce the risk of natural disasters related to weather events.

Several Arab technical organizations such as the **Arab Academy for Science, Technology and Maritime Transport (AASTMT), the Arab Centre for the Studies of Arid Zones and Dry Lands (ACSAD), the Arab Organization for Agricultural Development, the Arab League Educational, Cultural and Scientific Organization (ALECSO)**, as well as the UN Economic and Social Commission for West Asia (ESCWA) and other international organizations working in the region have initiated DRR projects, applied research and capacity development programmes focusing on early warning, drought and desertification, knowledge management, and risk assessment for climate change impacts.

In 2010, a regional disaster inventories initiative was launched to institutionalize national disaster information systems in a number of countries and enable national institutions to develop risk-informed policies and investment plans, based on an understanding of historical disaster losses. Following scale-up of the initative in 2012, seven countries had established disaster losses databases, with a further two Arab countries to join in 2013.

The "Making Cities Resilient" campaign has raised awareness significantly among high-level policy advocates in the Arab region and encouraged strong engagement of local governments in many Arab States. By end of 2012 more than 270 cities and municipalities joined the Campaign and many have already initiated local DRR actions, including on raising public awareness, undertaking local assessment of capacities and gaps, and enhancing preparedness measures.

In March 2013, more than 250 representatives from the Arab States region met in Aqaba, Jordan for the first **Arab Conference on Disaster Risk Reduction**. Participants representing national governments, municipalities, private sector, civil society and UN and international partners discussed regional progress, challenges and opportunities in advancing implementation of HFA. They agreed on a common Arab position for the region's input to the international framework for disaster risk reduction (HFA2) to be developed and agreed upon by 2015. The Conference participants also committed to the **Aqaba Declaration for DRR in Arab Cities**, in which they outlined targeted actions to reduce disaster losses and protect development in Arab cities by 2017. The Declaration

included a commitment to allocate between 1% to 5% of cities' annual budgets for disaster risk reduction measures in all development sectors, strengthening institutional capacities, enhancing resilience of infrastructure and improving preparedness.

4.4 Asia-Pacific

A number of important declarations have been made. Preparing, periodically reviewing and modifying contingency plans at national and local levels is a central part of the **Beijing Declaration**, while the **Delhi Declaration** focuses on mainstreaming disaster risk reduction in national sustainable development strategies. The **Kuala Lumpur Declaration** addresses disaster risk reduction education in schools and calls for regular teacher training and technology development such as e-learning, as well as retrofitting schools and educational facilities to meet standards for disaster resistance.

The **Incheon Declaration** is the world's first regional agreement on disaster risk reduction through climate change adaptation. The conference agreed on a regional roadmap called **Incheon REMAP**, whose main objective is to build a disaster-resilient Asia and Pacific by 2015.

The 5th **Asian Ministerial Conference on Disaster Risk Reduction, 22-25 October 2012, Yogyakarta, Republic of Indonesia**, - Adopted the "Yogyakarta Declaration on Disaster Risk Reduction in Asia and the Pacific 2012". The Yogyakarta Declaration introduces a new model in that it includes also statements and commitments by ten stakeholder groups – that all participated in the preparatory work for as well as in the Conference.

Results have been mixed. Regional cooperation to address underlying disaster risks appears in ad hoc initiatives at the regional level but does not occur systematically, particularly on the issue of trans-national disasters.

Other than in a few isolated programmes, regional focus on gender issues in DRR and recognizing the role women can play show no significant progress. In addition, resource allocation and the devolution of powers for DRR are still largely limited to the national level.

Regional HFA partners in the Asia-Pacific region include the **South Asian Association for Regional Cooperation (SAARC)**, which operates within a non-binding regional framework covering disaster management, preparedness, early warning and recovery, and regional cooperation. Following its establishment in 2007, the **SAARC Disaster Management Centre (SDMC)** in New Delhi developed a **Comprehensive Regional Framework on Disaster Management** and accompanying road maps for action covering a wide range of multi-hazard risk management approaches, including the development of protocols for shared early warning systems, training, capacity building, research and documentation, and the development of tools and methodologies for community based disaster management and mainstreaming of disaster risk reduction in development.

The SDMC works with the specialised institutions of SAARC countries and beyond, and in 2012, developed the **Digital Vulnerability Atlas (DVA)** – which integrates layers of data on hazards, vulnerabilities and risks on a WebGIS platform for five SAARC member states, with the remaining three to be included in 2013. The SDMC is also developing a **South Asia Disaster Knowledge Network (SADKN)** which will connect a multitude of organisations within and outside the government to share knowledge and experiences on disaster risk management. In 2011, SAARC member states unanimously adopted the holistic framework, the **Natural Disaster Rapid Response Mechanism (NDRRM)** and which is now with member states for their ratification. The NDRRM facilitates the management of various types of trans-boundary hazards.

The **South Pacific Geoscience Commission (SOPAC)** of the **Secretariat of the Pacific Community (SPC)** coordinates DRR efforts in the Pacific region, adapting the HFA to the regional context and enshrined in the **Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015** approved by Pacific Leaders in 2005. Pacific Leaders reflect the need for improved disaster risk management practices and policies to enhance efforts for sustainable development as a key priority in their Pacific Plan, also endorsed in 2005. In supporting countries' implementation of the Framework, SPC/SOPAC and particularly the **Pacific Disaster Risk Management Partnership Network (PDRMPN)**, assisted the development of **National Action Plans for DRM (NAPs)** and more recently, the **Joint National Action Plans (JNAPs)** which address both disaster and climate change risks.

Further support for implementation in the Pacific is provided by the **Pacific Platform for Disaster Risk Management** – an annual meeting of countries and territories, development partners and donors to share

experiences and knowledge; the **Pacific Climate Change Round Table** – the key regional platform for countries and territories, donors, and regional and national organizations tackling climate change adaptation and mitigation; the biennial **Meeting of Pacific Regional Meteorological Services Directors**, as well as the **Pacific Humanitarian Team (PHT)**, established 2009.

Significant progress has been made toward creating a **Pacific Catastrophic Risk Insurance Pool (PCRAFI)** supported by trans-boundary risk assessment, including the **Pacific Risk Information System** which includes an inventory of buildings and major infrastructure for 15 countries, and a **Pacific Disaster Reserve Fund**.

The **Association of Southeast Asian Nations (ASEAN)** devised a strategy for sub-regional cooperation and for promoting multi-stakeholder partnerships known as the **ASEAN Regional Programme on Disaster Management**. It is being implemented by the **ASEAN Committee on Disaster Management**, while the Online Southeast Asia Disaster Inventory was launched in 2007 as part of the **ASEAN Disaster Information Sharing and Communication Network**.

In July 2010, ten ASEAN member states signed the **ASEAN Agreement on Disaster Management and Emergency Response (AADMER)**. This enabled key aspects of disaster risk management to be tackled by ASEAN member states through the implementation of the **AADMER Work Programme 2010-2015**, notably in strengthening sub-regional emergency response capabilities. AADMER allowed the development of the Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP) as well as the establishment of the ASEAN Emergency Rapid Assessment Team (ASEAN-ERAT). The ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX) supports the preparedness and response component of the AADMER, and the ASEAN regional emergency stock-pile (Emergency Logistic System), was inaugurated and immediately operational in 2012.

4.5 Central Asia and South Caucuses

The countries of Central Asia and the South Caucasus have succeeded in expanding cooperation between governments for technical support and capacity development in disaster risk reduction, as well as in promoting monitoring mechanisms, and systems for the exchange of information and best practice. Cooperation will soon be supported by the **Center for Disaster Response and Risk Reduction** in Almaty, which will be operational in May 2013. Jointly funded by the governments of the Republic of Kazakhstan and the Republic of Kyrgyzstan, other countries are exploring membership. Together with the regional platform, bilateral agreements for partnership and cooperation between National Platforms, the Centre will further promote regional collaboration.

Strategies for disaster risk reduction and relevant legislation have been adopted in five countries in the region. This is supported by expanding work on risk assessment and risk mapping - in some cases at the sectoral level (education, health and housing) - as well as integration within curricula and professional training programmes.

4.6 Europe

Within the **European Commission**, the DRR agenda has made significant advances on both the political and technical levels. The current political framework for EU disaster risk reduction policy has been set by two Communications adopted as a package in February 2009, one covering EU Member States and the other covering transitional countries. Since 2009 implementation of this framework has progressed, especially in the areas of risk assessment, data comparability and financing. In parallel, the European Commission continues to work on prevention, preparedness and disaster risk reduction, and is coordinating these actions to align them with the HFA. It also finances research on disaster risk management, climate change adaptation and disaster risk reduction.

The EC is also helping establish a European framework to improve the resilience of social and economic systems as well as ecosystems across Europe and in other parts of the world; reduce the vulnerability of these systems to the impacts of climate change; and ensure that critical areas such as food safety, human health, ecosystem protection, economic and social cohesion and energy supply are protected.

Recognizing the increasing importance of international coordination for effective disaster response, the EC contributes to preventing and preparing for disasters and to responding to them when they occur, especially in neighbouring countries of the European Union and in those developing countries most prone to disasters.

The 2009-2012 **EUROMED Programme on Prevention, Preparedness and Response to Natural and**

Man-Made Disasters (PPRD South) held thematic workshops with a dual focus on disaster "prevention and preparedness" and "response" and is developing a regional risk atlas and a civil protection operational manual, enabling study visits and targeted technical assistance missions as well as exchange of experts, along with public risk prevention information and awareness campaigns in interested Partner Countries.

The **Programme for the Prevention, Preparedness and Response to Natural and Man-Made Disasters (PPRD-East)** is creating a web-based regional risk atlas and preparing and distributing an operational civil protection manual.

The **EUR-OPA Major Hazards Agreement**, which has been joined by 25 countries to date, promotes multi-disciplinary cooperation between Member States to ensure better prevention, protection and organization of relief in the event of major natural or technological disasters. Trans-boundary effects of major hazards are also an important focus of the Agreement.

In 2000, the **Stability Pact for South Eastern Europe** launched the **Disaster Preparedness and Prevention Initiative (DPPI)** to help devise a cohesive regional strategy for disaster preparedness and prevention for its eleven members. Its Disaster Management Training Program (DMTP) builds capacity in regional disaster management, reflecting a shift from rescue and relief to preparedness and prevention. This shift has been accompanied by increasing collaboration with relevant ministries such as health, focusing on disaster risks.

The **South Eastern Europe Disaster Risk Mitigation and Adaptation Programme (SEEDRMAP)** was initiated in 2007 in collaboration with regional and international partners. SEEDRMAP's goal is to reduce the vulnerability of SEE countries to disasters, limiting the loss of life, property and economic productivity caused by weather extremes and other natural hazards. The programme supported the establishment of the **South Eastern Europe Catastrophe Risk Insurance Facility (SEE CRIF)**, a disaster insurance pool owned by countries, that steps in where affordable and dependable insurance is not available to protect individuals and small businesses in South Eastern Europe against material losses arising from natural catastrophes.

5. Afterword

Margareta Wahlström,
Special Representative of the Secretary-General
for Disaster Risk Reduction

The HFA review and reporting system is an invaluable source of information for national and local planners and decision- makers. It is a recommended source for guiding DRR strengthening and for identifying factors that will further reduce disaster risk. In addition, the periodic reports of the Hyogo Framework for Action have created an international baseline for assessing national capacities and preparedness in addressing disasters and crises.

While indicating important progress, these reports have nonetheless identified serious and continuing gaps, incomplete systems, and inadequate accountability. They have also brought to light the fact that most countries accord only a weak priority to using tested means and methods for protecting people's welfare and development assets. This exposes a major risk for the coming decades, since the upward trend in multiple disasters will therefore result in an accelerating loss of assets with adverse effects on public and private budgets, to say nothing of the effects on human safety.

During the period from September 2012 through March 2013, six regional conferences on disaster risk reduction have taken place, all of which included substantive consultations on what has been achieved and what is yet to be done. These conferences all made recommendations for the post-2015 disaster risk reduction instrument (see annex) that identified gaps and articulated countries' and communities' DRR priorities.

Progress in fulfilling the expectations of the HFA has been more qualitative than quantitative, residing in areas such as creating national legislative and regulatory frameworks, devising DRR mechanisms, making emergency preparedness and recovery plans, raising awareness and, overall, changing mind-sets from crisis management to risk reduction and preparedness.

More specifically, there is greater regional and sub-regional cooperation than ever before, while education programs about preparedness, resilience and safety reflect increasing innovation, both technologically and organizationally. There has also been a shift towards a multi-hazard approach to DRR in many countries, and incorporating gender issues in disaster response and recovery policies is making headway. Progress has been made as well in decentralizing DRR, giving more authority and responsibility to local communities, while knowledge sharing, both nationally and regionally, has improved. Nevertheless it is evident from the reports, as well as from other evidence, that efforts at decentralizing have yet to make a significant impact on disaster reduction at the local level.

The achievements made are essential and provide much of the necessary foundation for measurable progress in the future, but alone they are not sufficient. Principles, policies, frameworks and regulations do not apply themselves; they require sufficient resources and technical capacities for their implementation, and this is the greatest challenge noted throughout the reports. Resource mobilization and capacity building, especially at the local level, are the only way real, measurable progress can be made.

Critical to all efforts is political commitment. Countries must take ownership of DRR and engage community participation in every aspect of disaster preparedness, response, recovery and reconstruction. It is essential that this participation be inclusive, transparent and accountable if it is to be sustainable.

Finally, stronger efforts must be made to strengthen the argument that there is a positive return on investment, in human as well as financial terms, in reducing the risk factors underlying disasters. This must be demonstrated to communities in order to increase their engagement with DRR. The argument will also help generate resources both externally and internally, which will reinforce the means for achieving ever-improved public safety and resilience in the face of disasters.

Globalized disaster risk, particularly economic risk, is an example supporting this argument. With the increasing level of economic and financial interpenetration worldwide, improving the resilience of economic sectors in one country has positive repercussions on reducing the economic impact of disasters in others. It is therefore in everyone's interest to marshal global resources to bring the resilience of all countries up to the highest standard.

The consensus is clear that there should be a post-2015 instrument for DRR, as well as a widely-shared view that it should hold closely to the Hyogo Framework for Action. Many countries are just beginning to make serious progress in living up to the expectations of the HFA, and the current instrument structures their efforts. However, because the important progress made since 2005 has consisted primarily in laying the groundwork for committed, organized practical action, the renewed instrument should provide incentives for scaling up DRR activities to the point where these activities can make a perceptible material difference in peoples' lives. Achieving this will require greater outreach to local communities, including specific interventions in sectors important to human social and physical well-being.

As the post-2015 disaster risk reduction framework is being shaped in a consultative process, there will be an opportunity and a need to revise, improve and make the HFA Review and HFA Monitor even more relevant and accessible for national and local decision makers, and ensure that its monitoring is part and parcel of the instruments used to strengthen the resilience of nations and communities.

I would like to thank the individuals and institutions who, over three reporting cycles, have diligently used the HFA monitor and who, through their work, have helped improve the reporting instrument. We look forward to continuing to develop the review process and instrument to optimize its utility for the authorities and organizations that are working to reduce disaster risk.

The task ahead is monumental and will not be achieved in short order. Although progress since 2005 has been significant, it is the beginning and the foundation only. Time, patient work and increased resources will be required to turn what has been achieved into concrete results that can be shown to benefit not only country populations but, due to the trans-national character of many disasters, entire regions and ultimately the whole world.

Annex I: Regional recommendations for a post-2015 framework for disaster risk reduction (HFA2)

The following regional recommendations came out of regional consultative processes such as the Regional Platforms for Disaster Risk Reduction and the Ministerial Conferences on Disaster Risk Reduction

Africa

- Need for increased accountability and transparency in implementing disaster risk reduction through allocation of responsibility and resources to the local and community levels, through budgetary allocations from governments at the sectoral level and through an overall disaster risk reduction budget.

- A post-2015 framework for disaster risk reduction (HFA2) must be linked to the convention on climate change and sustainable development. Sustainable and equitable development and poverty reduction need to support and contribute to reducing disaster risks.

- The underlying risk factors have not been adequately addressed in the Hyogo Framework for Action (HFA) and need to be addressed strongly in its successor framework in order to build community resilience.

- Need to focus on national and international information systems on disaster risk reduction and climate change adaptation, including strong early warning systems and national disaster loss databases. Evaluation of cost-effectiveness and cost-benefit needs to be enhanced to create an incentive for decision-makers to invest in disaster risk reduction.

- Many government ministries are not aware of the HFA, therefore strong dissemination of guidance through media or other means is important in making the argument for the current and future benefits of a post-2015 framework for disaster risk reduction.

- Need to ensure that women and children have access to the resource base for disaster risk reduction, to equal rights of land tenure and to agricultural production to build long-term resilience. Youth need to be engaged in environmental protection and climate change adaptation, provided with relevant information and knowledge, given access to disaggregated age and gendered data, and empowered economically.

- Youth should be considered to be a resource base for disaster risk reduction to promote both contemporary and traditional sensitization and education, to help communities to use new technologies, to volunteer for disaster risk reduction and climate change adaptation activities, tapping into their creative and innovative ways of thinking.

- Communities need to be strongly involved in disaster risk reduction planning in order to establish trust and confidence with disaster risk reduction practitioners. Communities need local infrastructure, access to markets and services to reduce vulnerability.

- HFA2 needs to broaden stakeholder involvement and include parliamentarians, private sector and academic research institutions that can play an active role in resilience building.

- There is a need to address the conflict dimension: there is strong evidence that disasters increase the risk of conflict, and that conditions of conflict increase the vulnerability to disasters and thereby undermine resilience.

- There is a need to develop strong regional and national cooperation among stakeholders, as well as among development and humanitarian actors in order to achieve long-term resilience, and enable an environment where early warning leads to early action.

- HFA2 should enable disaster risk reduction to be fully recognized as a development issue and facilitate funding to support disaster risk reduction activities.

Americas

- A post-2015 framework for disaster risk reduction should consider lessons learned in areas of public policy, disaster risk reduction financing and territorial development.

- This framework should strengthen programmes concerned with education, scientific research and technological development at all levels and among all sectors. It should also incorporate traditional and local knowledge into risk reduction and disaster resilience practices.

- It should encourage private sector involvement; link academics, science and technology to social demands for sustainability and disaster risk reduction; and recognize the role of women and children in resilience building.

- HFA2 should be aligned with different global mechanisms for sustainable development (MDGs

and post-2015 development agenda, UNFCCC and its main decisions related to adaptation to climate change, Rio+20 Declarations).

- Integrate disaster risk reduction into sectors particularly those that emphasize disaster risk reduction in both private and public investment projects (finance).

- Strengthen local government decentralization processes by improving regulations, creating mechanisms for resource use, and providing monitoring and accountability instruments to guarantee law enforcement.

- Provide better coordination between the government and civil society (concerning both their rights and corresponding responsibilities) at all decision-making levels, and implement public policies that reinforce spreading financial resources to the local level

Arab States

- A post-2015 framework for disaster risk reduction needs to consider the importance of climate resilience, focusing on drought and water challenges. It must also strengthen infrastructure to mitigate flash floods and seismic risk, improve urban risk management and promote legislative and regulatory mechanisms, e.g. building codes and land-use planning.

- This framework should include performance indicators and stronger monitoring systems for improving governance and accountability mechanisms for disaster risk reduction, ensuring that governments across the region can quickly identify gaps and emerging new threats from climate change and other sources.

- Drought resilience should be emphasized since drought threatens the very existence of parts of the population in the Arab States.

- Progress and gaps in implementing the current HFA should be thoroughly evaluated; the development of a strong post-2015 framework for disaster risk reduction should build upon this assessment.

- HFA2 must adopt a multi-stakeholder approach and ensure that all key ministries are engaged, including finance, planning and other key sectors. Disaster risk reduction should become a top priority at the highest level of government, while transparent monitoring and reporting should be institutionalized.

- HFA2 needs to establish national risk financing strategies with budgets for disaster risk reduction allocated both nationally and locally, while promoting financing mechanisms like the 'Islamic Cooperative Insurance' along with tax restructuring and private sector incentives.

Asia & The Pacific

- The region should participate fully in the consultations now underway worldwide to mainstream disaster risk reduction in the post-2015 Development Agenda and to provide input for developing a new post-2015 framework for disaster risk reduction.

- This framework should identify accountability measures for more effective implementation, encourage stronger political commitment at all levels, and further awareness, education and public access to information, while promoting improved governance.

- There is need to promote resilient investments and allocate resources, especially for building local capacity. The approach to this should be bottom-up.

- The framework needs to increase the commitment of public leaders to disaster risk reduction, strengthen the legislative framework and put in place quality control and assurance systems.

- The framework needs to emphasize implementing long-term technology capacity building programmes and initiatives, and to incorporate disaster risk reduction in medical and technical studies, as well as in education generally.

- Strengthening risk pooling, disaster risk reduction financing, and resilience building need to be emphasized.

- HFA2 needs to strengthen the role of women in disaster risk management decision making, committing partners to use the gender checklist and other appropriate tools developed in the region as disaster risk reduction course materials.

- The framework must recognize and strengthen the significant role of persons with disabilities

in all levels of disaster risk management, including decision making, coordination and implementation, with an emphasis on encouraging the National Disaster Management Offices to work closely with national organizations to support disabled persons, relying on the Pacific Disability Forum as the regional coordination body.

- HFA2 should stress the added value of science in decision-making and reaffirm that disaster risk management and climate change adaptation must be integrated within the context of countries' adaptive capacities. Countries' efforts must be supported for making their disaster risk management National Action Plans (NAPs) and other adaptation plans operational.

- HFA2 should emphasize the need to improve the hazard and risk models to address local level disaster risk management and climate change interventions. It must help implement disaster risk financing mechanisms to improve liquidity post-disaster by, for instance, developing and strengthening trust funds.

- People-focused, end-to-end early warning systems must remain a priority for post-2015 integrated disaster risk management and climate change strategy. There is also a need to investigate slow-onset and non-natural hazards.

- Locally developed institutional arrangements / frameworks are needed to guide community-based disaster risk management initiatives, articulating the roles and responsibilities of communities as well as local and national authorities. A code of conduct for partners should be devised and vulnerable groups should be considered and included.

- HFA2 should integrate the management of disaster risk, climate change and water and sanitation. This would be far more effective than individual sector approaches, just as Integrated Water Resources Management (IWRM) provides an important mechanism for bringing together disaster, climate change and water management.

Europe

- A post-2015 framework for disaster risk reduction needs to link disaster risk reduction, resilience and sustainable development.

- Success measurement should be based on targets, indicators and baselines in order to guide implementation. There needs to be clear methodologies for risk assessments and for making enhanced disaster risk information available to the public.

- The framework needs to clarify responsibilities, enhancing political commitment and accountability among different national institutions and ministries, while incorporating disaster risk reduction in finance, planning, development and sector-based institutions (e.g. health, education, agriculture).

- Minimum standards or principles concerning disaster risk reduction are required in order to enhance accountability. There is a need to clarify the different, interconnected responsibilities of the local, national, regional and global levels.

- The framework should be formulated in accessible language that is simple to use, and should focus on increasing disaster risk reduction awareness, education and transparency. An example would be to publish flood risk maps for the public.

- The framework should recognize technological hazards (such as the Fukushima emergency) when addressing vulnerability and building disaster resilience.

Annex II: List of reporting countries and organisations

Of the 191 national authorities / HFA Focal Points included in the HFA Monitor tool, a total of 146 countries have participated in at least one cycle of the HFA Review since 2007.

At the time of writing[1], 101 countries had submitted either an interim or final national report of the 2011-2013 HFA Progress review, with a further 35 work in progress. The countries which reported since 2007 using the online monitor facility are:

Afghanistan, Algeria, Angola, Anguilla, Antigua and Barbuda, Argentina, Armenia, Australia, Bahrain, Bangladesh, Barbados, Belarus, Bhutan, Bolivia, Botswana, Brazil, British Virgin Islands, Brunei Darussalam, Bulgaria, Burkina Faso, Burundi, Cambodia, Canada, Cape Verde, Cayman Islands, Chile, China, Colombia, Comoros, Cook Islands, Costa Rica, Côte d'Ivoire, Croatia, Cuba, Czech Republic, Djibouti, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, Fiji, Finland, France, Gambia, Georgia, Germany, Ghana, Greece, Grenada, Guatemala, Guinea, Guinea Bissau, Haiti, Honduras, Hungary, India, Indonesia, The Islamic Republic of Iran, Italy, Jamaica, Japan, Jordan, Kazakhstan, Kenya, Kiribati, Kyrgyzstan, Lao People's Democratic Republic, Lebanon, Lesotho, Madagascar, Malawi, Malaysia, Maldives, Mali, Marshall Islands, Mauritania, Mauritius, Mexico, Federated States of Micronesia, Moldova, Monaco, Morocco, Mozambique, Myanmar, Namibia, Nauru, Nepal, The Netherlands, New Zealand, Nicaragua, Niger, Nigeria, Niue, Norway, Pakistan, Palau, Palestine, State of, Panama, Papua New Guinea, Paraguay, Peru, Philippines, Poland, Portugal, Republic of Korea, Romania, Rwanda, Saint Kitts and Nevis, Saint Lucia, Samoa, Senegal, Serbia, Seychelles, Sierra Leone, Singapore, Slovenia, Solomon Islands, Sri Lanka, Swaziland, Sweden, Switzerland, Syria, Tajikistan, Thailand, The Former Yugoslav Republic of Macedonia, Timor Leste, Togo, Tonga, Trinidad and Tobago, Turkey, Turks and Caicos Islands, Tuvalu, Uganda, United Kingdom, United Republic of Tanzania, United States of America, Uruguay, Uzbekistan, Vanuatu, Venezuela, Viet Nam, Yemen, Zambia. Albania and Spain reported using different formats.

Regional organizations and initiatives that provided information are: the Arab Maghreb Union, the African Union Commission, the Common Market for Eastern and Southern Africa, the Economic Community of Central African States, the Economic Community of West Africa States, the Inter-Governmental Authority on Development, the Indian Ocean Commission, the Southern African Development Community, the Caribbean Disaster Emergency Management Agency, Comité Andino para la Prevención y Atención de Desastres, Centro de Coordinacion para la Prevención de los Desastres Naturales en America Central, the Organization of American States, the Arab Academy for Science, Technology and Maritime Transport, the Arab Centre for the Study of Arid and Dry Lands, the Arab Organization for Agricultural Development, the Arab Labour Organization, the Arab League's Educational, Cultural and Scientific Organization, the Council of Arab Ministers Responsible for the Environment, the League of Arab States, the Organization of the Islamic Conference, the Association of Southeast Asian Nations, the South Asian Association for Regional Cooperation, the Applied Geoscience and Technology Division of the Secretariat of the Pacific Community, the Council of Europe (EUR-OPA Major Hazards Agreement), the European Commission, the Disaster Preparedness and Prevention Initiative for South Eastern Europe, the Regional Cooperation Council for South Eastern Europe, the European Forum for Disaster Risk Reduction and A European Network of National Platforms[2].

1 April, 2013

2 This network includes the following National Platforms and Actors: German Committee for Disaster Reduction (DKKV), l'Association Française pour la Prévention des Catastrophes Naturelles (AFPCN), Polish Platform for Natural Disaster Reduction and the Czech Republic National Platform.

Annex III: Acronyms and Abbreviations

AADMER	Asian Agreement on Disaster Management and Emergency Response
AASTMT	Arab Academy for Science, Technology and Maritime Transport
ACMAD	African Centre for Meteorological Application for Development
ACS	Association of Caribbean States
ACSAD	Arab Center for the Studies of Arid Zones and Dry Lands
ASEAN	Association of Southeast Asian Nations
AU	African Union
AUC	African Union Commission
CAPRADE	Comité Andino Para la Prevención y Atención de Desastres
CBO	Community based organization
CDEMA	Caribbean Disaster Emergency Management Agency
CDM	Comprehensive Disaster Management
CELAC	Community of Latin American and Caribbean States
CEPREDENAC	Centro de Coordinación para la Prevención de los Desastres Naturales en America Central
CRMI	Caribbean Risk Management Initiative
CSO	Civil society organization
COI	Commission of the Indian Ocean
CRMI	Caribbean Risk Management Initiative
DPPI SEE	Disaster Preparedness and Prevention Initiative for South Eastern Europe
DRM	Disaster risk management
DRR	Disaster risk reduction
EAC	East African Community
EAPAD	Andean Strategy for Disaster Prevention and Response
ECCAS	Economic Community of Central Africa States
EC	European Commission
ECOWAS	Economic Community of West African States
EU	European Union
EUR-OPA	Council of Europe European and Mediterranean Major Hazards Agreement
HFA	Hyogo Framework for Action 2005 – 2015: Building the Resilience of Nations and Communities to Disasters
HFA2	Post-2015 framework for disaster risk reduction
IGAD	Inter-Governmental Authority on Development
JNAP	Joint National Action Plan

LAS	League of Arab States
MDGs	Millennium Development Goals
NAP	National Action Plan for DRM
NGO	Non-governmental organization
NP	National platform
OAS	Organization of American States
PCGIR	Central American Policy on Integrated Risk Management
PDRMPN	Pacific Disaster Risk Management Partnership Network
PCRAFI	Pacific Catastrophic Risk Insurance Pool
PPRD-South	EUROMED Programme on Prevention, Preparedness and Response to Natural and Man-made Disasters
RCC SEE	Regional Cooperation Council of South East Europe
REC	Regional Economic Commission
REHU	Specialized Meeting for Socio-natural Disaster Risk Reduction, Civil Defense, Civil Protection and Humanitarian Assistance
SAARC	South Asian Association for Regional Cooperation
SADC	South African Development Community
SADKN	South Asia Disaster Knowledge Network
SDMC	SAARC Disaster Management Centre
SEE CRIF	South Eastern Europe and Caucasus Catastrophe Risk Insurance Facility
SEEDRMAP	South Eastern Europe Disaster Risk Mitigation and Adaptation Programme
SOPAC	Applied Geoscience and Technology Division of the Secretariat of the Pacific Community
SPC	Secretariat of the Pacific Community
TCIP	Turkish Catastrophe Insurance Pool
UNASUR	Union of South American Nations
UNDP	United Nations Development Programme
UNFCCC	UN Framework Convention on Climate Change
UNISDR	UN Office for Disaster Risk Reduction
WCDR	World Conference on Disaster Reduction

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