

5.2.5 Hyogo Framework Priority for Action 5: Strengthen disaster preparedness for effective response at all levels

At times of disaster, impacts and losses can be substantially reduced if authorities, individuals and communities in hazard prone areas are well prepared and are equipped with the knowledge

and capacities for effective disaster preparedness and response. Figure 5.10 shows the average progress towards the four indicators for this priority for high-, medium- and low-income countries, and the average progress by region. Table 5.6 details the challenges and progress reported.

Figure 5.10 :
Average progress towards indicators for Priority for Action 5 by income class and region

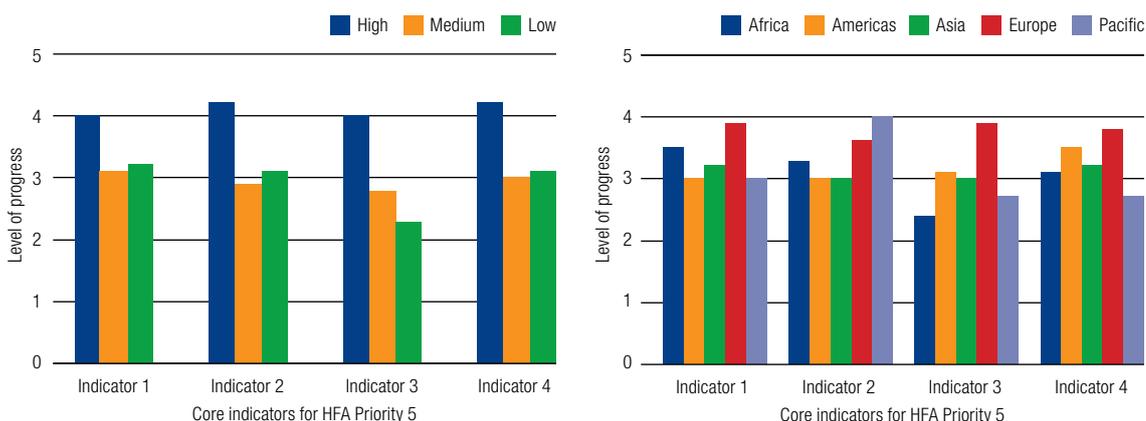


Table 5.6:
Challenges and progress reported for HFA Priority for Action 5: Strengthen disaster preparedness for effective response at all levels

Indicators	Challenges reported	Progress reported: trends and examples
Indicator 1 Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective, are in place.	<ol style="list-style-type: none"> 1. Countries report a lack of appropriate policies and legislation for disaster risk management with a decentralized allocation of capacities and resources. 2. While a disaster risk reduction perspective has been introduced into the language of many national disaster management institutions and into a range of activities, in practice it is usually consistent with a shift in emphasis from response to preparedness and from an ad hoc to a planned approach, complemented by specific investments in hazard mitigation, for example the construction of river defences. 3. Needs identified in this area include increased and permanent budgetary allocation and financial support, resources, and capacity development, particularly at the local level. Some countries still report a lack of political commitment to move the focus from emergency response towards disaster risk reduction. Germany and Norway explicitly note the integration of disaster risk reduction measures. 	<ol style="list-style-type: none"> 1. All countries, and particularly those in Asia and the Americas, report overall progress in strengthening their capacities to manage disaster risks. 2. The Government of Saint Lucia has worked with the World Bank to strengthen DRM capacities since 1998. Over the past ten years, two of its projects have reduced the country's vulnerability through a range of investments in risk mitigation activities, including the construction of sea defences, the reinforcing and retrofitting of key infrastructure and strengthening the capacity of the National Emergency Management Office. 3. Most countries in Africa report the establishment of institutions for disaster management and deem capacities and mechanisms 'sufficient', but with scope for improvement. 4. UNOCHA³⁰ has been promoting disaster preparedness and prevention at the national, regional and global levels through its initiatives with the Capacity for Disaster Risk Reduction Initiative and the Guidance and Indicator Package for Implementing Priority Five of the Hyogo Framework for Action with UNISDR, among other activities.

Indicators	Challenges reported	Progress reported: trends and examples
<p>Indicator 2</p> <p>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.</p>	<ol style="list-style-type: none"> Emergency plans exist in all countries but the extent to which they are implemented systematically at all levels varies widely. Drills and simulations occur but not methodically nor necessarily in all areas. There is a need to systematize experiences, coordinate efforts at the different levels to ensure consistency in carrying out simulations, as well as for developing and/or updating contingency plans. Major weaknesses are identified in local capacities in many high risk areas, in the absence of methodical and regular drills and simulations, outdated contingency plans, and a lack of accountability. 	<ol style="list-style-type: none"> Italy reports that a National Civil Protection Fund has been set up, with the allocation of regional funds and contingency mechanisms. Syria reports that contingency plans are available for all administrative levels and field training is conducted by using crisis management techniques listed in contingency plans. The training is evaluated in order to identify strengths and weaknesses. Progress reported from Mozambique shows that the implementation of plans has as much to do with political will and good organization as with the availability of financial resources. Following a regional survey, the WHO Office for the Eastern Mediterranean Region has developed a model for planning emergency preparedness and risk reduction programmes, with community capacity enhancement as the ultimate goal. Broad goals and specific skills for local disaster planning programmes have been identified. Training tools on emergency preparedness, response and recovery for use in community-based intervention areas are being developed. An optimum package for risk reduction, emergency preparedness and response is in development. A multi-hazard and risk atlas is being developed.
<p>Indicator 3</p> <p>Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.</p>	<ol style="list-style-type: none"> Experience with contingency funds is varied. Governments may use the funds to cover other contingencies or budget deficits, while they are often insufficient to cover the response and recovery costs of a large-scale disaster. Emergency programmes are often dependent on external funds because those allocated at the national level are ad hoc or, in some countries, no core funding is allocated for such contingencies. Often, government responsibility for household level disaster loss is not explicitly defined, which is a major obstacle to the development of insurance-based mechanisms. In particular, small scale recurrent losses associated with extensive risk may not be addressed at all. Across much of Africa, Asia and the Americas, countries still have to rely on unpredictable international humanitarian assistance to address response and recovery needs. 	<ol style="list-style-type: none"> Some countries report the establishment or existence of contingency funds. In Africa, for example, Kenya, Malawi, Mozambique, Seychelles, South Africa and Tanzania, report the existence of a fund, as do a number of countries in the Americas (Colombia, Costa Rica and El Salvador) and in Asia (Iran, the Philippines) and the Pacific (Australia, New Zealand). In Bolivia, 0.15% of the national budget is dedicated to a contingency fund. It is important to highlight that disaster risk reduction, however, requires sustainable ongoing investments not dependent on emergencies. Insurance and new mechanisms such as catastrophe pools and bonds are now being increasingly adopted in upper middle-income countries in order to replace traditional relief and reconstruction funding from government and international sources. Mexico has issued a catastrophe bond to provide a funding mechanism for response and recovery in the case of a major earthquake. Such mechanisms are an emerging good practice that will be examined in greater detail in the next chapter.
<p>Indicator 4</p> <p>Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews.</p>	<ol style="list-style-type: none"> Overall progress in this area is often a result of ad hoc initiatives rather than institutionalized practices or strategies per se. In the recent past, there has been increased recognition of the need for coordination on information management and dissemination functions in post-disaster scenarios. However, it has been challenging to coordinate information both within and between multilateral organizations such as the UN and the World Bank, and the national authorities responsible for disaster management, relief, recovery and rehabilitation. 	<ol style="list-style-type: none"> Ghana has established a website and regions are linked by VHF radio. Kenya has put in place a National Disaster Operation Centre. The Mauritius Meteorological Centre has established an effective communication system for use during disasters. These achievements, however, may refer to emergency communication rather than information management in a broader sense. The Marshall Islands report that securing resources for continuous information exchange is a challenge.

Indicators	Challenges reported	Progress reported: trends and examples
Indicator 4 continued	<ol style="list-style-type: none"> 2. Standardized information systems, protocols and procedures for information management need to be in place before disasters occur and must be able to manage damage and loss information, and recovery-need information, as they arise. 3. Evaluations, such as a recently completed study of the ten years following Mitch in Central America by the World Bank³¹, show how both affected countries and donors alike may quickly forget about commitments made in the aftermath of a regular disaster. Frequent post-disaster evaluations with broad stakeholder participation are therefore critical to promoting greater accountability. 	<ol style="list-style-type: none"> 2. Post-disaster evaluation is becoming more widespread, highlighted by the experience of the Tsunami Evaluation Coalition. 3. Countries such as Armenia and Turkey report taking into account the experiences of past disasters to prepare emergency response plans, development and research projects, purchase new equipment, and educate and train members of rescue and relief forces, as well as the public. 4. In Jamaica, information and lessons learnt are shared and communicated through reports from all sectors after a disaster event.