

**Summary Report on the Post-HFA Consultation  
National  
20 – 31 August 2012, Apia, Samoa**

**Key Points:**

1. Samoa is in favour of integrating DRM and CCA at the implementation level through joint programming, not supporting integration at a policy and institutional level.
2. Greater focus on implementation of community level activities and lesser focus on policy and planning as much progress has already been made in DRM governance.
3. Need for a dedicated government budget for community-level DRR and CC activities
4. Improve understanding of DRR and climate change among government planners to enhance recognition of DRR and CC as a core government development function. Reinforce the integration of DRR and CC into development planning and reporting through regular formal reminders during the annual planning cycle. Strengthen accountability through improved community monitoring and participation.
5. Developed countries to pay for the negative impacts of climate change on small island countries as climate change is viewed as having its origins in developed world.
6. Need to strengthen the governance capacity
7. Strengthen the integrity of the development consent process and EIAs, and the provisions for disaster and climate risk assessment. Challenge is the political expediency in the distribution and design of infrastructure development.
8. Increase support for 'soft' coastal protections measures as opposed to sea walls
9. Support for the under-resourced Disaster Management Office in terms of core operating budget and equipment
10. Need for awareness raising on and dissemination of regional and global DRR and climate change frameworks at national level

**Background**

The 'Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters' expires in 2015. The United Nations General Assembly Resolution 66/199, requested UNISDR to facilitate the development of a post-2015 framework for disaster risk reduction to be considered at the World Conference of Disaster Reduction in Japan in 2015. The consultations aim to review success and lessons learned, as well as

identify challenges and solutions in building the resilience of nations and communities to disasters. The consultations will be participatory and inclusive in order to ensure extensive and active participation of stakeholders.

In 2011 the Pacific region endorsed the development of an integrated regional strategy for Disaster Risk Management (DRM) and Climate Change (CC) by 2015 at a series of Pacific regional meetings. The integrated regional strategy is to succeed the existing Pacific Disaster Risk Reduction and Disaster Management Framework for Action (RFA) and the Pacific Islands Framework for Action 2006 – 2015 (PIFACC) which is guided by the UNFCCC. The process towards developing this strategy is commonly referred to as the 'Roadmap'.

In the Pacific, the Roadmap process will provide regional and national inputs to the global consultations on the post-2015 framework for DRR.

### **Scope of Consultation**

The national consultation for a post-2015 framework for DRR was closely aligned with the 2011-2013 national HFA progress review which also contributed to the development of the integrated regional strategy for DRM and Climate Change, development of the Joint National Action Plans (JNAPs) for DRM and Climate Change and the development of Country Implementation Plans for the Pacific ACP States in respect of the EDF10 ACP-EU Natural Disaster Facility.

UNISDR, SPC/SOPAC and SPREP jointly supported the national HFA progress reviews in 2012 in the Pacific. UNISDR and SPC/SOPAC provided consultants to facilitate the progress reviews and multi-stakeholder consultations in countries. Funding was made available for the workshop as well as technical support and guidance from both offices.

This summary report is based on a report by a UNISDR consultant Mr Herman Timmermans.

### **Key points from the discussion**

#### **Current Levels of Awareness & Understanding**

Levels of awareness and understanding of the RFA and HFA were limited. Only about 1/3 of participants had heard of the frameworks and only those working for the NDMO had more detailed knowledge of them.

As participants at the multi-stakeholder workshop were members of Samoa's multi-agency Disaster Advisory Committee (DAC) there was a greater awareness and understanding of disaster risk management and climate change adaptation and mitigation at the conceptual level.

Participants felt that Samoa was very active in disaster risk management and climate change as evidenced by the many programmes and projects being implemented (or in the pipeline).

#### **Achievements, Challenges and Opportunities**

*Achievements include:*

- Strengthening of disaster risk management legislation (Disaster and Emergency Management Act (2007))
- Development of a National Disaster Management Plan (NDMP) in 2006 and revised on 2011 that includes significant guidance on DRR as well as institutional arrangements
- Development of a 5-year National Action Plan for Disaster Risk Management (DRM NAP) in 2011
- Upgrade of the Disaster Management Office to a fully-fledged 'division' in 2012
- Upgrade of tsunami early warning system, planning of evacuation routes and signage.
- Development of Coastal Infrastructure Management Plans (CIM Plans) for all coastal districts in Samoa. The CIM plans contain local assessments of flooding and coastal erosion, and provide maps of Coastal Erosion Hazard Zones and Coastal Flooding Hazard Zones.
- Climate Change achievements include baseline research and reporting to the UNFCCC as well as the development of a National Adaptation Programme of Action in 2004. A number of projects have already taken place, are current, or are in the pipeline to address implementation of the NAPA.
- Joint programming of disaster risk management and climate change at the community level

*Factors contributing to these achievements include:*

- Growing political appreciation for the importance of disaster risk reduction and climate change.
- Increased engagement of regional and international development organisations on issues of disaster risk management and climate change.
- Multi-sector nature of disaster risk management and climate change ensured that awareness of these issues was raised in a broad range of national agencies, mostly through their sectoral channels of regional and international cooperation.
- Importance attributed to disaster risk management and climate change as a development issue at the regional and international level.

*Major challenges include:*

- Disaster Management Office is under-resourced in terms of core operating budget and equipment.
- Integrity of the Development Consent Process and EIAs – too many questionable developments still taking place.
- No dedicated government budget for community-level DRM and CC activities
- Weaknesses in governance capacity
- Lack of support for 'soft' coastal protection measures as opposed to sea walls/
- Political expediency in the distribution and design of infrastructure development

*Factors contributing to these challenges include:*

- In a highly competitive environment, government planners do not see DRM and CC as a core government development function, preferring to rely on funding from development partners.
- Climate change is viewed as having its origins in developed countries with the feeling being that developed countries should pay for the negative impacts on small island countries.
- DRM and CC are exploited for political gain – politicians are quick to respond after a disaster, often with unrealistic promises of assistance.

#### *Integrated regional strategy for DRM and Climate Change*

Samoa stakeholders were not in favour of combining DRM and Climate Change in a successor arrangement to the RFA and HFA. They are comfortable with the current institutional and policy division between the two fields and believe that integration can be meaningfully achieved through joint programming as is happening in Samoa. Samoa has a DRM National Action Plan (NAP) and a Climate Change National Adaptation Plan of Action (NAPA) and is not supportive of current regional trends to develop 'joint' DRM and CCA NAPs, or JNAPs.

#### *Significant elements for DRM and Climate Change that should be addressed in the integrated regional strategy in 2015*

Samoa is in favour of a greater focus on implementation of community level activities, and a lesser focus on policy and planning (mainstreaming), as they felt that much progress had been made in the area of DRM governance.

### **Disaster/Climate and Development**

#### *Understanding of the relationship between disasters and development*

Participants had a good understanding of the relationship between disasters and development as well as their vulnerability as a small island state. Awareness of this vulnerability increased significantly after the Samoan Tsunami of 2009 in which 143 people lost their lives. However, Samoa's engagement with disaster risk reduction and mitigation began in 2001 with the first Infrastructure Asset Management Programme (IAMP) which later resulted in the drafting of Coastal Infrastructure Management Plans for all districts. Samoa has a dedicated authority responsible for land use management, EIA and Development Consent Processes have been in place since the passing of the Planning and Urban Management Act in 2004.

#### *Development sectors that have been most affected by disaster*

Key disasters that have taken place in Samoa include the impacts of Cyclone Ofa and Cyclone Val in 1990 and 1991 respectively, as well as the Tsunami of 2009. 8 people lost their lives during Cyclone Ofa, 195000 people were affected and the cost to the economy was 200 million USD. 13 people lost their lives during Cyclone Val, 88000 people were affected and

the cost was 278 million USD. 143 people lost their lives during the 2009 Tsunami, 5000 were affected and the recovery cost 22.5 million USD.

Infrastructure (roads, water systems, drainage, buildings), agriculture and tourism were the sectors most affected by the above disasters. Over 70% of the population resides along the coast, and it is these coastal locations, and the accompanying infrastructure, that are most at risk during cyclones and tsunamis. Tourism infrastructure is also primarily located along the Samoan coastline. Much of this infrastructure takes the form of family owned 'beach fales', which are rudimentary accommodation structures close to the water. Agricultural production is at risk to the gale-force winds and flooding that accompanies cyclones. Agricultural production closer to the coast has in the past been negatively impacted by seawater intrusion.

*Successes in mainstreaming disaster and climate risk into development planning and sectors, providing examples?*

While progress has been made in the mainstreaming of disaster and climate risk into development planning and sectors, the exact level of mainstreaming is currently unknown. There is a climate change project which is currently conducting a thorough analysis of the level of DRM and CC mainstreaming. Sectors active in this regard are the social development sector, forestry, water, infrastructure development and environment.

#### **Accountability and Governance**

*Responsibility for implementation of the RFA and PIFACC at national level*

The Disaster Management Office and the Climate Change Office of the Ministry of Natural Resources and Environment is responsible for implementation of the RFA and PIFACC. These responsibilities were allocated to them by national government and they are also the respective focal points for SPC/SOPAC and SPREP.

*Responsibility for integrating disaster and climate related risks into development planning and budgetary processes at national, sub national and local/community level*

While the DMO and the CCO are responsible for coordination, the legal responsibilities for disaster risk reduction are shared between a number of agencies. A list of these organisations and their respective statutory and non-statutory obligations are contained in the National Disaster Management Plan. Key agencies include: Ministry of Natural Resources and Environment, Ministry of Works, Transport and Infrastructure and Ministry of Women, Social and Community Development, and Ministry of Finance.

*National governance structure of disaster risk management and climate change*

Governance of disaster risk management comprises a National Disaster Council, a Disaster Advisory Committee and sub-committees, and a National Disaster Management Office. Climate change is coordinated by a Climate Change Country Team and is managed by a

Climate Change Office. Both the Disaster Management Office and the Climate Change Office are in the Ministry of Natural Resources and Environment.

*Transparency, accountability and decentralization of DRM and Climate Change as part of development policy and strategy*

Transparency is promoted through an inclusive approach that includes a 53 member strong Disaster Advisory Committee reporting to a National Disaster Council. Accountability is built into existing governance reporting systems as required by the Public Service Commission and Treasury. Decentralisation is promoted through project implementation in villages. Local governance structures are required by DRM legislation to develop DRM village plans. DRM and CC governance supports the implementation of the DRM National Action Plan and the National Adaptation Programme of Action.

*What needs to be done to incorporate accountability in DRM and Climate Change in development planning and practices at national and local level?*

The requirement to integrate DRM and Climate Change thinking into development planning and reporting could be reinforced through regular formal reminders to each ministry and agency at appropriate times during the annual planning cycle. Accountability could also be strengthened through improved community monitoring and participation.

**Linking DRM and Climate Change**

*Progress in linking DRM and Climate Change*

In Samoa, disaster risk management and climate change adaptation is linked at the implementation level through joint programming. Samoa does not have any 'joint' policy or action plan and is not planning to develop one. . The government sentiment is that it is preferable to keep disaster risk management and climate change as independent entities given their history of separate development. The DRM and CC authorities are more focused on ensuring that joint programming takes place during implementation. However, institutional linkages between disaster risk management and climate change can be strengthened.

*Integrating disaster/climate risk assessment into land use and planning?*

Samoa has a relatively sophisticated system of screening development proposals by relevant agencies for negative social and environmental outcomes. However there is a need to strengthen the provisions for disaster/climate risk assessment.

The primary means of regulating development in Samoa is through land use planning under the Planning and Urban Management Act (2004) which promotes the sustainable use, development and management of natural and physical resources. One of the 19 criteria of the 'development consent process' provides for consideration of natural hazards such as flooding, earthquake, cyclone, subsidence, slip, drainage and erosion. Environmental Impact Assessment Regulations were introduced in 2007. A Code of Environmental Practice was

introduced in 2006 to define methods and/or procedures to be followed by consultants, designers and contractors for the avoidance or mitigation of adverse environmental effects that may arise out of infrastructure development projects or maintenance work.

#### *Integrating disaster/climate risk into urban planning and development*

Disaster and climate risk relating to human settlements is mitigated by a combination of building codes, drainage plans and maintenance, river bank protection and channel deepening, spatial planning, and standards for roads, road reserves, drains, bridges and seawalls falling under the Land Transport Authority Act 2007 and the Ministry of Works Act 2002.

The Planning and Urban Management Agency (PUMA) is the agency responsible for urban planning, including the planning of new settlement areas.

The Coastal Infrastructure Management Strategy (CIM Strategy) is another important piece in the statutory architecture governing the planning of human settlements that takes disaster risk into account. The CIM Strategy strives to promote better coastal infrastructure management at a national, district and local level, on issues relating to coastal hazards, protection of the environment and promotion of sustainable coastal development all in the context of improving resilience to natural hazards. CIM Plans have been developed for all of Samoa's coastal districts. The CIM Plans lay out a series of solutions for a range of issues, including: road and drainage networks, power supply and distribution, water supply, and emergency plans.

#### **Upcoming Events /opportunities for further consultations**

- Joint Meeting of the Pacific Platform for Disaster Risk Management and Pacific Climate Change Round Table, 8-12<sup>th</sup> July 2013, Nadi, Fiji

The broad objective of the joint meeting is to progress discussions on the development of an integrated Pacific regional strategy for Disaster Risk Management (DRM) and Climate Change as part of the 'Roadmap' process endorsed by the Pacific region in 2011. The meeting provides an opportunity for the countries and other stakeholder groups to contribute to the formulation of the integrated regional strategy. The outcomes of the meeting will also contribute to the consultations on the global post-2015 framework for disaster risk reduction and the post-2015 development agenda.

The Joint Meeting is co-convened by the Secretariat of the Pacific Community (SPC), United Nations Office for Disaster Risk Reduction (UNISDR) and Secretariat of the Pacific Regional Environment Programme (SPREP).

Annex one: Participants list of the multi-stakeholder workshop

<b>ORGANISATION</b>	<b>NAME</b>
1. Land Transport Authority	Rusetaneti Taaloga
2. Land Transport Authority	Tuisega Lui
3. Ministry of Agriculture & Fisheries	Faletoi Sunai
4. Ministry of Commerce, Industry and Labour (Occupational Health and Safety)	Tuialii Sonny Tuilagi
5. Ministry of Commerce, Industry and Labour	Si'ili'ili Aumualsaia Lameko
6. Ministry of Communication & Information Technology (Policy & Planning)	Leuelu Setu
7. Ministry of Health	Victoria Faasili
8. Ministry of Health	Gualofa Matalavea Saaga
9. Ministry of Police & Prison	Lemamea Sua Tiumalu
10. Ministry of Police & Prison	Tagaololosefatu Wright
11. Ministry of Prime Minister & Cabinet	Muelu Meutoga
12. Ministry of Natural Resources & Environment (Water Resources Division)	Suluimalo Amataga Penaia
13. Ministry of Finance	Oscar Malielegaoi
14. Ministry of Women, Community & Social Development	Leituala Kuiniselani Toelupe Elisara
15. Ministry of Women, Community & Social Development (Division for Women and Children)	Vaiali Iosua
16. Ministry of Women, Community & Social Development (Division for Internal Affairs)	Tupa'i S. Posese
17. Petroleum Products Supplies	Tutoatasi Setu
18. Samoa Fire & Emergency Services Authority	Tipaula Laupue
19. Samoa Quality Broadcasting	Tilomai Poloie
20. Samoa National Health Service	Leutogi Teo
21. Samoa National Health Service	Leota Vaitoelau
22. Samoa National Health Service	Ana Akapo



23. Samoa National Health Service	June Scanlan Lui
24. Samoa Airport Authority	Ane Salanoa
25. Samoa Ports Authority	Ielome Mulumulu
26. Samoa Red Cross Society	Francisco Fido
27. Samoa Red Cross Society	Lemau. A.M. Afamasaga
28. Samoa Shipping Corporation	Mataia T. Maafi
29. Adventist Development and Relief Agency	Virginia Pycroft
30. Adventist Development and Relief Agency	Fuatino Ah Wai
31. Samoa Umbrella for NGOs (SUNGO)	Roina Faatauvaava-Vavatau
32. Samoa Umbrella for NGOs (SUNGO)	Raymond C. Voigt
33. New Zealand High Commission	Christine Saaga
34. Office of The Regulator	Eteuati Eteneti
35. National University of Samoa	Henry Simi
36. National University of Samoa	Mandria Sua
37. Samoa Hotel Association	Florina Samia
38. United States of America Embassy	Feagai Matatia-Maisa
39. AusAID	Frances Sutherland
40. WHO	Steven Mecartney
41. SQA	Seuamuli Veni Gaugatao
42. Samoa Red Cross	Isara Isara
43. EPC: OHS	Panaia Koro
44. Ministry of Natural Resources and Environment (Meteorology Division – Geoscience)	Lameko Talia
45. Attorney General's Office	Sioa Sioa
46. National Health Services (Emergency and Outpatient Services)	Dr Amita Catterjee
47. UNESCO	Dr Denis Chang Seng
48. Australian Red Cross	Dawn Sua

49. Ministry of Natural Resources and Environment (Disaster Management Office)	Vaitoa Toelupe
50. Ministry of Natural Resources and Environment (Disaster Management Office)	Toai Bartley
51. Ministry of Natural Resources and Environment (Disaster Management Office)	Filomena Nelson
52. Ministry of Natural Resources and Environment (Disaster Management Office)	James Mauai
53. UNISDR	Akapusi Tuifagalele
54. SPREP (Pacific Futures Program – Climate Change)	Neta Pelesikoti
55. SPREP (Biodiversity)	Tepa Suaesi
56. SPREP (Biodiversity)	Easter Chu Shing-Galuvao
57. SPREP (Pacific Futures Program – PACC Project)	Taito Nakalevu

Annex two: Set of questions used to guide the consultation

### **Guiding Questions for 'Roadmap' National Consultations June - August 2012**

The questions provided aims to guide national consultations in relation to the proposed Pacific integrated regional strategy for DRM and Climate Change by 2015. The five set of questions are proposed below, arranging from warm-up exercise and substantive issues, which matters for further actions in disaster risk reduction.

#### **Current Levels of Awareness & Understanding**

The first set of questions aims to warm up the atmosphere for the national consultations and ensure everyone is in a position to participate in the discussion easily.

- What do you understand about the terms:
  - Disaster Risk Management?
  - Climate Change Adaptation?
  - Climate Change Mitigation?
- What do you understand about what your country is doing in relation to Disaster Risk Management and Climate Change? Give reasons for your answer.
- What do you understand about the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 - 2015? Give reasons for your answer.
- What do you understand about the Pacific Islands Framework for Action on Climate Change 2006 - 2015? Give reasons for your answer.

#### **Achievements, Challenges and Opportunities**

- What are the key successes (or achievements) in disaster risk management and climate change adaptation since implementation of the RFA and PIFACC in 2005 and what contributed to the successes?
- What are the major challenges (or obstacles) for disaster risk management and climate change adaptation & mitigation? What are the underlying factors that contributed to the challenges identified?
- What key elements do you feel your country should focus on as an integrated regional strategy for DRM and Climate Change is developed? Why?
- What are the top three significant elements for DRM and Climate Change that should be addressed in the integrated regional strategy in 2015?

#### **Disaster/Climate and Development**

- What do you understand about the relationship between of disasters and development?
- Which development sectors have been affected most by disasters? And why?

- What was the success or failure in mainstreaming disaster and climate risk into development planning and sectors, providing examples?

#### **Accountability and Governance**

- Who is responsible for implementation RFA and PIFACC at national level and why?
- Who is responsible for integrating disaster and climate related risks into development planning and budgetary processes at national, sub national and local/community level? Why?
- What is the national governance structure of disaster risk management and climate change? What are the shortcomings (if any) and why?
- How does existing DRM and Climate Change governance deal with transparency, accountability and decentralization of DRM and Climate Change as part of development policy and strategy?
- What needs to be done to incorporate accountability in DRM and Climate Change in development planning and practices at national and local level?

#### **Linking DRM and Climate Change**

- What progress has the government made in linking DRM and Climate Change? How?
- What has been done in integrating disaster/climate risk assessment into land use and planning? How? What are the good practices and what are the lessons learned?
- What action has your government taken to integrate disaster/climate risk assessment into urban planning and development? How were the actions taken? How much did they contribute to urban risk reduction?

What has been done in making schools and hospitals resilient to disasters in your country? How were the actions carried out? What percentage of schools and hospitals became resilient due to the action taken?