

Disaster risk reduction – donor effort

A survey of development co-operation providers

Introduction

How do development co-operation providers support disaster risk reduction? What sources of funding are used, and how much funding is made available for DRR purposes? Will there be more funding in the future? Where and how has DRR funding been allocated? Are donors supporting DRR in other ways? How is the impact of DRR programming measured? What support tools are provided for staff? What do we need to do to help support more coherent and effective support for DRR?

These questions were put to development co-operation donors in an online survey in mid-2013. Eleven different donor organisations responded to the survey, each with a different approach to disaster risk reduction programming.

The findings outlined in this paper demonstrate the diversity of approaches to disaster risk reduction by different development co-operation donors. There is good news, in that funding for risk reduction is increasing, albeit slowly, and many believe that this trend will continue. The survey results also include some good practices in donor approaches to DRR, as well as highlighting the remaining challenges to scaling up donor effort for DRR.

Policy frameworks for DRR

Disaster risk reduction is integrated into the overall development policy frameworks of over 80% of the respondents to this survey. Three donors went further, and set DRR as a specific objective under their overall development policy or strategy. On the humanitarian side of the house, four donors have DRR as a specific objective for their humanitarian programme, and a further two make some reference to DRR in their humanitarian policies. Five donors also have stand-alone DRR policies.

However, for most donors, less than 25% of their development and humanitarian programmes had a DRR component in 2012. Japan is a notable exception, including DRR components in more than 50% of its humanitarian programmes in 2012.

Only three donors include a disaster risk analysis in most of their partner country strategies (Canada includes an analysis in all its country strategies); three other donors do not undertake any form of disaster risk assessment. Only Ireland and Hungary include a disaster risk analysis as part of its humanitarian funding strategy.

Most donors cite the Hyogo Framework for Action (HFA) as being a useful and coherent framework and mandate for development programming. However,

one donor noted that the HFA has not been helpful for guiding specific DRR investments.

Are partner countries interested in DRR?

The survey asked whether partner countries request DRR support, and if so, in what form?

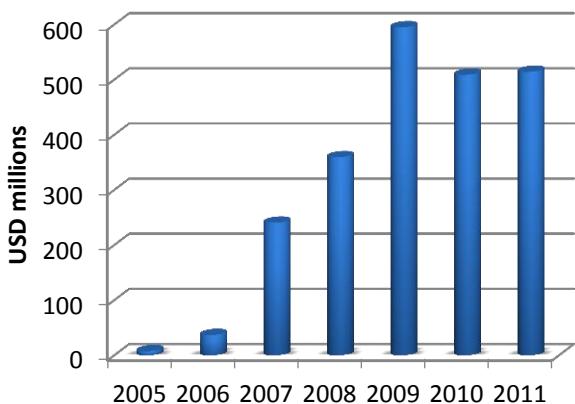
Six respondents reported that their partner countries seldom, or never, ask for disaster risk reduction support. In the rare cases where DRR support is requested, partner countries are usually looking for either grants, or, interestingly, private sector resources or insurance. Only Japan reports partner countries interested in concessional loans for DRR purposes; this is unfortunate given the inherent suitability of loans for DRR programming. All respondents reported that partner countries rarely, if ever, ask development providers to include DRR aspects in their development programming.

The lack of interest in DRR by most partner countries complicates the ability of donors to undertake DRR programming – donors have made separate commitments to country ownership and alignment under the [Paris Declaration](#), and these commitments may deter them from implementing programmes that are not driven by the partner country, such as DRR.

How much DRR funding has been provided? Will this amount increase?

Many respondents found this question difficult to answer, as DRR investments are not specifically identified in most donor systems, and thus the amount of funding allocated is very difficult to track. However, all respondents reported that their DRR funding has either slightly, or significantly, increased since the launch of the HFA in 2005. This trend is reflected in OECD data (note that this data is potentially under-reported¹) – refer Figure 1.

Figure 1: Disaster Prevention and Preparedness reported to the OECD/DAC 2005-2011



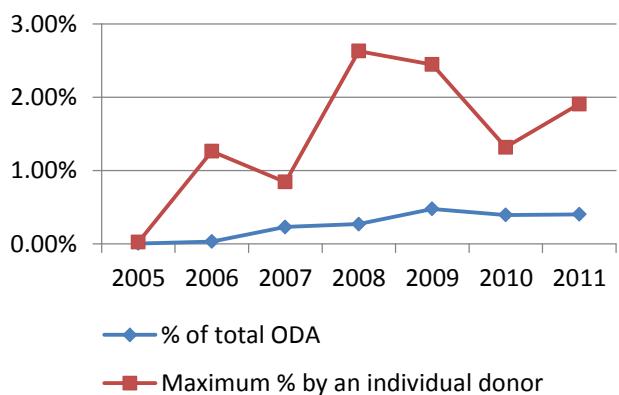
Source: OECD/DAC Creditor Reporting System, current prices

DRR investments make up a growing percentage of total ODA disbursements each year (Figure 2), although the overall percentage remains quite low – with DRR comprising just 0.4% of total ODA in 2010 and 2011. Australia reports the highest proportion of DRR within its ODA of any individual donor – although this rate is seldom higher than 1%.

As part of the survey, donors were also asked about their intentions regarding future DRR funding. Six donors expect their future funding for DRR to increase slightly; the rest were unable to respond to the question. Various factors are contributing to these planned increases – most of them political:

- Increased ministerial attention to DRR
- New policy focus on resilience
- Intentions to mainstream DRR throughout development assistance programming
- Stronger links between DRR and climate change programming, especially in Asia-Pacific, and greater links between DRR and adaptation programming.

Figure 2: DRR as share of total ODA



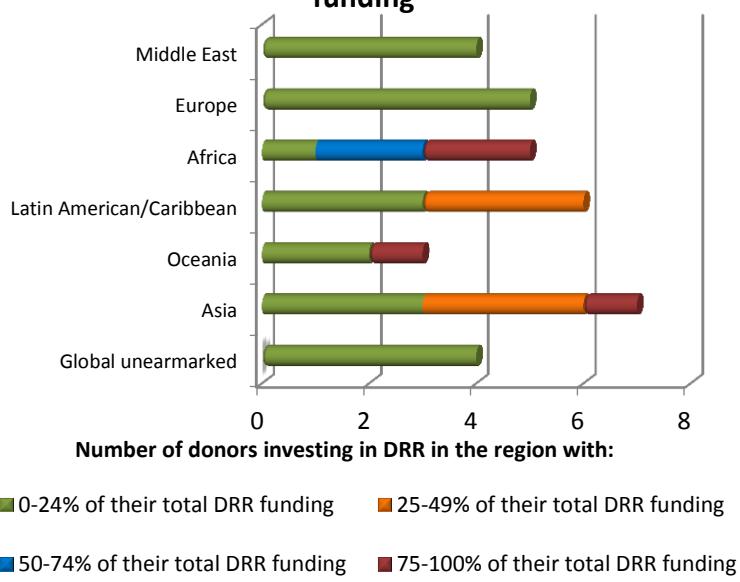
Source: OECD/DAC Creditor Reporting System

How has DRR funding been allocated?

Donors were asked how they had allocated their DRR funds – to which region, and using which budget lines and implementation channels?

Figure 3 shows the geographical distribution of funding:

Figure 3: Geographical distribution of DRR funding

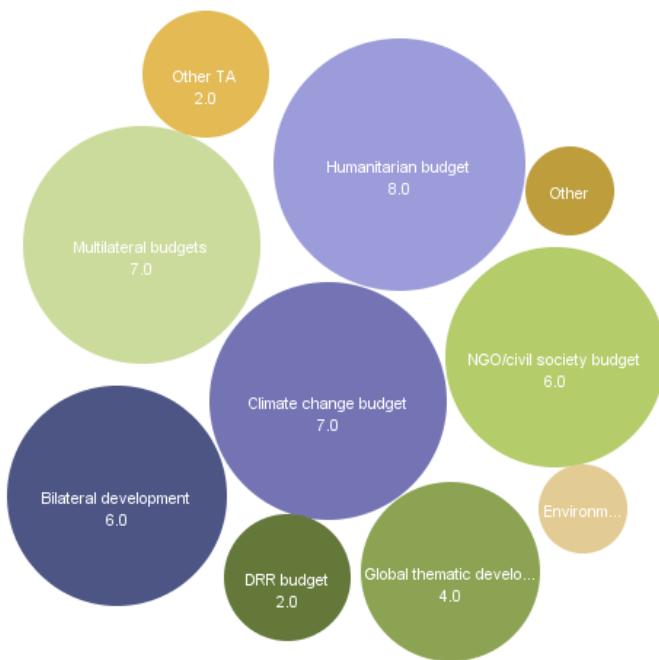


¹ The OECD Disaster Prevention and Preparedness code records development programmes that have DRR as a primary objective, and thus misses programmes that are coded under another sector but with a DRR component.

Eight donors responding to the survey had programmes in Asia, but only one donor (Japan) allocates over 75% of its DRR budget to this region. In contrast, four donors allocate over 50% of their DRR budget to Africa. Programming appears to be quite fragmented over different regions, with five of the ten donors having DRR programming in five different regions.

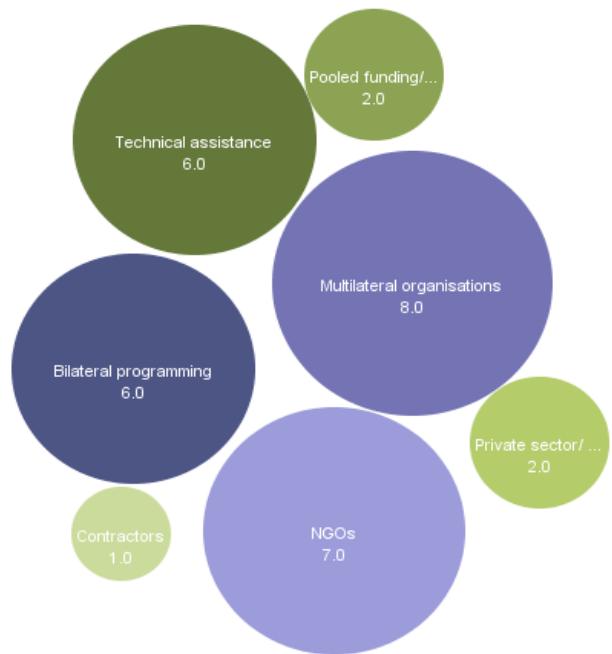
Figure 4 shows the budget lines that have been used for DRR – eight donors fund through their humanitarian budgets, seven use climate change and multilateral budgets, with six funding through their NGO/civil society programmes and their bilateral development funds. Other sources of funding include global thematic funds (4 donors), environment and natural resource management budgets (1 donor). Only two donors have dedicated DRR budget lines.

Figure 4: Budget lines used for DRR funding



Multilateral agencies and technical assistance programmes tend to receive the highest proportion of the DRR spend. However many donors also provide DRR funding to NGOs (seven), and through bilateral programming (five) – (Figure 5). Other programming is executed through pooled funds, public private partnerships or other private sector support, and through contractors.

Figure 5: Channels used to implement DRR

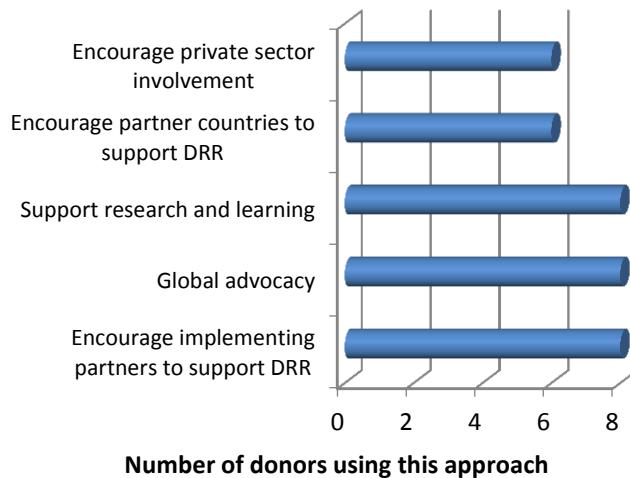


The survey also asked which channels donors considered most effective for DRR programming. Technical co-operation, mainstreaming into bilateral programming, and working with regional organizations, were widely seen as useful. Germany noted the critical importance of building resilience at the local level (as outlined in the [2011 and 2013 Global Assessment Reports](#)), and therefore emphasized the use of channels that support community-based DRR, including strengthening local governance, the private sector and the media. Canada also highlighted the key role of NGOs and multilateral organizations in making sure that DRR programming benefits excluded groups.

What other efforts are donors making?

Development co-operation providers do much more than just fund DRR – and there are many other ways to support the overall DRR agenda. Survey respondents are engaged in a number of other DRR efforts, including encouraging their implementing partners to support DRR, global advocacy and support to research and learning (eight respondents), and encouraging partner countries and the private sector to invest more in DRR efforts.

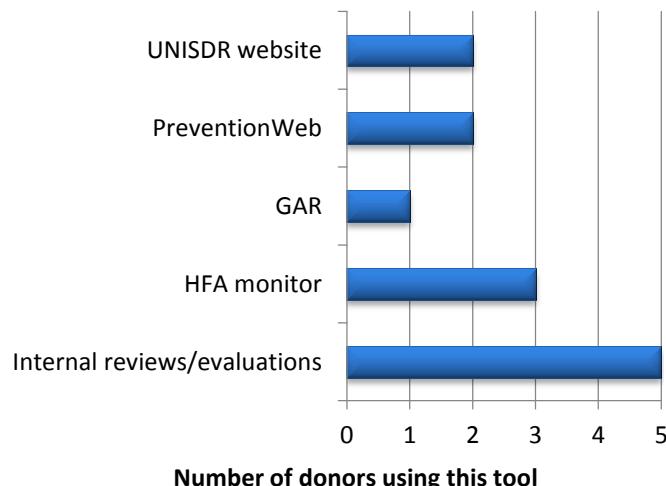
Figure 6: Other means of supporting DRR



How is the impact of DRR programming measured?

Survey respondents agree that measuring the results of DRR programmes is context specific, with indicators defined at project level. All respondents use both quantitative and qualitative information to determine if objectives have been met, and to record the overall impact of their DRR programmes. Other tools used (Figure 8) include internal evaluations or reviews, the [HFA monitor](#) and web tools such as [PreventionWeb](#) and the [UNISDR website](#).

Figure 8: Tools used to help measure impact



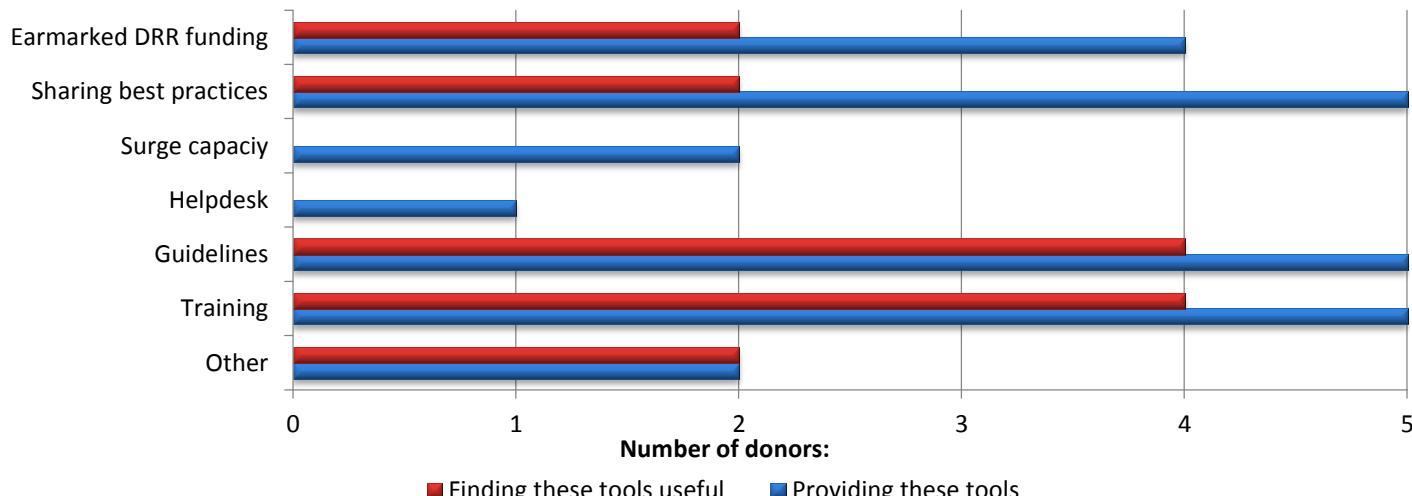
What DRR tools do you provide for staff?

Figure 7 shows how different donor organizations support their staff engaged in DRR programming. It also shows which tools that donors consider useful for improving the quality of DRR work.

Other tools not mentioned in the graph include knowledge management networks for DRR (Switzerland), and funds for local DRR initiatives, as well as regular attendance at DRR co-ordination meetings (Canada).

Interestingly, donors found training, and providing DRR guidelines, most useful, followed by earmarks and sharing of best practices.

Figure 7: Tools used by donors to support staff working on DRR



Good practices – what works well?

A number of good practice examples were highlighted in the survey; these may prove useful for other development co-operation providers:

Austria: Work to [reduce climate change risks and vulnerabilities from glacial lake outburst floods](#) in Bhutan.

Canada: The [multi-donor fund for Aceh and Nias](#). The Integrated Disaster Risk Management Fund ([IDRM](#)).

Since Hurricane Mitch (1998) in Central America, the nature of the funding has successfully addressed the following activities through Multilateral, Canadian NGOs and support to SICA (Central American Integration System) through the Inter-American Program:

- supporting disaster preparedness measures
- providing funds to multilateral and in-country organizations to address disaster preparedness and emergency responses
- prevention and rehabilitation
- undertaking projects in the most vulnerable regions of Honduras, Nicaragua and Guatemala
- advancing sound agro/forestry practices that stabilize the soil and prevent landslides, increasing developing countries resilience to natural disasters.

Other Best Practices captured:

- DRR programming is more effective when community initiated and driven.
- Training alone is not sufficient to reduce disaster risk. DRR programming works best when it incorporates an immediate, tangible and measurable change in disaster risk.
- A one-size-fits-all model does not work, even within a Regional Program. Programming must adapt to the nuances of different countries and communities.

Germany: [BMZ: The environmental and climate assessment](#) – a new instrument in German development cooperation. BMZ also provides budget earmarks for DRR within the transitional development assistance division.

Japan: JICA's [assessment of its contribution](#) to the Hyogo Framework for Action. [Building Disaster Resilient Societies](#) outlines JICA's co-operation on disaster management. The final report of the [Multi-Disciplinary Hazard Reduction for Earthquakes and](#)

[Volcanoes in Indonesia](#) provides useful lessons in joint research programmes.

The [Project for Enhancement of the Disaster Management Capacity of BNPB and BPBD](#) (disaster management agencies) in Indonesia is considered good practice, as is a [project to strengthen flood management capacities](#) in the Philippines.

Netherlands: The [Partners for Resilience](#) alliance aims to reduce the impact of natural hazards on the livelihoods of around 400,000 vulnerable people worldwide.

Switzerland: [Disaster Risk Reduction in International Co-operation](#) – outlining Switzerland's contribution to the protection of lives and livelihoods.

Remaining challenges

The final question in the survey focused on the remaining challenges that development co-operation providers must surmount, if they are to deliver more coherent and effective support for DRR. The responses included:

- Greater awareness of DRR amongst development colleagues, and better capacity for DRR programming at country level
- A more systematic approach to DRR in donor organizations; not relying on individual champions
- Adapting programming and planning tools to better incorporate disaster risks
- An agreed system, or marker, for tracking DRR expenditure/investments
- Incorporating DRR into the post-2015 development agenda
- Strong reliable data on the economic benefits of DRR investments
- Establishment of a DRR budget (or earmarking)

The Government of Canada will host a donor round table in Geneva on 13 September 2013 to share lessons, and experiences, of DRR financing under the Hyogo Framework for Action.

The Round Table will enable donors to contribute, as a distinct stakeholder group, to the consultation process for the post 2015 framework for disaster risk reduction (Hyogo Framework for Action II).

The results of this survey will provide input for the roundtable meeting. Donors who responded to the survey include the Netherlands, Ireland, Switzerland (SDC), Germany (BMZ), New Zealand, Canada, Greece, Japan, Austria, Hungary and Finland.