



**Ten-Year Review on Progress Towards and
Contributions Made by the Pacific Region to
the Hyogo Framework for Action (HFA) from
2005-2015.**

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The best leader is one people barely know exists - when their work is done and their aim fulfilled, they will say: we did it ourselves. —Lao Tzu

Executive Summary

The **purpose** of this report is to appraise changes in disaster risk management (DRM) behaviour that have occurred in the Pacific Region since the adoption of the HFA in 2005, focusing on the overall progress towards achieving the three Strategic Goals and Five Priorities for Action outlined in the HFA. The report identifies the principal enabling factors behind the major achievements in DRM in the Region since 2005, as well as gaps in progress and the principal impediments in the Region to DRM.

The study identified that the principal global influences that have helped guide DRM behaviour in the Pacific Region included the BPOA and the MSI as well as the outcomes of the UNCSD. Regional initiatives such as the RFA, a regional framework based on the HFA, and the PIFACC on climate change adaptation (CCA), have assisted PICs to respond to the challenges of DRM and focus on building resilience. The Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP) is a result of the experiences of PICs in implementing both the RFA and the PIFACC over the last decade, and the growing realization that countries cannot deal with DRM without acting on CCA, and vice versa. The report concludes that the HFA provided an internationally agreed framework that reflected common thinking in the region about not just responding to disasters, but to build resilience in countries and communities for dealing with future disasters. In other words, the HFA has been a **catalyst** in helping to shape thinking in the region on the importance of disaster risk management as a way to build resilience of countries and communities.

The report also concludes that PICs have made some progress towards mainstreaming of DRM into their national development plans, though only a few countries have begun the process of integrating DRM principles into their sectoral plans. Major challenges to integration include the prevailing “silo” mentality in many countries and the tendency for DRM plans to remain as plans with little or no action on the ground. The main impediments include project driven and sectoral approaches, as well as the lack of cooperation and collaboration between different sectors and levels of governance. “Whole-of-Country” approaches are being piloted by countries such as the Solomon Islands and Vanuatu that seek to promote cooperation and collaboration between sectoral agencies and different levels of governance.

Most countries in the region have made significant progress in establishing and strengthening NDMOs; this has been assisted by the introduction of the cluster system that helps promote cooperation between sectoral agencies for disaster management. However, a major challenge faced by the PICs is the lack of capacity at national and local government for DRM. Major challenges also remain in terms of inclusion, i.e. harnessing the contribution of local government, communities, civil society organizations and the private sector, particularly for DRM. Countries are also grappling with how best to address gender as women are more likely than men to be affected by a disaster, and both women and men have key roles in DRM. Countries also recognise that they have yet to address the needs and priorities of vulnerable people – disabled, children, youth, elderly and the landless – both in responses to disasters and in risk reduction. Moreover, the progress over the last decade in strengthening availability of reliable data and information at the regional level needs to be complemented by strengthening national systems so that information is accessible for stakeholders at national, local and community levels in making decisions on DRM. In particular, cost benefit analyses would provide a rationale for integration of risk reduction into response, recovery and reconstruction and help to ensure that all stakeholders, including Governments and the private sector, internalise DRR into their investment decisions.

The overall conclusion is that the countries in this study of national reports from the Pacific region have made significant progress over the last decade in establishing and/or strengthening the institutional framework necessary for disaster management and to a lesser extent, for disaster risk management. The experiences highlighted in these national reports further demonstrate that most national planning institutions have taken on board the main messages of the HFA and the RFA and have begun to integrate DRM into their national development strategies and plans. However, implementation of these strategies and plans still remains a challenge for most countries.

The main **recommendations** from this study for HFA-2 include:

- ❖ **Integration:** the integration of climate change and disaster risk management as crosscutting issues that impact on all sectors as articulated in the SRDP.
- ❖ **Cohesion:** “Whole-of-Country” approaches that facilitate vertical and horizontal cooperation and collaboration between different levels of governance and sectors, as well as a cohesive policy framework so that synergies can be harnessed for building resilience.
- ❖ **Inclusion:** the vital role of stakeholders – communities, civil society, local government and the private sector - in building resilience needs to be reinforced by a call in HFA-2 not just for devolution of responsibilities for DRM, but also through empowerment: capacity building, access to human and financial resources, and access to reliable and meaningful information for decision-making on “Building Back Better”.
- ❖ **Reporting:** at the global level needs to be based on participatory self-assessments at national platforms as a forum for accountability of Government to stakeholders. In addition, the HFA-2 reporting format should provide a global framework with agreed targets that are better aligned with national priorities to minimise the burden of reporting, and make reports meaningful at the national level to Government, local government, the private sector and communities.

1. Introduction

1.1 Background

The Hyogo Framework for Action (HFA) 2005-2015: “*Building the Resilience of Nations and Communities*” was the outcome of the World Conference on Disaster Reduction held in Kobe, Hyogo, Japan from 18th - 22nd January, 2005. The HFA places great emphasis on reviewing progress made in disaster risk reduction: member states are primarily responsible for monitoring progress and reporting through the submission of National HFA Progress Reports on a bi-annual basis. In addition, regional and international organisations and institutions, including the UNISDR Secretariat, also submit progress reports. The review process serves as a mechanism for collecting and receiving continuous feedback from countries, helping to assess progress and gaps and challenges in global efforts to implement the HFA.

The Pacific is one of the most disaster-prone regions in the world. Between 1950 and 2013, 284 major disasters occurred in the Pacific caused mainly by severe storms, including tropical cyclones, affecting over 9 million people with 9,811 reported fatalities and US\$3.2 billion in damage¹. In addition, the incremental impacts of small and medium-sized hazards such as droughts, floods and other low-intensity events are equivalent to, or may exceed, those of single large disasters, as they tend to be more frequent and widespread. They affect a comparatively larger number of people, causing damage to housing, land, and local infrastructure, rather than major mortality or destruction of nationally critical economic assets. The region recognises the inter-dependence of sound disaster risk management and sustainable development, and the importance of building resilience of communities and countries to disasters.

1.2 Purpose

The **purpose** of this report is to appraise changes in disaster risk management (DRM) behaviour that have occurred in the Pacific Region since the adoption of the HFA in 2005, focusing on the overall progress towards achieving the three Strategic Goals and Five Priorities for Action outlined in the HFA. The report identifies the principal enabling factors behind the major achievements in disaster risk management in the Region since 2005, as well as gaps in progress and the principal impediments in the Region to disaster risk management.

These findings of this study will contribute to: the 6th Session of the Pacific Platform for Disaster Risk Management (PPDRM) in Suva, Fiji 2-4 June; the formulation of an enhanced post-2015 framework for disaster risk reduction (DRR) at the 3rd World Conference for Disaster Risk Reduction in Sendai, Japan 14-18 March 2015 (HFA2); and Pacific input into the Global Assessment Report 2015.

2. Approach and Methodology

The approach taken by this study is based on the following activities:

- ❖ Desk analysis of available HFA Progress reviews (2007-09, 2009-11, and 2011-13) from Pacific Island Countries (PICs), and including Australia and New Zealand, the HFA Mid-Term Review, sub-regional synthesis reports, and studies or recent analysis carried out on the topic of the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015 (commonly referred to in the Pacific as the Regional Framework for Action (or RFA) and the HFA in the Pacific. The resources used in this study are listed in Appendix 1.
- ❖ Face-to-Face interviews with a range of regional and national DRM experts, practitioners and development partner stakeholders based in Suva, Fiji – these included UN Agencies, Fiji Government, as well as regional and civil society organizations. These individuals and

¹ Source: Background Documentation for the SRDP, draft for consultation. February 2014, quoting data from the EM-DAT -

organizations are listed in Appendix 2.

- ❖ Telephone interviews with individuals from disaster management offices in four countries: Australia, New Zealand Aid Programme, Samoa and Tonga – see Appendix 2.

The framework of analysis for this study is derived from the strategic goals and priority actions described in the HFA, and against which countries provide their national reports. As this study is intended to focus on outcomes and impacts, it does not describe the individual actions, policies and plans listed in national reports. Rather, as required by the TOR, it takes a step back and focuses on the strategic aspects, i.e. progress towards the expected outcome and strategic goals of the HFA. Thus this study covers the following issues:

- ❖ An overview of uptake of the HFA in the Region, i.e. focusing on the how the HFA has helped to change disaster risk management behaviour within the PICs as well as in the region as a whole;
- ❖ Analysis of information from interviews and national and regional reports to assess progress towards the three strategic goals of the HFA; this is based on the following questions set out in the TOR:
 - The major achievements in the region in terms of DRM at the national and regional levels;
 - The enabling factors that have helped, facilitated or triggered progress, both at national and regional levels;
 - The major challenges in progress towards the goals of the HFA, both at national and regional levels, and how do these relate to the HFA;
 - The major impediments to progress at national and regional levels in terms of process, capacity, policies and institutions at the local, national, regional and international levels.

The five priorities for action of the HFA are considered within the context of these strategic goals in order to retain the systematic approach provided by the HFA reporting framework.

- ❖ The main conclusions from this study regarding the overall impact of the HFA on the region as a whole, and how its influence has helped to change disaster risk management behaviour in individual countries and in the region.
- ❖ Based on the analyses and the main conclusions, to recommend a way forward for consideration by the forthcoming session of the PPDRM and as a contribution from the Pacific Region to HFA.

A number of case studies to illustrate specific points in the analyses are included as boxes.

3. Overall Impact of the HFA in the Region

The overall impact of the HFA in the Region is assessed in the context of the Expected Outcome of the HFA:

“The substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries.”

As this study concentrates on the nine years since the adoption of the HFA in 2005, in some ways it is premature to carry out a quantitative assessment of the Framework’s impact on disaster losses in terms of numbers of lives lost, as well as losses of social, economic and environmental assets of communities. However, it is possible to assess the *“changes in risk management behaviour that have occurred since the adoption of the HFA in 2005 in the Pacific”*² from the resources available. This study therefore looks at the overall impact in these terms of the HFA at three levels:

² as stated in the TOR for this study.

- ❖ The Global influences that have helped guide risk management behaviour in the Pacific Region³;
- ❖ The Regional initiatives that have assisted PICs to respond to the challenges of DRM over the last decade; and
- ❖ The National responses to how countries deal with risks.

3.1 Global Influences

The Barbados Plan of Action (BPOA), adopted by the United Nations General Assembly (UNGA) in 1994, and the Mauritius Strategy for Implementation (MSI), adopted by the UNGA in 2005, are seminal documents agreed by the small island developing states (SIDS), including the PICs, to guide their sustainable development.

Disaster management is a major sustainable development priority for SIDS; over the last 20 years, there has been an evolution in the way in which SIDS deal with this major vulnerability. In 1994, the BPOA stated that: “*Small island developing States are prone to extremely damaging natural disasters, primarily in the form of cyclones, volcanic eruptions and earthquakes*”. The BPOA asked for action at the national, regional and international level on “*disaster mitigation, preparedness and management*”. Ten years later, however, following the adoption of the HFA, there was a significant shift in thinking about disaster management towards risk reduction. Thus the MSI went a step further and asked the international community to: “*Strengthen the International Strategy for Disaster Reduction*” and assist SIDS with the “*mainstreaming of risk management into the national planning process*”, a direct response to the HFA.

The Framework for Action from the 2012 UN Conference on Sustainable Development (UNCSD) also reflected the evolution of thinking on disaster risk management and the influence of the HFA at a global level. The UNCSD reaffirmed the international community’s commitment to the implementation of the HFA, and called for “*disaster risk reduction and the building of resilience to disasters to be addressed with a renewed sense of urgency in the context of sustainable development and poverty eradication*”. The inter-related topics of DRR, resilience and sustainable development articulated in the UNCSD Framework for Action are an integral part of the discussions on the Post-2015 Development Agenda⁴, and are likely to influence the Third International Conference on SIDS to be held in Samoa in September 2014. The outcomes of this global SIDS conference will in turn help to guide approaches in the PICs to disaster risk management.

3.2 Regional Initiatives

These global influences are reflected at the regional level in initiatives aimed at reducing the vulnerability of PICs to disasters and to build resilience. Over the last decade, the three main initiatives for disaster risk management include:

- ❖ **Regional Framework for Action (RFA) 2005-2015** – on building the resilience of nations and communities to disasters. The RFA was inspired by the HFA and is a direct translation of the global agreement into a practical framework of action that is meaningful and relevant to PICs. The RFA covers the gist of the RFA in six themes: (i) governance; (ii) knowledge, information and education; (iii) analysis of hazards, vulnerabilities, risks; (iv) planning for preparedness, response and recovery; (v) early warning systems; and (vi) reduction of underlying risk factors. Each of these themes includes guiding principles, expected outcomes, and activities at national and regional levels. The RFA as a regional instrument adopted by Pacific leaders also has the support of regional organizations and has provided PICs with a framework for their plans, policies and actions on disaster management and DRR over the last decade.

Some of the key features of the RFA include: capacity building for Pacific Island communities through DRR and DM policies; strengthening mitigation, preparedness, response/relief and recovery systems; integration of DRR and disaster management into national sustainable development planning processes; and strengthening partnerships between stakeholders

³ See Annex to the Hyogo Framework for Action, UNISDR, 2005 for a list of multilateral developments related to DRR.

⁴ For example, the Report of the High Level panel, “A New Global Partnership” highlights the importance of DRR as a key component of sustainable development.

- ❖ **Pacific Islands Framework for Action on Climate Change (PIFACC) 2006-2015** is linked to the UN Framework Convention on Climate Change and is a sister initiative for the RFA that focuses on climate change adaptation and mitigation. The goal of the framework is to: “*ensure Pacific Island people build their capacity to be resilient to the risks and impacts of climate change with the key objective to deliver on the expected outcomes*”. These include: governance and decision-making; improved understanding of climate change; education, training and awareness; reduction of GHG; and partnerships and cooperation. The PIFACC has also been adopted by Pacific leaders and has guided climate change adaptation (CCA) and mitigation activities in PICs over the last decade.
- ❖ **Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP)** – is a direct response to the experiences of PICs in implementing both the RFA and the PIFACC over the last decade, and the growing realization that countries cannot deal with DRM without actions on climate change, and vice versa (Box 1). The rationale for the SRDP is based on an integrated approach to disaster risk management and climate change as crosscutting issues that impact on all sectors. The aim is to build resilience at the regional, national and sub-national levels in the Pacific to support national priorities for integration of disaster risk management and climate change so as to promote sustainable development. The SRDP would also help PICs to move away from current practices that depend on donor funds that are project-based and which encourage a silo mentality at the national level to a more holistic approach that would help to break down institutional barriers at the national and regional levels to integration. The SRDP brings together disaster risk management and climate change – emphasising the importance of sound governance and institutional arrangements for achieving development outcomes. The draft strategy includes guidance for stakeholders under each of these pillars for: national and local government, private sector, civil society, donors and development partners.

Box 1: Strategy for Disaster and Climate Resilient Development in the Pacific (SRDP).

At the time of this report, the draft SRDP set out the basic elements of the proposed strategy for disaster and climate resilient development in the Pacific. The Mission of the draft SRDP is: “*Pacific Island Countries and Territories, and their stakeholders and development partners, will work individually and collectively to ensure Pacific Island people, communities, ecosystems, natural resources, enterprises, countries, territories, and the region as a whole have high resilience to sudden and slow onset hazards and to the adverse consequences of climate change, variability and extremes, by being able to adequately prepare for and respond to these threats through adaptation, disaster risk reduction and by pursuing a low carbon development pathway conducive to greater energy self-sufficiency and increased human security.*”

This Mission is to be achieved through three goals for disaster and climate resilient development: (1) *Strengthened risk management, including climate change adaptation;* (2) *Low Carbon Development;* and (3) *Strengthened Preparedness, Response, Relief and Recovery.* These are supported by implementation arrangements that include: (i) *Implementation framework;* (ii) *Governance and Institutional Arrangements;* (iii) *Partnerships and Coordination;* (iv) *Communications and Advocacy;* (v) *Resource Mobilization;* and (vi) *Life-cycle Approach to Monitoring, Reporting, Evaluation and Learning.*

The draft strategy includes guidance for stakeholders under each of these goals for: national and local government, private sector, civil society, donors and development partners. The main messages of the SRDP include:

- ❖ **Integrated approaches** – the SRDP brings together disaster risk management, low carbon development, and climate change – emphasising the importance of sound governance and institutional arrangements for achieving development outcomes
- ❖ **Inclusion** – the SRDP provides guidance for actions by major stakeholders under each of the goals, including local government, the private sector and communities.
- ❖ **Monitoring, evaluation and learning** – the SRDP provides a good model for the region in terms of setting out some parameters for M&E based on a life cycle approach and the importance of information and knowledge management in M&E.

The plan for the SRDP is to succeed the RFA and PIFACC and to help guide the responses of the PICs to DRM and climate change beyond 2016 in order to achieve resilient and sustainable development outcomes in the Pacific Region.

3.3 National responses

These regional and global initiatives, i.e. the RFA in particular and the HFA to a lesser extent, have guided national responses to the messages of the HFA. On the other hand, the SRDP, which is currently going through an extensive consultation process is both a result of country experiences in implementing the RFA and the PIFACC at the national and local levels, and the increasing interest in the region for the integration of climate change and disaster risk management to promote resilient and sustainable development.

All the countries in the Region, including Australia and New Zealand, have some form of national policy, planning and legislative frameworks in place for disaster management. Many of these were formulated and approved prior to the advent of the HFA in 2005 and focussed on the institutional, legislative and practical responses to disasters, and tended to address actions taken during the response and recovery phases of the disaster management cycle, and on preparedness to facilitate response and promote readiness. Thus many of these early policy and legislative frameworks did not specifically address disaster risk management⁵ or risk reduction⁶ in great depth.

However, following the adoption of the HFA in 2005, there was an increased global awareness of the importance of DRM and DRR as essential components of the disaster management cycle. Some examples from the region that illustrate this evolution include:

- ❖ **Fiji** - put in place a National Disaster Management Plan in 1995 and established a National Disaster Management Office (NDMO). In 1998, the Disaster Management Act was passed, which focussed on responses and preparedness for natural disasters. However, the Act failed to address some important issues such as man-made disasters, gender, disability, climate change and clusters. In 2006, the Cabinet approved new “National Disaster Risk Management Arrangements” that included DRM and DRR. However, the accompanying legislation has not been enacted in spite of a review in 2011; this is likely to be superseded by the development of a joint national action plan (JNAP) and may be subject to further review. The Act is currently under review to include issues that were not considered before, and is now with the Solicitor General’s office for Cabinets’ approval.
- ❖ **Samoa** – the national policy framework for disaster management began with the Disaster and Emergency Management Act (2007), and the National Disaster Management Plan (NDMP) 2006 where the latter also serves as a policy document following approval by Cabinet. Samoa has strengthened its disaster risk management arrangements through an update of its NDMP in 2011, followed by the development of a 5-year National Action Plan (NAP) for DRM (2011 – 2016) which focused on the implementation of programs to strengthen resilience.
- ❖ **New Zealand** – introduced the Civil Defence Emergency Management Act 2002, replacing the 1983 Civil Defence Act, following reviews of the effectiveness of its emergency responses. This legislation introduced a framework that incorporates DRR and DRM approaches. The first National Civil Defence Emergency Management Strategy in 2003, and its successor in 2007, set out national goals and objectives for hazard risk and emergency management. *The Strategy’s vision is Resilient New Zealand – communities understanding and managing their hazards. The Strategy supports, and is supported by, the broader national goals and policies of Government collectively aimed at sustainable development and ensuring the safety of citizens and communities... The goals and objectives of the National CDEM Strategy seek continual improvements towards creating resilient communities through risk awareness, effective risk reduction actions and appropriate emergency readiness, response and recovery capacity and capability.*⁷
- ❖ **Strategic policy initiatives on integrated approaches to CCA and DRM** – across the region illustrate the changes in thinking about the importance of integrating CCA and DRM. Since

⁵ The ISDR defines Disaster risk management as: “The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster”.

⁶ The ISDR defines Disaster risk management as: “The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events”.

⁷ New Zealand National Report to the HFA, 2011-2013.

2010, a number of PICs have embarked on formulating integrated action plans or strategic policy initiatives for climate change and disaster risk management. The initial focus was on JNAPs: Tonga was the first to develop a JNAP, which was approved by the government in July 2010. Cook Islands and Tuvalu have also had their JNAP approved by their Government, whilst Niue is awaiting Government approval of its draft plan. Similarly, other countries currently working on a JNAP or similar strategic policy initiatives include: Nauru and RMI are preparing their JNAP; Kiribati has developed the Kiribati Joint Implementation Plan (KJIP) for CC and DRM; the Solomon Islands is working on a strategy to integrate CC and DRM directly into the national sustainable development plan; FSM developed and approved a nation-wide policy for DRM and CC to guide integration at the State level in 2013. Progress on mainstreaming of DRM through the JNAPs in these countries has been mixed: although the rationale was linkages between development and risk management, the focus has been more on plans than on changes in behaviour. However, the adoption of the SRDP by Pacific Island leaders in 2015 may provide the impetus for these changes in behaviour.

This overview of how the HFA has helped to change disaster risk management behaviour within the Pacific Region is further elaborated in the next section, which looks at specific national responses to the three strategic goals of the HFA. These are each discussed within an analytical framework provided by achievements, enabling factors, challenges and impediments⁸.

4. Progress towards the Strategic Goals of the HFA in the Region

4.1 HFA Strategic Goal One:

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Principal Achievements:

In addition to the stand-alone disaster management plans mentioned above, many countries in the Pacific, including Australia and New Zealand, have begun the process of integrating disaster management and, in particular, disaster risk management, into their sustainable development policies and planning especially at the national level.

All the PICs have formulated long-term development plans (see Appendix 3 for a detailed list). These have taken various forms including: a National Sustainable Development Strategy or NSDS (Nauru and Samoa); a national sustainable development plan (the Cook Islands); a strategic development framework (Tonga); a strategic plan (FSM and Niue); a development master plan (Palau); a long-term vision document (RMI); or a medium term plan (PNG). Some countries, for example, Samoa, Tonga and Solomon Islands, have embarked on mainstreaming DRM into their national planning framework and are trying to ensure coherent approaches across all development sectors for DRM (see Box 2). However some other countries for example Niue, have taken a more sectoral approach to DRM in the context of their national development plan and have yet to mainstream disaster risk considerations into the plans of sectoral agencies. Other countries, for example, PNG and Fiji have focused primarily on economic development with some attention to social and governance issues, but have nevertheless included disaster risk management as a crosscutting (PNG) or development issue (Fiji).

⁸ As set out in the TOR.

Box 2: Mainstreaming of DRM into national planning: Samoa: A case study.

The Samoa Sustainable Development Strategy (SDS) 2012-2016, which is the overarching planning document for Samoa, has climate and disaster risk management as Key Outcome 14. The strategic areas under this outcome that specifically address disaster risk management include:

- a. Mainstreaming of climate change and disaster risk management;
- b. Climate change and hazard risk analysis;
- c. Strengthened awareness and consultation climate change and disaster risk management;
- d. Strengthen disaster preparedness and response capacity;
- e. Improved provision of information.
- f. Samoa has strengthened its disaster risk management arrangements through the adoption of the National Disaster Management Plan (NDMP) and a 5-year National Action Plan for DRM. These have been informed both by the country's experiences with the 2009 tsunami and the HFA review process.

Samoa has made significant progress in mainstreaming disaster risk management principles into sectoral plans under the framework provided by the SDS. At present, seven sectoral agencies have included DRM into their sectoral development plans: Agriculture; Natural Resources and Environment; Tourism; Health; Education; Transport; Water and Sanitation and Community, Women and Social Development. Two other sectors are revising their sectoral plans that mainstream disaster risk management including Communication and Commerce, Industry and Trade. The Ministry of Finance monitors the performance of each sector against their agreed outcomes; this provides a powerful tool to ensure that sector lead agencies and their members' mainstream disaster risk management in the implementation of their plans.

Australia and New Zealand demonstrate a different approach. New Zealand does not have an NSDS as such, but there is national framework of goals and policies that collectively support sustainable development and promote the safety and resilience of communities (Box 3). This framework provides for feedback and learning from disaster management into managing risk and building resilience at national and local levels. Similarly, in Australia, there is no NSDS as such but: "*The Government has a broad-ranging policy agenda for the sustainability of Australia's environment, economy and social and cultural opportunities now and into the future, at the local, regional and national levels*"⁹. Their approaches have resulted in strengthening integration across all Government sectors and at different levels of governance: at federal, state and local government levels.

Box 3: Mainstreaming of DRM into national and local level sectoral plans: New Zealand: A case study.

The New Zealand Government's National Civil Defence Emergency Management (CDEM) Strategy (2007) outlines national goals and objectives for hazard risk and emergency management. The Strategy's vision is *Resilient New Zealand* – communities understanding and managing their hazards. The Strategy supports, and is supported by, the broader national goals and policies of Government collectively aimed at sustainable development and ensuring the safety of citizens and communities. The National CDEM Strategy seeks continual improvements towards creating resilient communities through risk awareness, effective risk reduction actions and appropriate emergency readiness, response and recovery capacity and capability.

New Zealand maintains a strong national legislative framework for addressing hazard risk management. The three core acts promoting risk reduction are the Resource Management Act (1991), the Civil Defence Emergency Management Act (2002), and the Building Act (2004).

Other legislation addresses specific aspects of hazard and risk management, such as the Soil Conservation and Rivers Control Act 1941, Earthquake Commission Act 1993, Local Government Act 2002, Health and Safety in Employment Act 1992, Maritime Transport Act 1994, Health Act 1956, Epidemic Preparedness Act 2006, Fire Service Act 1975, Forest and Rural Fires Act 1977, Terrorism Suppression Act 2002, Hazardous Substances and New Organisms Act 1996, Petroleum Demand Restraint Act 1981, International Energy Agreement Act 1976 and the Biosecurity Act 1993. This legislation underpins a framework of strategies, plans, policies, codes, and practices supporting risk reduction outcomes.

Two key principles underlying the legislative framework are:

- Responsibility for managing risks resides as close to the community/individual at risk as practicable, and;
- Planning and actions are integrated across national and local levels.

Source: New Zealand National Report to the HFA, 2011-2013.

⁹ Australia National Report to HFA, 2009-2011.

Although most PICs have addressed disaster management issues in some form or another and included DRM priorities in their longer term development plans, DRM is often seen as a sectoral issue and is not integrated into other sectors. Thus the sectoral plans of most PICs do not address DRM priorities. For example Tuvalu, in spite of efforts at formulating a JNAP, has yet to mainstream disaster risk management at the national level into sectoral plans. However, some countries such as Samoa, Tonga and the Solomon Islands have begun the process of mainstreaming DRM across all sectors (see Box 2 for example from Samoa). A number of countries also see DRM and CCA as inter-dependent issues and have taken steps to integrate both climate change and disaster risk management into their national and sectoral plans, for example Vanuatu and Tonga.

The scenario is however very different at the community level as communities focus more on reducing their vulnerabilities and increasing their resilience, focusing on food security and livelihoods, and how these are impacted by risks such as those posed by natural hazards and climate change. Thus community based disaster management plans (CBDRM) that have been initiated in a number of PICs by civil society take a holistic approach and integrate food security, livelihoods, disaster management and risk management into their plans e.g. the Choiseul programme (Box 4). Other countries, such as Fiji, have focused on building the resilience of communities to disasters. A number of communities have been provided assistance to formulate, and to begin to implement, their CBDRM plans based on partnerships between the community, civil society, and national and local government, usually with donor assistance.

Enabling factors:

The main enabling influences for the inclusion of DRM priorities into long term national development plans for the PICs included the BPOA and the MSI, which established a sustainable development agenda for the SIDS and promoted integrated approaches to resilient and sustainable development. The MSI, following on the outcomes of the World Summit on Sustainable Development (WSSD) called for countries to formulate an NSDS, and also included DRM as a priority area. The RFA and the HFA were the other main enabling influences for countries to mainstream DRM into their development plans. Global negotiations on climate change and the associated increased risks have also been instrumental in promoting country level actions to integrate climate change and disaster risk management as they were both seen by PICs as key constraints to resilient and sustainable development. Similarly, the PIFCC has focused attention in the PICs on the risks posed by climate change, and the increased incidence and intensity of cyclones, droughts, floods and other climate related destructive events.

These international and regional agreements and frameworks have triggered national responses and provided an enabling environment for PICs to start to address disaster management as well as disaster risk reduction in their national development plans and strategies. These, along with the HFA have provided a structure for countries to include both disaster risk management and disaster responses in their development plans and strategies. Moreover, the disasters in the region over the last ten years – cyclones, floods, landslides, earthquakes, fires, and the 2009 tsunami in Samoa - have also been instrumental in countries recognising the importance of proactive policies and actions to manage disaster risks rather than reacting to events. In many ways, the HFA has played a catalytic role in helping to shape thinking in the region as a whole about the importance of disaster risk management as a way to build resilience to such adverse events.

These global and regional initiatives have therefore provided the rationale for country level attempts to address DRM in their development plans, particularly in association with CCA, and to begin the process of mainstreaming. For example, at the country level, there is now an increasing awareness that “whole-of-country” approaches are needed, particularly for promoting resilient and sustainable development at the local level (see example from the Solomon Islands in Box 4).

Major Challenges to Progress:

Although all PICs have long and medium term development plans in place that address both disaster management and disaster risk management, most of these plans and strategies tend to remain as plans on paper with little or no action on the ground, particularly in terms of implementation. For example, the sustainable development plans and strategies may encompass the different Government policy areas in planning but there is still a tendency for each sectoral agency to operate as if it were stand-alone. This has led to the prevailing “silo” mentality in many Governments with different sectoral agencies working as separate entities in isolation from each other in their planning processes.

These challenges resulting from the “silo” mentality are aggravated by a tendency in most PICs to see integration more in terms of meetings and talking between different stakeholders, rather than actual joint implementation of activities on the ground. Similarly, the formulation of policies and plans that support integration and cohesion between different sectors is not then followed up by joint implementation of projects and programmes. The tendency for more talk and less action is reinforced by the proliferation of steering committees required by many donors for their projects. However, some countries such as the Solomon Islands and Vanuatu are trying to move away from such approaches. For example, the rationale for the Choiseul programme is an attempt to move beyond the prevailing “silo” mentality to facilitate different donors, sectoral agencies and levels of Government to work together in a “whole-of-island” approach (Box 4). This programme will draw on experiences from the on-the-ground activities to support the formulation of evidence-based policies at the national level. This would help address another gap, i.e. the lack of evidence-based policies. Currently, the development of policies and plans is quite often driven

Box 4: “Whole of Country” approaches for Institutional Strengthening at national and local levels: Solomon Islands: A case study.

The Solomon Islands has recently established the institutional structures necessary for taking a “whole-of-Country” approach that promotes horizontal relationships and integration of sectoral agencies at the national level as well as vertical relationships between different levels of governance – national, sub-national and community. The institutional restructuring that has been carried out by the Solomon Islands comprises an overall Ministry of Environment, Climate Change, and Disaster Risk Management (MECM) that enables the mainstreaming of both DRM and climate change, along with environmental management. This provides a model for other countries to emulate in developing institutional structures that support integrated and cohesive approaches to DRM and sustainable development. The institutional restructuring is supported by consultative mechanisms such as the Prime Minister’s Roundtable on development, environment and society that at a high level looks at how development can be made more sustainable through adopting holistic approaches at the national level.

In addition to establishing the national structure, the Solomon Islands is working with various donors in piloting “whole-of-island” at the provincial level; the main elements of this programme will also demonstrate how vertical linkages between national and local government can help support community level sustainable development and disaster risk management initiatives. The Choiseul programme was initiated by the Government of the Solomon Islands to implement an innovative model where national agencies collaborate, coordinate, and pool their support for climate change adaptation and mitigation as well as DRR within a food security context in a single province. The Province of Choiseul was selected as the site to implement the model. The programme is funded by a consortium of donors – Germany, Australia, USAID, and the Adaptation Fund (AF) and implemented by a group that includes CROP agencies (SPC, SPREP), INGOs (The Nature Conservancy), UNDP, GIZ and the Solomon Islands Government. The main implementation partner is the Provincial Government of Choiseul.

The objective of the programme is to sustain and/or strengthen the resilience of the people of Laurus to impacts from current and emerging threats of climate change, environmental degradation and natural disasters. The programme activities, which began in mid-2013 upon signing of an agreement between the different partners, include a number of CCA, CCM and DRR activities within the common framework such as:

- Linking climate change efforts at national and provincial levels;
- Enhancing resilience of coastal marine ecosystems;
- Introducing ecosystem-based adaptation
- Linking ecosystem conservation with sustainable resource management;
- Sustainable management of upland forests, watersheds, wetlands and floodplains for the maintenance of water flow and quality;
- Develop alternative livelihoods and income opportunities that promote sustainable use of natural resources;
- Sustainable fisheries management to secure livelihood and nutritional status of the coastal population involved in the sector.

by short-term priorities (e.g. response to an adverse event), requirements of MEAs, or by donor funding for a specific project.

Major impediments to progress:

The main impediments to progress include:

- ❖ **Project-driven approaches** - of many donor-funded projects that have short- (1 to 3 years) or at the most medium term (4-6 years) implementation timelines that are focussed on achieving the planned outputs by the end of the project. This doesn't allow for the more strategic and integrated approaches needed for achieving a Government's long-term sustainable development plans.
- ❖ **Sectoral approaches** – by different Government agencies that address the needs of their own sector without taking into consideration the needs and priorities of other sectors or the Government's overall development plans. For example, projects for climate change funded by the GEF are usually implemented by the Ministry of Environment rather than the central planning or finance ministry, which oversees national development plans. Therefore, unless the Government has an integrated NSDS and coordination mechanisms in place to implement it, priorities are often identified and implemented at the sectoral level rather than at the national level.
- ❖ **Lack of cooperation and practical collaboration** – between different sectoral agencies, as well as between different levels of Government. This is particularly true for disaster risk management priorities as a number of agencies may be involved: different agencies for water resources, land management, land use planning and infrastructure. Where a “silo” mentality prevails, this tends to create artificial barriers to working together to implement projects. Some countries, such as the Solomon Islands and Vanuatu are attempting to deal with this (see example in Box 4 above).
- ❖ **Lack of capacity** – this is aggravated by the small populations of most of the PICs where only a few people are available to work across a wide range of areas in each sector, all of which may require specialised skills. This is even more of a constraint at local government level where the skills and human resource base is very limited. Although this could be better tackled with greater cooperation and collaboration, it requires a major change in corporate culture for most Governments to move away from silos to working together. The lack of capacity is a major constraint at all levels, but particularly at the local government level where there are only limited human and financial resources available, especially for DRR activities. However, Government, donor and INGO funded initiatives are trying to tackle this constraint through a number of programmes such as Choiseul (Box 4) in the Solomon Islands and regional initiatives such as the Pacific Risk Resilience Programme (PRRP) (Box 5). Similarly, the CROP agencies play a key role in the Pacific in supplementing national capacity by providing technical expertise, especially for the smaller countries with limited human resources.

Box 5: Pacific Risk Resilience Programme (PRRP): A case study.

The PRRP, which began in late-2012, is a five-year programme implemented by UNDP with funds from Australia. The programme is currently working in four countries that were selected on their risk profile: Vanuatu, Solomon Islands, Tonga and Fiji.

The rationale for PRRP is based on a growing recognition in the region that DRM and CCA: (i) need to be aligned particularly at the community level; (ii) are often not connected to Government structures; and (iii) are not followed up or sustained, and or of variable quality. In this context the concept of 'risk governance' is rapidly emerging as part of the approach to DRM and CCA in the region. PRRP is based on this paradigm shift from simply managing the symptoms of disasters and climate change towards addressing the underlying causes of vulnerability and incorporating these dimensions into socio-economic development (the 'resilience' agenda). Therefore, PRRP seeks to strengthen governance mechanisms for DRM and CCA at the sub-national and local levels.

The goal of the PRRP is to “*strengthen the resilience of Pacific island communities to disasters and climate change related risk*”. The two components of the programme, which will be implemented in a coordinated and integrated manner are: (1) “*Risk governance to support “mainstreaming of DRM and CCA into development planning and budgeting at all levels of Government*”; and (2) “*Community level risk management: strengthening community resilience through targeted and inclusive community based DRM and CCA and integration of risk management into local level governance mechanisms.*”

- ❖ **Poor understanding of risk management concepts** – this lack of capacity is aggravated by a general lack of understanding of DRR concepts at all levels of governance in most of the Pacific Island countries. This is a major impediment to the effective implementation of risk reduction measures and their mainstreaming into development plans and projects. In many countries, national and sectoral planners often have little or no understanding of how risk reduction impacts on their sector in practice. This has a major impact on the effective implementation of regulations such as EIA, development consents and land-use planning, and building codes as hazard risks are not always a criterion for implementing these regulations.
- ❖ **Lack of sound information for decision-making on DRR at the national level** – on critical issues such as: hazard risks; risk mapping; risk assessments for priority hazards; consistent methodologies and data frameworks; costs and benefits of risk reduction; and vulnerabilities and capabilities across the social, economic, built and natural environments. This lack of information is further constrained by poor access to the information available to stakeholders outside of Government: the private sector, civil society, and communities. In addition, there is a lack of sharing of information between different sectoral agencies at the national level and with local government. In most PICs, there are no effective mechanisms for sharing such vital information particularly with communities to enable them to better understand and manage their risks.
- ❖ **Lack of systematic monitoring** – of economic and productive sectoral plans and policies with respect to their contribution to risk reduction. In most PICs, the HFA progress reports are the only mechanisms for reporting on how DRR is addressed by a country. However, in the absence of national platforms in most countries, these reports tend to be written by a single agency and lack the necessary accountability to national stakeholders. This is a major impediment to mainstreaming of DRR into plans, policies and measures at national, local and community levels as stakeholders lack the essential information for decision-making on managing the hazard risk that they face.

4.2 HFA Strategic Goal Two:

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Principal Achievements:

Over the last decade, there has been significant progress throughout the region in terms of the establishment and strengthening of institutions, mechanisms and capacities at all levels: regional, national, local and community. Some examples at the regional level that help to meet a key need in the PICs for sound, reliable and up-to-date information include:

- ❖ **Partnership Network** – a regional initiative established in 2006, the Pacific Disaster Risk Management Partnership Network provides a mechanism for collaboration and cooperation to support disaster risk management capacity building in the region and assist PICs to implement the RFA. The Partnership is a voluntary network that brings together international agencies, regional organizations, national Governments and civil society to support capacity building for mainstreaming DRM into national plans and policies. The network supports countries in the formulation and implementation of their DRM National Action Plans. It also provides countries with access to information through a web portal for DRM in the region via the Pacific Disaster Net: www.pacificdisaster.net.
- ❖ **PCRAFI** - The Pacific Catastrophe Risk Financing and Insurance Initiative (PCRAFI), was initiated in 2006 at the request of PICs, with 15 PICs, including Timor-Leste, involved in the programme. It is an innovative program that builds on regional coordination to provide PICs with up-to-date disaster risk information and tools for enhanced DRM and improved financial resilience against natural hazards and climate change. The initiative has been implemented through collaboration between the World Bank, SPC/SOPAC, and the ADB, with financial support from a range of donors¹⁰. PCRAFI has established the Pacific Risk Information System

¹⁰ Source: <http://reliefweb.int/report/world/pacific-catastrophe-risk-assessment-and-financing-initiative-pcrafi-risk-assessment>

(PacRIS), a source of geospatial information for the PICs that contains detailed, country-specific information on assets, population, hazards, and risks. The exposure database contains country specific datasets on residential, commercial, and industrial buildings, major infrastructure such as roads, bridges, airports, ports, and utility assets, major crops, and population. The PacRIS also provides risk maps on the geographic distribution of potential losses for each PIC as well as other depictions of risk assessments accessible through an open-source web-based platform to authorised users.

❖ **PPDRM** - The Pacific Platform for Disaster Risk Management (PPDRM) is an annual opportunity for PICs, development partners and donors, civil society, private sector as well as other stakeholders in the region to share experiences and knowledge in building the resilience of their communities to disasters¹¹. The 2013 meeting of the PPDRM was held jointly with the Pacific Climate Change Roundtable and focused on the SRDP process.

At the **national** level, approaches taken by a number of countries to strengthen their national disaster risk management offices; examples from across the region include:

- ❖ **Samoa** – has a disaster management office that has been recently upgraded to a ‘division’ with increased staffing and resources in order to better deliver disaster risk management support and programmes to all stakeholders at national and community levels. The Disaster Advisory Council plays a key role in the systematic incorporation of DRR approaches into development planning¹².
- ❖ **Vanuatu** – has established a National Advisory Board (NAB) for DRR and CCA that provides overall guidance on strengthening resilience to hazards at all levels as it includes provincial responsibilities. The NAB complements the work of the NDMO that oversees response to disasters, incorporating recovery and reconstruction activities. At the community level, CSOs have been responsible for helping to establish community disaster committees. However, their links to area and provincial administration is weak and jeopardizes their sustainability.
- ❖ **New Zealand** – recent experiences with the response and recovery from the Christchurch earthquake have highlighted the importance of a central Government agency taking responsibility for both disaster management and building resilience. It is interesting to note that the Ministry of Civil Defence & Emergency Management, which is the lead national agency for natural disaster responses and provides leadership for disaster risk management generally, has recently moved from the Department of Internal Affairs to the Department of the Prime Minister and Cabinet.

At the **local government** level, a number of countries are beginning to recognise the key role of local government in DRM and have initiated moves to strengthen their capacity for disaster management and risk reduction, as well as to introduce mechanisms for better coordination and collaboration between different levels of governance. Examples from across the region include:

- ❖ **Solomon Islands** – the Choiseul programme (Box 4) highlights the important role of partnerships between different levels of governance, national and provincial (i.e. local), and with communities to implement programmes for building resilience. Other examples of partnerships between national and local government include: the involvement of an urban local government, the Honiara City Council, in the preparation of a disaster preparedness manual in 2013; and the identification of risk areas through the Climate Vulnerability Assessment (2012) in collaboration with the Ministry of Lands, Housing and Survey with the assistance of UN, donors and regional organisations¹³.
- ❖ **Vanuatu** – although the Government has expressed a strong commitment to decentralisation and building capacity at local administration level, the establishment of disaster management offices in the provinces has yet to be implemented.

¹¹ Source: <http://www.unisdr.org/we/inform/events/35767>

¹² Samoa National Report to the HFA, 2011-2013.

¹³ For example, the vulnerability assessment for Choiseul <http://www.spc.int/en/home/1005-choiseul-province-climate-change-vulnerability-assessment-completed.html>

- ❖ **Fiji** - An important contribution from Fiji to the debate on local government involvement are the actions taken in Nadi that highlight both a systems approach to dealing with a hazard and the importance of stakeholder involvement in DRM at the local level (Box 6)¹⁴.

Box 6: Integration of DRM into local level planning: Fiji: A case study from the Nadi River Basin.

The GEF is funding an Integrated Water Resources Management (IWRM) Project entitled “Integrated Flood Risk Management in the Nadi River Basin” in Fiji. The objective of the IWRM Nadi Demo Project is to improve flood preparedness and integrate land & water management planning within the Nadi Basin using an integrated flood risk management approach. This redresses a legacy of recurring urban flooding and land degradation impacting on livelihoods, many of which are related to the tourism industry built around the Denarau Island resort complex (Bernard & Cook, 2012) ¹⁴.

The project’s key features include:

- ❖ **Establishment of a Nadi Catchment Management Committee (NBCC)** – this replaces the old systems whereby decisions within the Nadi basin were made sectorally with little consultation or long-term strategic planning between the different sectors. The NBCC provides a governance model for catchment management for future national upscaling and integration into Government policy.
- ❖ **Integrated Flood Risk Management Plan** – this was developed following the setting up of an early warning system and a community based disaster management committee (CDMC).
- ❖ **Sustainable forest & land management practices** – were piloted with landowners to reduce runoff and sediment loads. Over the last years, the Nadi Basin has experienced rapid urbanization and increasing population with aggressive deforestation and agriculture in the upper catchment areas. This has increased stress on water resources in the catchment leading to greater vulnerability of concerned communities to natural disasters such as flooding or drought.
- ❖ **Engagement of different sectors** – the project was based on decentralization and IWRM principle that decisions should be taken at the lowest appropriate level and with full public consultation. The formation of the NBCC and the initiation of a number of cross-sectoral activities has increased interaction between different institutions and agencies; for example, a number of agencies collaborated and worked together to formulate standard operating procedures (SOP) for the flood siren.
- ❖ **Strengthened community engagement** in water related issues to reduce vulnerability of the water resources to human activities through awareness and empowerment of communities. A bio-physical survey of the Nadi Basin catchment found that most of the upper catchment areas are grasslands and that land use practices in the upper catchment, mid catchment and riparian zones contribute to heavy runoff and sediment pollution. A Landcare group was formed in the upper catchment area to train farmers in sustainable agricultural practices.

Source: Integrated Flood Risk Management in the Nadi River Basin, a project brief. <http://www.pacific-iwrm.org>

- ❖ **Australia** – also provides a good example of how different levels of Government work together in a complex system of governance. “*The Federal Government provides national leadership in disaster resilience and emergency management and provides support to State governments at policy, coordination, technical and financial levels. Implementation of the National Strategy for Disaster Resilience guides national reform work across the disaster resilience spectrum, and complements many other initiatives undertaken by States in their jurisdictions*”¹⁵. This example shows how local government and communities can be empowered by national Government through a partnership approach (Box 7).

¹⁴ Bernard, K., and Cook, S. Tourism Investment Choices and Flood Risk: Illustrative Case Study on Denarau Island Resort in Fiji. Suva: UNDP and SPC. 2012.

¹⁵ Australian National Report to the HFA, 2011-2013.

Box 7: Empowering local government and other stakeholders in DRM: Australia: A case study.

“The Australian Federal Government provides national leadership in disaster resilience and emergency management and provides support to State governments at policy, coordination, technical and financial levels. Under Australia’s constitutional arrangements, the government of each Australian State has responsibility and authority for the protection of life and property and prevention, preparedness, response and recovery in the emergency management context”.*

The key factors that has helped local government and other stakeholders to get involved include:

- ❖ **A common strategy agreed by all levels of Government** – involvement of all stakeholders, including state and Local Government in developing the national strategy for disaster resilience promoted ownership and understanding of the final strategy.
- ❖ **Funding** – provided by the Federal Government, through state government grants programmes, helps local government to be more involved in resilience-building projects such as risk assessments, hazard and risk mapping, and supporting volunteers. Small businesses are also provided with grant funding to develop business continuity plans at the local level to understand and manage risks and to build resilience.
- ❖ **Mechanism for sharing information and formulating coping strategies** – for example, the Trusted Information Sharing Network for Critical Infrastructure Resilience brings together a number of sectoral groups e.g. on energy, water, food supply and finance, to share information and develop strategies on how to deal with disasters.
- ❖ **Information sharing** - on lessons learned and risk assessments —from local, national, and international sources—is accessible and available for use by governments, organisations and communities undertaking risk management planning and mitigation works.*
- ❖ **Access to knowledge products** – a broad range of information products in relation to emergency management and resilience practice are made available to the public and practitioners, through the Australian Emergency Management Institute’s Knowledge Hub (<http://www.emknowledge.gov.au>).
- ❖ **Access to training opportunities** – provided by the Australian Emergency Management Institute, for all levels of government and business and non-government organisations within Australia..
- ❖ **Awareness and education activities** – provided to the community directly by emergency services agencies at the local, regional and state level using risk reduction knowledge as a basis for awareness in enterprises, at-risk communities, professions, and schools and institutes of higher education.

* Source: Based on the Australian National Report to the HFA, 2011-2013.

At the **community** level, a number of initiatives in the region recognise the vulnerability of communities to disasters and are attempting to address the important role of communities in DRM. Some examples from across the region include:

- ❖ **Fiji** – the Government has provided assistance to Vunidogoloa village, which was highly vulnerable to natural hazards such as sea-level rise, cyclones and storm surges as a result of climate change, to relocate to higher ground. This partnership between Government and the community showed how Government and communities can work together for the benefit of the community. The Government provided funds and assistance for the move, and the community provided the land, labour and timber resources for rebuilding their village. This was the first of its kind in the Pacific: thirty families were relocated and provided with new sources of livelihood to reduce disaster risk and enhance sustainable growth and development.
- ❖ **FSPI¹⁶** - has a regional Disaster Risk Management Programme that works with communities in a number of PICs to build their resilience to natural disasters by helping them to mainstream risk reduction into community development. This programme increases awareness in communities of the benefits of investing in risk-sensitive development in order to mitigate the impacts of disasters. FSPI currently works in eight member countries: Fiji, Kiribati, PNG, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu.

¹⁶ Source: <http://www.fsfi.org.fj/index.php/programmes/community-disaster>

❖ **Tools** – Samoa has developed a Community Based Disaster Risk Management toolkit with assistance from UNESCO to assist communities in DRM activities. In Fiji, the Disabled Peoples’ Federation has developed a toolkit for “Disability Inclusive Community-based DRM” designed to help communities formulate CBDRM plans that address barriers to inclusion of disabled people in DRM activities. Both of these address gaps in resources available to communities for DRM activities.

These examples from countries provide models for other countries to emulate; forums such as the PPDRM provide countries with an opportunity to share their experiences and to learn from each other.

Enabling factors:

A number of factors have influenced the progress achieved towards Goal two of the HFA. These include:

- ❖ **Cluster system** – the introduction of the cluster system by UNOCHA in a number of PICs following major disasters have been mentioned by a number of countries including Samoa, Tonga and Vanuatu as an important contribution to disaster management. The clusters have had a significant impact on improving coordination of disaster responses as well as recovery programmes. The improved coordination of sectoral agencies provides countries with a good model for application to risk reduction programmes.
- ❖ **“Whole-of-Country” approaches** – that facilitate integration and cohesion between different sectors and at different levels of governance are starting to have an impact in the region. These promote horizontal relationships or integration of sectoral agencies at the national level as well as vertical relationships between different levels of governance – national, sub-national and community. The institutional restructuring that has been carried out by countries such as the Solomon Islands (e.g. Box 4) and Vanuatu provide models for other countries to emulate in developing institutional structures that support integrated and cohesive approaches to sustainable development.
- ❖ **Good governance** - has been identified as a crosscutting issue by all countries. This includes: institutional strengthening and restructuring to bring together different sectoral ministries (e.g. Solomon Islands); Government functions such as linking development priorities to budgetary processes (e.g. Samoa); an enabling legislative and policy framework that supports sustainable development priorities (e.g. Palau), and improved monitoring and evaluation (M&E).
- ❖ **Empowerment of local government and communities** - an enabling factor highlighted by a number of countries is the empowerment of local government and of communities to be able to build their resilience and take responsibility for disaster risk management. This requires both capacity building and the establishment of mechanisms for facilitating partnerships between national and local government with communities. Civil society organizations play a key role in this in most PICs by accessing funding from development partners and providing communities and local government with training and technical assistance.

Major Challenges to Progress:

A major gap in many countries is that responsibility for disaster risk reduction usually lies with sectoral agencies such as environment, natural resources, education, health or infrastructure. On the other hand, responses to disasters are often the responsibility of a central agency, such as the Prime Minister’s Office.. Despite DRR being an integral part of disaster management (see Appendix 4) this means that linkages are often not made between disaster management and disaster risk reduction as responsibilities for the two functions are split between different agencies, for example in Tuvalu.

Another gap is that resources, especially financial resources, are usually made available quickly to disaster relief and response but availability of funding for DRR activities is not available so readily. However, this is changing as more donors take cognisance of the vital linkages between disaster management and DRR, and are providing technical and financial resources for this. Examples include: the PRRP programme funded by Australia; the Choiseul programme funded by GIZ and a consortium of development partners; and the increasing emphasis in the New Zealand Aid Programme for integrating DRR into disaster recovery efforts. Donor funding needs to be supplemented by budgetary allocation from Government’s

recurrent budgets in order to ensure sustainability. Countries such as Samoa and Tonga are taking a lead role in setting an example in the Pacific by linking budgetary allocation for sectoral agencies to how well they integrate DRR into their sectoral plans and their implementation.

The prevailing project or sectoral programme based approaches sometimes neglect the issues that are of primary concern to most PICs: food security, sustainable livelihoods, and eradication of poverty. Disaster risk management is a necessary component of building resilience. Thus climate change and DRM are important issues that need to be seen within the context of their impacts on food security and livelihoods for example as causes of land degradation – not as separate priorities.

Major impediments to progress:

In addition to the major impediments to progress listed in Section 4.1 above for the HFA Strategic Goal One, the impediments for this HFA Strategic Goal include:

- ❖ **Division of responsibilities between different agencies** – this is an impediment to progress both at the national level and at the regional level. For example, in the Pacific, responsibility for providing technical assistance on disaster risk management at the regional level lies with the SPC whilst responsibility for assistance on climate change and environmental management lies with SPREP. These problems with mandates also extend to UN agencies working in the Pacific, with a number of agencies having overlapping activities for disaster risk management: UNDP, UNEP, UNOCHA, FAO, UNISDR, etc. As such, coordination and cooperation between agencies is therefore essential¹⁷.
- ❖ **Short-term and sector specific development priorities** – that are sometimes driven not by the desire for resilient and sustainable development, but by responses to the requirements of MEAs or by the availability of donor funds. In many countries, for example Samoa, with the abundance of project-based funding available for DRR and CCA, institutions at national and local level have limited capacity to effectively implement these projects. Thus longer-term resilience building activities are therefore neglected as often these are not part of a project. The new GEF programme on the “Ridge-to-Reef” programme that takes a more holistic and longer-term approach to building resilience could help overcome this constraint.
- ❖ **Lack of capacity at the community level** – most communities lack the necessary resources (human, institutional, and financial) as well as the capacity to be able to formulate and implement CBDRM plans. Civil society organizations have played a key role in all PICs in building capacity, especially within selected communities, for DRM in all the PICs. Tools such as the toolkits developed in Samoa and by the Disabled Peoples’ Federation are helping to address this gap. This needs to be supported by assess to sound data and information so that communities are able to make informed decisions on DRM.
- ❖ **Inclusion** – all national reports recognise the importance of communities in disaster management and risk reduction. However, there is a lack of effective involvement of communities in planning and decision-making on disaster risk management. This is a major impediment as all stakeholders in communities can contribute to building resilience. In particular, the role of women in DRM appears to be neglected even though women are more likely to be affected by disasters than men¹⁸, and have a key role in promoting the resilience of their families and communities. Although many national reports do refer to gender issues, for example PNG, which speaks of mainstreaming gender in DRR and DRM, and the impacts of disasters on gender-based violence, these remain as exhortations rather than actions. Examples from other countries also reiterate this challenge: the Fiji national report states that “*Gender issues are acknowledged but not translated into DRM policies and programmes*”; and the Samoa 2011-13 national report states that “*Gender does not currently feature strongly as an organizing principle for DRM activities in Samoa*”; however, there has been some progress on this issue since then. In many ways these statements reflect the lack of real action on

¹⁷ UNISDR is the UN agency mandated by UN GA to “serve as the focal point in the UN system for the coordination of disaster reduction activities of the UN system and regional organisations and activities in socio-economic and humanitarian field” UNGA/R/56/195.

¹⁸ For example, in the 2009 tsunami, 70% of the adults that died in both Samoa and Tonga were female. Source: Tonga National Assessment Report to the 2014 SIDS Conference.

addressing roles of both women and men in in DRM most Pacific Island countries. Similarly for vulnerable groups such as the disabled, elderly, children and landless, a number of reports refer to the importance of making provision for them in relief, response and recovery. However, their role in risk reduction is not addressed in most DRM policies although some countries are beginning to include representation from disabled peoples' organizations in their national advisory bodies on disaster risk management. Examples include the Fiji National Council of Disabled Persons in Fiji and the People with Disabilities in Samoa as a stakeholder in the Disaster Advisory Committee.

4.3 HFA Strategic Goal Three:

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Principal Achievements:

Over the last decade, there has been some progress throughout the region in terms of the incorporation of DRR approaches into plans for emergency preparedness, response and recovery. Examples from across the region include:

- ❖ **CBDRM plans** – civil society organizations in particular, often with assistance from development partners, have provided capacity building and other assistance for communities to formulate their CBDRM plans that incorporate DRR into emergency response plans. For example, FSPI works with eight countries: PNG, Solomon Islands, Vanuatu, Fiji, Tonga, Samoa, Tuvalu and Kiribati, to help them to build their resilience to natural disasters by mainstreaming risk reduction into community development. This programme helps communities to cope with a natural disaster and recover quickly once it has passed. The programme also provides community-based training and assistance for disaster preparedness and risk-reduction linked to poverty alleviation to ensure that communities do not become trapped in a cycle of loss, destruction and rebuilding¹⁹. Programmes such as this help communities to take greater responsibility for recovery and reconstruction, and are starting to build in DRR measures into preparedness, response and recovery
- ❖ **Improved coordination** – in some countries, for example the Cook Islands, stronger coordination mechanisms have been introduced at the national level through the Emergency Management Cook Islands (EMCI). The ECMI coordinates Government and donor partner support for capacity building and implementation at the national level, with active engagement of communities.
- ❖ **Learning from experience** - in New Zealand, risk reduction is an important part of the Canterbury earthquake recovery programme. The testing of institutional arrangements flows through a process of learning and feedback to inform policy and programme reform at the national level, and in other regions of the country. This helps to ensure that building resilience is part of the response to major disasters in the future.
- ❖ **A strategic approach** – the Australian National Strategy for Disaster Resilience promotes the development and strengthening of institutions, mechanisms and capacities at federal, state, local government and community levels so as to systematically incorporate the building of resilience in responses to major disasters. For example, decision-making on land use planning and building control systems take into account risks to social, built, economic and natural environments. This is helped by making tools available that help to identify the costs and benefits of mitigating risks and rebuilding repeatedly damaged infrastructure to better standards that account for the risks.

¹⁹ Source: <http://www.fspi.org.fj/index.php/cdrmapoutus/about-cdrm>

Enabling factors:

A number of factors have influenced the progress achieved in the Pacific region towards Goal Three of the HFA. These include:

- ❖ **Strengthening of institutions, mechanisms and capacities** - at all levels is an on-going priority in many countries in the region and this has helped to focus thinking. Areas in need of strengthening include: the development of a national impact assessment framework for natural disasters; more consistent collection of data and information across jurisdictions; improved access to data and information for all stakeholders; the development of a monitoring and evaluation framework; and attempts to measure the effectiveness and value-for-money of relief and recovery assistance. Australia and New Zealand have made the greatest advances in this area in the region but, as shown by New Zealand's experiences with the Canterbury earthquake, this is very much a work in progress for most countries.
- ❖ **A growing body of knowledge** – about the costs and benefits of “Building Back Better”, particularly at the regional level through the work of organizations such as the SPC. For PICs, this work has to be translated at the national level so countries are able to avail themselves of the necessary information and data in order to make informed decisions.
- ❖ **Traditional knowledge** – is relied upon by many communities in PICs to deal with disasters. These traditional knowledge measures, developed over centuries of practice, help communities to formulate CBDRMs that make them more resilient. Some example of traditional preparedness practices include: storage of food for food security; predicting weather events; building houses that are resilient to wind and rain; planting of trees to prevent landslides²⁰. There are a number of examples in the region of organisations, especially civil society, that are attempting to harness traditional knowledge and resource management practices and incorporate these into CBDRM. This is illustrated by an example from Tuvalu²¹, a joint initiative implemented by the Tuvalu Association for NGOs and FSPI. This initiative works with local communities to build their resilience to disasters by applying traditional knowledge, documenting traditional practices and integrating these with modern day practices for strengthening DRR. The initiative also advocates the use of traditional knowledge as an effective tool for DRR to stakeholders.

Major Challenges to Progress:

The analysis of national reports to the HFA and interviews with four countries identified a number of major gaps in progress on Goal Three. These include:

- ❖ **Lack of a systematic approach** - to link preparedness, response and recovery in most countries in the region, with the exception of Australia and New Zealand. Most countries take a reactive approach to response, recovery and reconstruction and lack the resources, time or expertise to incorporate DRR into their response efforts. In most countries, “Building Back Better” has not yet been mainstreamed into the disaster management cycle (DMC)²².
- ❖ **Lack of knowledge about DRR** – most sectoral Government agencies in the PICs lack knowledge about the impacts of DRR on their particular sector. This gap was identified in a number of national reports to the HFA, for example Fiji and Samoa.
- ❖ **Poor coordination** - between sectoral agencies responsible for response and recovery and risk reduction at the national levels as well as between different levels of Government. This lack of coordination quite often results in DRR not being included in emergency response and recovery efforts. Effective coordination needs to be built into emergency operating procedures that also make use of coordination mechanisms such as the cluster system.
- ❖ **Disaster risk insurance mechanisms** – these are lacking in most PICs but there are plans in some countries to introduce these so that they include measures for risk reduction in recovery, reconstruction and preparedness efforts.

²⁰ Source: Traditional knowledge and Red Cross disaster preparedness in the Pacific, Australian Red Cross, 2010.

²¹ http://www.preventionweb.net/files/globalplatform/entry_presentation~03BuildingCommunityResiliencePDRMPN.pdf

²² See Appendix 5.

- ❖ **Immediate responses vs long term plans** – disaster responses are necessarily immediate and tend to have a short-term perspective, whilst DRR is more longer term. In emergency situations, NDMOs and communities lack the necessary resources or time to take into account the longer-term preparedness and DRR needs, for example as stated in the Fiji national report, 2011 to 2013.
- ❖ **Loss of Traditional knowledge** – with increasing urbanisation and migration, traditional knowledge and skills are being lost in the region. Although many civil society organizations make a conscious effort to harness this knowledge at the local level, it does not always filter back to either local government or national level DRM plans. Most countries are aware of this gap: for example Fiji lists one of the challenges facing the country in terms of Goal 3 is: “*The compilation and systematic integration of traditional knowledge with current DRR practices.*”²³

Major impediments to progress:

Although many of the impediments to progress for HFA Strategic Goal Three are also common to Goals One and Two, some impediments specific to this goal include:

- ❖ **Lack of capacity** – at all levels – national, local and community - for “Building Back Better” and for post-disaster damage assessments and risk reduction. This applies particularly to carrying out cost-benefit analyses, and is aggravated by the lack of consistent agreed methodologies for damage loss and needs assessment, risk management and cost-benefit analysis in the region as a whole. Most stakeholders also lack understanding of the disaster management cycle (Appendix 4) and the importance of DRR.
- ❖ **Perceived Costs of “Building Back Better”** – often communities and stakeholders are keener on response and recovery rather than thinking long-term about preparedness and risk management. This often applies to the private sector, especially small enterprises as they lack the skills and capital to make the longer-term investments for DRR. Yet, research shows that for every \$1 spent on mitigation, between \$4 and \$10 is saved in recovery costs²⁴.
- ❖ **Lack of reliable information** – on the benefits of incorporating DRR at all levels: national, local government, and community. There is no sound body of knowledge on benefits of “Building Back Better” in the region based on learning from experience. Where such information is available, there are barriers to sharing information between different sectoral agencies at the national level, between national and local government, and with communities. There is a need for a national platform that would provide a mechanism for sharing information and learning.
- ❖ **Budgetary allocations** – although some countries make provision for disaster response in their budgets, these do not provide for DRR. This is aggravated by sectoral lines which separate agencies dealing with responses from those responsible for recovery and reconstruction. Moreover, in the past, donor funded responses to disaster relief and recovery did not always provide for DRR. However, there is a sea change in thinking on this issue and most donors in the region now incorporate DRR as part of their disaster response allocations, for example, Australia, New Zealand, Germany and the EU. Unfortunately, this does not apply to most Government budgetary allocations for DRR as these continue to be based on sectors, and focus on response rather than risk reduction.
- ❖ **Logistical constraints** - especially after a disaster mean that Government agencies, such as the NDMO, lack the time and resources to address resilience issues, especially in the smaller countries. Countries with better resources and infrastructure, such as Fiji, are better able to deal with responses to disasters but, as stated in their HFA National Report for 2011-13, they sometimes lack the resources to be able to integrate DRR into their responses to major disasters.

²³ HFA National Progress Query Tool, Fiji. Source: <http://www.preventionweb.net/applications/hfa/qbnhfa/results>

²⁴ UCL et. al. (2002), Development at risk - The brief for the World Summit on Sustainable Development, University College of London Benfield Greig Hazard Research Centre, Center for Research on the Epidemiology of Disasters (CRED) and ActionAid.

5. Conclusions

The results of this study shows that in many countries, dealing with disasters has evolved from the early focus on response and recovery to a growing realisation that disaster preparedness and risk reduction are essential parts of the disaster management cycle. The discussions around the formulation of the HFA provided an entry point for countries to begin to include risk reduction as part of their disaster responses. In the Pacific, the HFA provided the inspiration for the RFA, which in turn had the political backing of Pacific Island leaders. This was a critical factor that helped to move thinking in the PICs from response and recovery to building resilience so as to enable communities to bounce back. Although the HFA didn't drive the process as such, through the advent of the RFA, it encouraged countries to begin thinking about DRR as a necessary condition for achieving resilient and sustainable development. In many ways, the HFA also reflected common thinking in the region about not just responding to disasters, but to build resilience in countries and communities for dealing with future disasters. **Therefore, the HFA has played a catalytic role in helping to shape thinking in the region as a whole about the importance of disaster risk management as a way to build resilience to adverse events.**

Thus the international dialogue around the formulation of the HFA focused attention on the importance of disaster risk management, and helped to ensure everybody was on the same page. The articulation of DRR principles in an international instrument in turn provided a structure for ad hoc initiatives by countries to fit into a strategic framework that was agreed by all member countries. In other words, the HFA expressed the “spirit of the age²⁵” and catalysed the process of mainstreaming DRR into disaster management in the Pacific region.

Progress on achieving the strategic goals of the HFA has been constrained by a number of challenges faced by PICs as discussed in the analyses in the preceding sections. One of the major challenges faced by the PICs is the lack of capacity at national and local government levels in dealing with both disaster management and risk reduction. In particular, a major challenge for the Pacific region is the general lack of understanding about disaster risk management as a critical component of the disaster management cycle, and its linkages with food security, livelihoods, and sustainability.

The significant progress achieved at the regional level in gathering reliable data and information on disasters and DRM needs to be complemented by access to such information at the national level, as access to sound information for decision-making is a constraint in most PICs. Mechanisms are also needed for learning from experience to help Governments formulate evidence-based policies for mainstreaming DRM into their national development plans. This would enable national and local government as well as stakeholders – communities, civil society and the private sector – to make decisions based on sound, reliable and up-to-date information. Cost benefit analyses for DRM are essential as they would provide the rationale for integration of risk reduction into response, recovery and reconstruction and help to ensure that all stakeholders, including Governments and the private sector, internalise DRR into their investment decisions.

Major challenges remain in terms of inclusion, i.e. harnessing the contribution of local government, communities, civil society organizations and the private sector in disaster management and disaster risk management. Countries are also grappling with how best to address gender issues as women are more likely to be affected by a disaster, and are also responsible for food security and resource management decisions, which are essential to building resilience. At the same time, women have little or no say in decision-making on issues that have a major impact on disaster risk management. In terms of social inclusion, countries also recognise that they have yet to address the needs and priorities of vulnerable people – disabled, children, youth, elderly and the landless – in responses to disasters and in risk reduction.

The countries in this study of the national reports from the Pacific region have made significant progress over the last 20 years in establishing and/or strengthening the institutional framework necessary for disaster management and to a lesser extent, for disaster risk management. The experiences highlighted in these national reports further demonstrate that most national planning institutions have taken on board the main messages of the HFA and the RFA and have begun to integrate DRM into their national

²⁵ In German, this is expressed as “zeitgeist”

development strategies and plans. Therefore, these countries now have an opportunity to build on their achievements in order to operationalise this institutional framework and implement their national strategies and plans for both disaster management and risk reduction.

6. The Way Forward: Recommendations from the Pacific Region for HFA-2

The following recommendations from this study provide a starting point for discussions at the PPDRM on the contribution by the Pacific Region for the HFA-2. These complement the wider recommendations from the Asia-Pacific Consultations held in May 2013. The main sets of recommendations include:

Integration:

The SRDP articulates the growing realisation in the Pacific about the need to integrate climate change and disaster risk management as crosscutting issues that impact on all sectors. This would help to build resilience at the regional, national and sub-national levels in the Pacific so as to achieve sustainable development. The aim would be for integrated policies and plans at the national level that enable implementation of coherent measures to deal with risk from climate change and disasters at the local government and community levels. This does not necessarily mean that the international instruments for climate change and DRM should be integrated: rather the aim would be for them to complement each other so as to support national and to local level integration. Resilience building would then support poverty alleviation, food security and sustainable livelihoods.

Cohesion:

HFA-2 should promote “whole-of-Country” approaches that allow for vertical and horizontal cooperation and collaboration between different levels of governance and sectors so that they are able to work together.

The role of local government is a key factor as they are “*the level of governance closest to the people, and play a vital role in educating, mobilizing and responding to the public to promote sustainable development.*”²⁶ Local government are important key players in both disaster management and risk reduction as they are not only responsible for disaster responses, but also play a major part in disaster risk management as they are responsible for key functions such as land use planning, infrastructure maintenance, enforcement of building codes, and provision of essential services such as water and sewage to communities. They must be very much part of the implementation and follow-up arrangements for DRM. It is also important that the HFA-2 emphasises that the devolution of responsibilities for disaster management and risk reduction is accompanied by decentralisation of decision-making powers under the umbrella of an agreed national plan for DRM that encompasses social, economic and environmental goals. The devolution of powers needs to be supported by giving local government access to the human, financial and technical resources necessary for effective implementation of their local DRM plans.

Collaboration and cooperation between different sectoral agencies at the national level would help to consolidate the mainstreaming of disaster risk management into the plans, policies and programmes for different sectors that have a major impact on risk reduction. The adoption of “whole-of-Government” approaches would help to tackle the prevailing “silo” corporate culture common in many countries in the Pacific. Sharing of lessons and best practices from the experiences of countries that are trying to put this concept into practice would help provide working models for other countries to adapt and emulate.

Inclusion:

The vital role of communities and civil society in “Building resilience of communities to disasters” needs to be reinforced through a call in HFA-2 not just for devolution of responsibilities for disaster risk management, but also through empowerment. This would give communities better access to the necessary resources, capacity building activities and information for decision-making on “Building Back Better” so as to build their resilience.

²⁶ Agenda 21, Chapter 28,

Gender issues also need to be addressed by promoting the inclusion of both women and men as active participants at every stage of the disaster management cycle. As the main providers of food security for families and for the management of natural resources, women have a key role to play in decision-making on measures that will promote risk reduction. Thus both women and men must be involved in DRM. The complementary roles of women and men should be explicitly addressed in HFA-2 as empowerment of both women and men is a necessary condition for building resilient communities.

The role of vulnerable groups – the disabled, children, youth, elderly and the landless – also needs to be reinforced both in disaster responses and in risk reduction through the inclusion of explicit measures for strengthening their role in decision-making on disaster risk management.

The role of private sector – resilience of a country depends on the ability of the economy to bounce back. Small and medium businesses are vital to the economy and social fabric of all countries in the Pacific, whilst medium and large enterprises such as mining companies and tourism operators provide the foundation of the economy in some of the larger countries such as PNG and Fiji. Their part in building resilience and “Building Back Better” needs to be explicitly addressed in HFA-2. Their willingness to make the necessary investments for risk reduction would require access to information on the costs and benefits of risk reduction measures and their participation in decision-making on disaster risk management measures.

Reporting:

Reporting to HFA needs to be linked to participatory self-assessments at national platforms, which should be forums for accountability of Governments to stakeholders in how they respond to disasters and promote disaster risk management. Thus national reports must also include contributions from communities, local government and private sector to disaster risk management at the national level, not just national Governments.

Thus the HFA-2 reporting requirements should provide a global framework with agreed targets that are aligned with national priorities so as to minimise the burden of reporting and to make reports meaningful at the national level to Government, local government, the private sector and communities. These requirements should be aligned with the Post-2015 Development Agenda and the SDG process. The MDGs provide a good model with a globally accepted set of indicators, clear goals, targets and timeframes that are meaningful to all countries. Therefore, it is important that the HFA-2 indicators also provide a global framework with agreed goals, targets and timeframes that reflect data and information routinely collected by countries on disasters such as lives lost and impacts on social, economic and environment assets.

Some key characteristics for such indicators include:

- ❖ International consensus on the goals and targets thus giving them credibility in the eyes of Governments but, more important, provides a measure for stakeholders to assess progress of their own country, and especially their national Government, towards meeting these targets.
- ❖ Provide a globally accepted set of indicators, with clear goals, targets and timeframes that can be meaningfully applied at the national and local levels by countries.
- ❖ Focus on poverty alleviation and building resilience at the community and local levels, addressing socioeconomic priorities such as food security, gender equity, sustainable livelihoods, poverty alleviation and environmental sustainability that affect all countries.
- ❖ Ownership – indicators should relate to national statistics collected routinely and are meaningful to countries.
- ❖ The emphasis should be on self-assessment and participatory processes e.g. a national platform that is focused on self-assessment, sharing of experiences and identifying lessons and best practices.

Appendix 1: Resources used for the study

A. National Reports

National reports from the following countries for the periods 2007 to 2013, were used for this study: Australia, Cook Islands, Federated States of Micronesia (FSM), Fiji, Kiribati, Marshall Islands (RMI), Nauru, New Zealand, Niue, Palau, Papua New Guinea (PNG), Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu.

These reports are available on PreventionWeb at:

<http://www.preventionweb.net/english/countries/oceania/>

B. Global and Regional Resources

1. Report of the Global Conference on the Sustainable Development of Small Island Developing States. Bridgetown, Barbados, 26 April - 6 May, 1994, United Nations, A/CONF.167/9, 1994.
2. Hyogo Framework for Action: “*Building the resilience of Nations and Communities to Disasters*”. Report of the World Conference on Disaster Reduction, A/CONF.206/6, 2005.
3. Report of the International Meeting to Review the Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States. Port Louis, Mauritius, 10-14 January 2005. United Nations, A/CONF.207/11, 2005.
4. Words into Action: A Guide for implementing the Hyogo Framework for Action, UNISDR 2007.
5. ISDR Terminology on Disaster Risk Reduction, UNISDR, 2009.
6. Hyogo Framework for Action Mid-Term Review, 2010-11. UNISDR, 2011.
7. Hyogo Framework for Action Progress in Asia-Pacific: Regional Synthesis Report, UNISDR, 2011.
8. JNAP Development and Implementation in the Pacific: Experiences, Lessons and The Way Forward. SPREP 2013.
9. Asia-Pacific Synthesis Report, (2013). Consultations on the Post-2015 Framework for DRR (HFA-2), UNISDR, 2013.
10. Regional Progress Report on the Implementation of the Hyogo Framework for Action (2011-2013), SOPAC, 2013.
11. The Hyogo Framework for Action in Asia and the Pacific, 2011-2013, UNISDR, 2013.

Appendix 2: People consulted

Name	Organization	Form of consultation
Mr Timothy Wilcox	UNISDR	Personal and telephone interviews
Mr. Akapusi T. Tuifagalele	UNISDR	Personal interview
Mr Setareki Macanawi	Pacific Disability Forum	Personal interview
Mr Sunia Ratulevu	Fiji NDMO	Personal interview
Mr Lesu Waqaniburotu	IFRC	Personal interview
Mr Vuli Guana	IFRC	Personal interview
Mr Jiuta Korovulavula	FSPI	Personal interview
Ms Roshni Chand	FSPI	Personal interview
Mr Mosese Sikovou	SPC	Personal interview
Ms Karen Bernard	UNDP	Personal interview
Dr Helene Jacot des Combes	USP	Personal interview
Mr Marc Overmars	UNICEF	Personal interview
Ms Cecilia Aipira	UN Women	Personal interview
Ms Sarah Mecartney-Smith	UN Habitat	Personal interview
Ms Filomena Nelson	Samoa NDMO	Telephone interview
Mr Michael Hartfield	New Zealand Aid Programme	Telephone interview
Mr Leveni Aho	Tonga NEMO	Telephone interview
Ms Samantha Chard	Attorney General's Department, Australia	Telephone interview

Appendix 3: National sustainable development strategies (NSDS) in the PICs

Country	NSDS or equivalent	Main priorities/issues relevant to DRM and the HFA	Key messages
Cook Islands	Te Kaveinga Nui	<ul style="list-style-type: none"> - Climate change as a crosscutting issue that needs coordinated policy response; - Self sustainability in terms of energy and food security; - Integration of climate change and DRM - Evidence-based policies 	<ul style="list-style-type: none"> - Policy coordination for integration; - Importance of food security as a crosscutting issue; - Energy security is a major concern in most PICs;
Fiji	Fiji's Roadmap 2010-2014	<ul style="list-style-type: none"> - Recognises need for an integrated approach to sustainable development; - High vulnerability to natural disasters; - Policies formulated but lack of capacity to implement; - Need to improve coordination & cooperation between all stakeholders; - Need for coherent approaches to sector plans; - Reliable database on environmental indicators; 	<ul style="list-style-type: none"> - Need to tackle project-driven approaches; - Strengthen integration and coherence between sector policies; - Indicators for M&E - Capacity development is a crucial issue;
Kiribati	Kiribati Development Plan 2012-15 but no NSDS	<ul style="list-style-type: none"> - climate change & DRM – need to address social, economic & environmental challenges; - Marine resources conservation and governance; - Food security; - Energy security. 	<ul style="list-style-type: none"> - Must consider sustainable development impacts of climate change and DRM; - Energy and food security are priorities for PICs;
Marshall Islands	Vision 2018	<ul style="list-style-type: none"> - Enabling environment – responsiveness to local needs and cooperation and collaboration between stakeholders; - Climate change as crosscutting issue for RMI; - Fisheries/oceans/coastal management; 	<ul style="list-style-type: none"> - Enabling environment – governance issues; - Climate change as crosscutting; - Marine and coastal resources are important for PICs;
Federated States of Micronesia ²⁷	SDP 2004-2023 SD council formed but has environment origin	<ul style="list-style-type: none"> - Focus is on sustainable economic development; - Sectoral plans e.g. NEMS, NBSAP, etc - Project and sector based responses and priorities; 	<ul style="list-style-type: none"> - Need to move from sectoral and project mind-set to sustainable development and programme based development; - Plans formulated but not translated into action;
Nauru	NSDS 2005-25, revised in 2009.	<ul style="list-style-type: none"> - Environmental damage i.e. land degradation from mining impacts on food security; - Limited freshwater + more droughts due to climate change; - Waste management; - Energy security 	<ul style="list-style-type: none"> - Environment degradation is a key issue; - Fresh water – climate change and pollution - Energy security - DEEC still seen as sectoral issues;
Niue ²⁸	National Strategic Plan (NNSP), 2009-2013	<ul style="list-style-type: none"> - Sectoral based plan with Environment as a strategic priority: agriculture, fisheries, DRM and climate change, waste, biodiversity, etc - Energy, water, waste under infrastructure 	<ul style="list-style-type: none"> - Very much a sectoral approach - Focus is on strategies and plans
Palau	Palau 2020 Master Development Plan Updated in 2009 as the	<ul style="list-style-type: none"> - Sustainable livelihoods; - Sustainable food security; - Water security – universal access to clean water; - Clean energy – affordable 	<ul style="list-style-type: none"> - Integrated approach to SHD; - Biodiversity and ecosystem services; - Climate change and DRM integrated

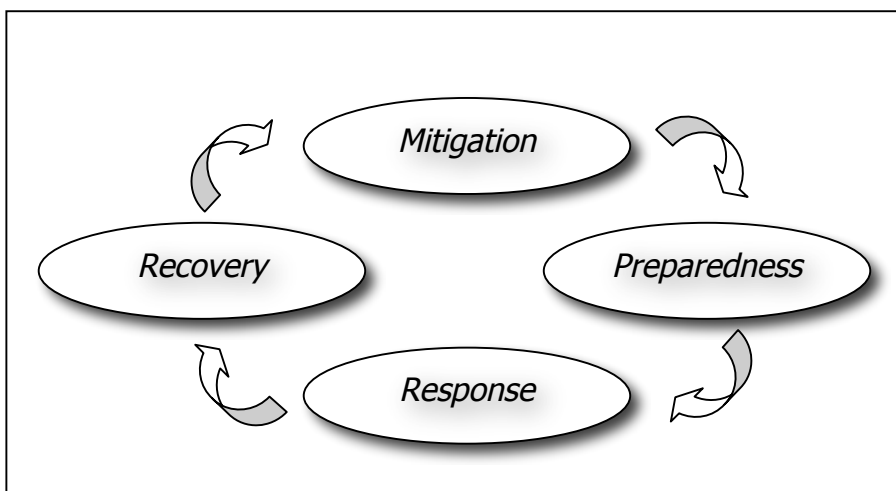
²⁷ Based on MSI+5 review (2010) as the 2013 NAR is not available as yet.

²⁸ No NAR so based on NNSDP

	Palau Medium Term Development Strategy 2009-14 (PMTDS) New MDG goals provide framework	access to clean energy - Sustain biodiversity and ecosystem services; - Climate change and disaster management as emerging issues	
PNG ²⁹	PNG Medium Term Development Plan (MTDP) 2011-2015.	- Focus on economic & social development and governance issues; - Sectoral approaches generally; - Energy focus on access; - Environment, climate change and disaster risk management recognised as crosscutting issues; -	- Reflects a lot of development plans that focus mainly on economy and on society to a lesser extent, with sustainable development more in words than practice; - Need for advocacy on DEEC to “sell” SHD and integrated approaches to development; - How can DEEC strategy influence development-planning processes in PICs?
Samoa	Samoa Development strategy (SDS) – 2012-16	- Coordinated & inclusive approaches to development; - Sustainable resource management is a pillar - Mainstreaming of DRM and climate change;	- Integrated approaches to DEEC; - Mainstreaming of CC and DRM; - Governance – coordinated approaches, using budget allocation as a tool to ensure compliance;
Solomon Islands	National Development strategy – 2011-2020	- Sustainable economic rural and general development; - Environment and natural resource management; - Energy security; - Food and water security; - Climate change integrated into many sectoral issues - - But treated by sectors on the whole;	- Example of integration of DEEC into sectoral issues yet still operates by sector; - Climate change addressed in a coherent and coordinated way; - Choiseul programme – example of increasing resilience through a R2R approach - Strengthening capacity for an integrated approach to DEEC
Tonga	Tonga – strategic development framework 2011-14 (TSDF) 9 priority outcomes	- Fragmented approach to development means lack of coherence in policies across sectors; - Social / economic development focus; - DEEC as one priority outcome of TSDF.	- Fragmented approach to DEEC; - Lack of governance institutions and policies
Tuvalu	Te Kakeega II – Goal 7 related to DEEC	- Energy security & renewable energy; - Environment sustainability needs mainstreaming of climate change into all sectors - coastal and marine resources, biodiversity conservation, and water resources	- Project / funding focussed approach; - Focus is on more plans and policies and projects - Lack of integration in national plan;
Vanuatu	Priorities and Action Agenda 2006-15	- New Ministry brings together CC and DRM as well as environment and energy as high priorities; - Lack of national capacity	- Integrated approach to CCA and DRM; - Institutional structures set up; - Need for development of supportive policies.

²⁹ The information for PNG is based on the MTDP 2011-15 in the absence of a NAR.

Appendix 4: The Four Phases of Emergency Management³⁰



The Four Phases of Emergency Management	
<p>Mitigation</p> <p>Preventing future emergencies or minimizing their effects</p>	<p>Includes any activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies.</p> <p>Buying flood and fire insurance for your home is a mitigation activity.</p> <p>Mitigation activities take place before and after emergencies.</p>
<p>Preparedness</p> <p>Preparing to handle an emergency</p>	<p>Includes plans or preparations made to save lives and to help response and rescue operations.</p> <p>Evacuation plans and stocking food and water are both examples of preparedness.</p> <p>Preparedness activities take place before an emergency occurs.</p>
<p>Response</p> <p>Responding safely to an emergency</p>	<p>Includes actions taken to save lives and prevent further property damage in an emergency situation. Response is putting your preparedness plans into action.</p> <p>Seeking shelter from a tornado or turning off gas valves in an earthquake are both response activities.</p> <p>Response activities take place during an emergency.</p>
<p>Recovery</p> <p>Recovering from an emergency</p>	<p>Includes actions taken to return to a normal or an even safer situation following an emergency.</p> <p>Recovery includes getting financial assistance to help pay for the repairs.</p> <p>Recovery activities take place after an emergency.</p>

³⁰ Source: Animals in Disasters/Module A, Unit 3, US Federal Emergency Management Agency, available at <http://training.fema.gov/EMIWeb/downloads/is10comp.pdf>

Appendix 5: Abbreviations and Acronyms

BPOA	Barbados Programme of Action
CBDRM	Community Based Disaster Management Plan
CCA	Climate change adaptation
CDEM	National Civil Defence Emergency Management Strategy
CSO	Civil Society Organization
DRM	Disaster risk management
DRR	Disaster risk reduction
GEF	Global Environment Facility
HFA	Hyogo Framework for Action
IUCN	International Union for Conservation of Nature
IWRM	Integrated Water Resources Management
JNAP	Joint National Action Plan
KJIP	Kiribati Joint Implementation Plan
M&E	Monitoring and Evaluation
MEA	Multi-lateral Environment Agreement
MECM	Ministry of Environment, Climate Change, and Disaster Risk Management
MSI	Mauritius Strategy for Implementation
NAB	National Advisory Board
NAP	National Action Plan
NBCC	Nadi Catchment Management Committee
NDMO	National Disaster Management Office
NDMP	National Disaster Management Plan
NEMO	National Environment Management Office
NGO	Non-Government Organization
NSDS	National Sustainable Development Strategy
NSDS	National sustainable development strategy
PacRIS	Pacific Risk Information System
PCRAFI	Pacific Catastrophe Risk Financing and Insurance Initiative
PIC	Pacific Island Countries
PIFACC	Pacific Islands Framework for Action on Climate Change
PNG	Papua New Guinea
PPDRM	Pacific Platform for Disaster Risk Management
PRRP	Pacific Risk Resilience Programme
RFA	Regional Framework for Action
RMI	Republic of the Marshall Islands
SIDS	Small Island Developing States
SPC	Secretariat for the Pacific Community
SPREP	Secretariat for the Pacific Community
SRDP	Strategy for Disaster and Climate Resilient Development in the Pacific
UNCSD	United Nations Conference on Sustainable Development
UNGA	United Nations General Assembly
UNISDR	United Nations Office for Disaster Risk Reduction
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
WSSD	World Summit on Sustainable Development