UNDRR
UN Office for Disaster Risk Reduction

Recommendations for integrating disaster risk reduction into humanitarian response

Including Humanitarian/Development contexts

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Contents

I. ABOUT THIS DOCUMENT

It is widely recognized that reducing risk is fundamental to ending humanitarian needs and achieving sustainable development. Convergence of humanitarian, development and peace-building efforts through the humanitarian-development-peacebuilding nexus (HDPN) provides new opportunities to simultaneously end humanitarian needs, reduce existing risks and avoid the creation of new risks. This note points to opportunities within the humanitarian programme cycle (HPC) to more effectively integrate DRR in humanitarian planning and programming, whether in protracted or recurrent crisis contexts.

The document is:

- Informed by findings of the accompanying Background Paper, which, on the basis of targeted interviews and a review of existing guidance and tools, outlines ways in which disaster risk reduction (DRR) is already being integrated into humanitarian and development work in Asia Pacific, and highlights challenges identified in doing so.

- Meant to help DRR practitioners, Resident Coordinator/Humanitarian Coordinator (RC/HC), United Nations Country Teams/Humanitarian Country Teams (UNCT/HCTs), cluster coordinators, National Disaster Management Agencies (NDMAs) and individual humanitarian and development agencies/organisations identify appropriate entry points and possible actions to be undertaken in collaboration with HCTs or other mechanisms for coordinating humanitarian response. In addition to drawing on internal DRR expertise, actors are encouraged to use the guidance and seek the support of UNDRR in integrating DRR into the humanitarian response. The Humanitarian-Development-Peace Collaboration (HDPC), Companion Piece for the United Nations Sustainable Development Cooperation Framework Guidance (still in draft) provides guidance for the development system on integrating risk considerations, and should also be referenced when necessary. Relevant links to this work are mentioned in the phases below.

- Focused specifically on how to better integrate DRR in humanitarian response, within the framework of the [Humanitarian Programme Cycle (HPC)](#)[1]. The tools of the program cycle were designed primarily for HC/HCT led international responses to humanitarian crises, many of them large scale and protracted in nature. In many contexts, especially those in Middle Income Countries (MICs) in Asia Pacific, the multi-lateral system has taken a backseat to nationally-led responses. However, the principles of the program cycle, which emphasize the need for analysis of needs, planning and monitoring of response, resource mobilization are good practice and apply in any humanitarian response, whether led by an HCT, NDMAs or other. This paper is intended to inform whichever actors are leading responses be it from the multilateral system or within government or a combination of both.

  It is important to ensure linkages between humanitarian-related DRR actions and the Country Context Analysis (CCA)/ UN Sustainable Development Cooperation Framework, but this should already be ongoing as part efforts by humanitarian and development actors to align analysis, planning and monitoring through the [New Way of Working (NWOW)](#).[2]

- Iterative, and will be updated with new information, examples and areas for integration as the project evolves.

- Not a 'how to' guide on DRR, nor does it replace or substitute for the vast amounts of guidance and tools that exist on the ways to effectively deliver DRR, or on how to implement the HPC. Instead it outlines ways in which DRR could be made more integral to humanitarian planning and programming at country level, particularly in areas that have thus far proven challenging.

There is no one approach to DRR that will work in all contexts. Hazard situations, conflict considerations, availability, willingness and capacity of actors, and funding levels vary considerably across regions, countries and even within responses. The degree to which humanitarian and development programming is aligned will also vary. A contextual analysis that considers these and other factors will help to tailor a DRR approach to the specific characteristics of a given humanitarian response.

Similarly, while the HPC has a recommended schedule and [well-defined process](#) for achieving deliverables, timelines vary from one country to another. It will be important to understand the country-specific timing of the cycle to determine when and how DRR actions can occur. DRR practitioners should seek to engage in all phases of the HPC, including when Collective Outcomes are being developed and articulated to help formulate risk-related outcomes. If this is not happening, the HC/HCT or responsible coordinators should seek the support of UNDRR.

Especially in contexts with high levels of capacity and motivation, meaningful DRR does not always require new systems or parallel processes. Actors working on DRR in humanitarian contexts should build upon what already exists, both the national and multi-lateral processes, capacities, and work through the existing coordination and implementation mechanisms.

Below are key considerations to help DRR practitioners identify ways to strengthen their level of risk informed programming during the different phases of the HPC, while also leaving room for modification and adaptation to the specific country context.

II. EMERGENCY RESPONSE PREPAREDNESS (ERP)

What is the ERP?

The [IASC's Emergency Response Preparedness](#) approach is designed to enable the international humanitarian system to apply a proactive approach to emergency preparedness. It consists of three components: Risk Analysis and Monitoring, Minimum Preparedness Actions (MPAs) and Advanced Preparedness Actions (APAs). The approach can complement development preparedness actions, e.g. through a Cooperation Framework, that seeks to build national and local resilience, including preparedness capacity.

How does it relate to DRR?

Emergency response preparedness is itself a risk reduction exercise as preparing for disasters is critical for building the resilience of vulnerable and at-risk communities. The Sendai Framework for Disaster Risk Reduction Priority 4 recognizes the "need to further strengthen disaster preparedness for response, take action in anticipation of events, integrate disaster risk reduction in response preparedness and ensure that capacities are in place for effective response and recovery at all levels."

Key Considerations

✓ Work through the ERP Approach: The ERP approach is a valid framework for all emergency preparedness. The first step is to determine which parts of the ERP have or have not been undertaken and to help identify which additional capacities may be needed to fill gaps.

✓ <u>Review and test existing contingency plans</u>: Contingency planning is a critical part of the ERP, but these plans may be internal to individual organizations, outdated, uni-hazard, or not truly reflective of the actual capacities that exist. Review the existing contingency plans across agencies, with the government and especially at sub-national levels, to ensure they are aligned and actionable and reflect present risk conditions. Historical data on past disaster events, collected through disaster loss databases, should inform contingency planning.

I know a contingency plan exists for the earthquake, but it's unclear who will do what between different agencies. It's an internal document that isn't integrated with the government's plan. I'm not sure how we will operate if that happens.

✓ <u>A 'one size does not fit all' mentality is needed:</u> This is true across and within countries, and even within an operation. For example, in Bangladesh, contingency plans for monsoons may be applicable in one camp, but not for a smaller neighboring camp. Localized arrangements for coordination and governance are needed. Help ensure that contingency plans are contextualized with the necessary specificity.

✓ <u>Identify triggers for early action within contingency plans</u>: If triggers and climate indicators are not already agreed and included in contingency planning for early action, work with the HCT as well as the government to do so - both for both seasonal and sudden-onset hazards. Government agreement on these triggers is critical to help circumvent the need for official emergency declarations which can delay response times.

✓ <u>Help identify the sources of meteorological, geological and other relevant climate forecasting data</u>: In some cases this capacity exists within country, but in others it may need to be supplemented. While advances in risk modeling and forecasting have accelerated in recent years, these have not yet reached lower income countries. Regional or international forecasting centers such as IFRC's Climate Center can augment where there are forecasting gaps.

✓ <u>Promote the use of multi-sectoral early warning indicators, especially for slow onset disasters:</u> While many countries track hydro-meteorological events, monitoring systems and tracking tools for slower onset crises are lacking. Indicators for drought, such as nutrition checks or school attendance rates, may not be fed into early warning systems. Within the clusters, help identify sectoral based monitoring and indicators for slow onset crises. In addition, promote the integration of DRR into individual sectoral plans, with Business Continuity Planning (i.e. education and health continuity in the event of a disaster).

✓ <u>Hazard monitoring for site planning</u>: Hazard maps that do exist in country are often not comprehensive and are frequently insufficient to determine impacts, triggers, and identify areas of risk. Further, the technology needed to create specific hazard maps is limited in many countries, and attempts to do them quickly without the necessary tools has led to confusion and waste. Identify external support where necessary for robust and accurate mapping. In Bangladesh, for example, landslide hazard maps were designed under the "Connecting Earth Observations to Decision Makers for Preparedness Actions (COMPAS)" project, using a statistical approach with NASA and Columbia University's International Research Institute for Climate and Society (IRI). While the susceptibility models are not perfect, they are more realistic and used as by IOM and UNHCR as a tool for site planning of camp locations.

"We had a strong fear that the hills would collapse entirely, so we asked for hazard maps urgently. There was a lot of pressure, but it takes time, and that time wasn't available. It's difficult to create these tools when in an urgent humanitarian context."

✓ Identify the most appropriate DRR communication strategy**:** Studies have identified a need for better risk communication and warnings to people in hazard-prone areas, with practical advice on how to mitigate impacts, particularly for common risks. Work with Community Engagement and Accountability (CEA) colleagues, or civil society actors most closely linked to the community to develop a communication strategy for DRR. In displacement settings, adapt local early warning systems to the refugee population setting to ensure that messages go the 'last mile' to reach people, are in their local language and understood, so that appropriate advance action can be taken. Also work with CEA colleagues to expand their feedback channels to include gauging people's perception of risk as well as the effectiveness of risk reduction efforts.

✓ Promote inclusive DRR**:** Help identify ways to address the consistent exclusion of vulnerable people in DRR efforts. This means reinforcing the need for disaggregated data by not only by age and gender, but also by different levels of vulnerability, often determined by factors such as socio-economic status, disability, sexual orientation and other features of marginalization. Reinforce the need to follow established protection guidelines in evacuation centers for vulnerable people such as women. Ensure a participatory approach is taken in all phases, as recommended in UNDRR's Words Into Action guidelines: Implementation guide for local disaster risk reduction and resilience strategies.

> *"Most of the people who died [in the floods] were elderly because they didn't receive the mobile alerts telling them to evacuate, or they just weren't physically able to evacuate in time."*

✓ Ongoing DRR Training: The high turnover of humanitarian staff and frequent government rotations can stall risk planning and programming. Encourage staff inductions to include risk features of a given context, as well as information on early warning procedures. Offer consultation sessions related to seasonal risk as needed. Identify and link with regional training opportunities as well.

✓ Ensure the interplay of conflict and natural hazards is considered and planned for: In conflict or displaced settings, gaps have been identified in understanding and responding to natural hazards and there are few tools to address these needs in situations of conflict. In these settings, implementation may be focused on government-controlled areas, leaving a void of understanding and action on risk reduction in volatile parts of the country. For example, in Afghanistan, cities are under government control, but rural areas are under opposition control, wherein the military decides which DRR activities can take place. In these settings, DRR actions need to be fully grounded in local dynamics.

Targeted support may also be required to help local governments design and deliver subnational DRR strategies in ways that avoid exacerbating existing conflict, and that support conditions for peace.[3] Advocate for DRR and Climate Change Adaptation (CCA) actions in conflict settings, which, in addition to more conventional peacebuilding approaches, may offer further entry points for preventing conflict.[4]

III. NEEDS ASSESSMENT AND ANALYSIS

What is Needs Assessment and Analysis?

Needs Assessment and Analysis, as defined by the IASC, is a coordinated approach to the assessment of an emergency and to the prioritisation of the needs of affected people. It lays the foundation for a coherent and efficient humanitarian response. Needs assessment and analysis provides the evidence base for strategic planning, as well as the baseline information upon which situation and response monitoring systems will rely. It is meant to be undertaken as a continuous process throughout the HPC, the output of which is a humanitarian needs overview (HNO).

The first priority of the Sendai Framework for Disaster Risk Reduction underscores the need for policies and practices for disaster risk management to be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment.

One of the main challenges of multi-year humanitarian planning processes has been the limited consolidation of information and analysis beyond current needs and the exclusion of risk. The past few years have shown significant progress in producing risk analysis for example through the Food Security and Nutrition Analysis Unit in the Horn, or through INFORM and its global/regional/country rollout.

In 2019, the IASC updated the Humanitarian Needs Overview to include a section on "Risk Analysis and Monitoring of Situation and Needs." This is the first time specific guidance has been issued to analyse and incorporate risks in the HNOs. Within the new template, HCTs are required to project the evolution of current humanitarian consequences and needs including types, numbers and locations of people in need, based on a risk, vulnerabilities and capacities analysis. Having a shared understanding of the multidimensional risks is critical for developing a shared vision of what needs to be done to boost resilience and integrate it into policies, political strategies, programming and actions across sectors and at levels. It remains to be seen whether this will lead to analysis that is actionable, as traditionally humanitarians have struggled to identify the DRR actions they need to take and secure the resources needed to do so.

Key considerations

✓ Consolidate existing risk data: Analysis and data relating to risk, vulnerability and need exists in a country but is often either difficult to access, scattered, or outdated limiting how much planning is based on analyzed risk. As part of the ongoing efforts to map information in relation to the new HNO process, help HCTs and governments consolidate the existing risk information. Systematic connections should be made between different types of assessments such as the HNO, Common Country Analysis (CCA), Post-Disaster Needs Assessments (PDNA), Recovery and Peacebuilding Assessments (RPBA), and Conflict and Development Assessments, to demonstrate the multidimensional and interlinked nature of risk.[5] This can also facilitate a shared view of risks and their root causes for joined-up programming. Traditional DRR tools such as disaster loss databases as well as global risk data from the Global Assessment Reports, DesInventar tool and the EM-DAT: The International Disaster Databasend can also be leveraged to find risk information.

✓ Combine the results of risk analysis with information on the focus of development programs: Overlaying risk information with the presence of development actors often reveals a mismatch in terms of geographic programing. This discrepancy is a major obstacle in implementing a joint multi-year strategy and reducing long term risks.[6]

✓ Check that multi-sectoral assessments and joint analytical frameworks incorporate risk and vulnerability drivers as well as data on disaster losses (human and economic), such as those provided in UNDRR data and loss databases.

✓ Move from analysis to action: Actors must first agree on the initial risk analysis and the actions to address them. Humanitarians may lack capacity or resources to action the results of the analysis, or program long term risk reduction. Identify stakeholders outside the humanitarian system – be it development partners, regional bodies, private sector bodies, IFI, civil society – who may be better positioned to take the lead in building new opportunities for ensuring that future development

setbacks are avoided. This reinforces the need for multi-sectoral platforms to analyse risk, so that further coordination and collaboration for action can happen.

Some humanitarians may need intermediary organizations to help interpret results and define actions and decisions, or access to technical supports or specialists to help them identify localized, context-specific actions.[7] Tools such as the OECD's resilience systems analysis framework, can help decision makers to translate this understanding of risk into coordinated policies and programmes that build resilience at all layers of society.[8]

✓ Promote shared learning across countries: Some countries have already started applying this risk lens in their HNOs. For example the 2017 Chad HNO used INFORM to determine the level of hazard and exposure to risks, vulnerabilities and lack of coping capacity for the coming 3-5 years.[9] Help document good practice in country and also identify where there is good practice emerging elsewhere and promote shared learning across countries.

✓ Identify the appropriate timing of the analysis: Although there is an HPC calendar in place, the HNO should be ongoing and updated at regular points in the year. Risk information may come at a different point within the HNO process, but regardless, make sure it is integrated so that it informs the HNO. Risk analysis will require funding, and while high impact, high publicity disasters stimulate resource mobilization, the numerous smaller, usually unreported disasters affect most people worldwide.[10] Thus identify the opportune times to garner resources, which may be during or immediately after a crisis, but also during donor and partner country planning and budgeting cycles, at the initial phases of country strategy development cycles, or during individual agency planning processes.[11]

✓ Use the results of the risk analysis to promote greater investment in and focus on DRR strategies: The risk analysis can be an advocacy tool for further investment in and attention to DRR. In Bangladesh, for example, UNHCR conducted a hazard analysis in the Rohingya camps which demonstrated that the camps were congested, putting thousands of people at potential risk. As a result of the evidence, more land was granted and the camp was extended and actors could prepare the sites to make them safer.

✓ Ensure DRR is incorporated into the Post-Disaster Needs Assessment (PDNA): A DRR lens should be integrated from the outset of recovery, especially in the PDNAs, to ensure efforts are risk-informed and promote building back better.

✓ Refer to the HDPC Companion Piece for the UN Cooperation Framework Guidance: Especially with regards to the steps in conducting a multidimensional risk analysis across systems and sectors, as well as conducting a conflict analysis to ensure that root causes are understood.

IV. STRATEGIC PLANNING

What is strategic planning?

HC/HCTs formulate a country strategy, which set the strategic objectives for the response and explain how the humanitarian community intends to fulfill those objectives. Humanitarian response plans (HRPs), as they are called, are required for any international humanitarian response that is led by a Humanitarian Coordinator. An HRP is prepared by a Humanitarian Country Teams (HCT) with the support of OCHA based on the analysis contained in the HNO, as described above. HRPs are made up of two components: an overarching, country-specific strategy consisting of a narrative, strategic objectives and indicators, and

cluster plans consisting of sector-specific objectives, activities and accompanying projects, which detail implementation and costing of the strategy.

How does it relate to DRR?

The Sendai Framework for Disaster Risk Reduction Priority 4 emphasizes the need to "Build Back Better" in recovery, rehabilitation and reconstruction, as well as "to promote the resilience of new and existing critical infrastructure, including water, transportation and telecommunications infrastructure, educational facilities, hospitals and other health facilities, to ensure that they remain safe, effective and operational during and after disasters in order to provide live-saving and essential services."

While DRR is a long-term endeavor that requires investment by the development sector, the shift to multi-year planning in certain humanitarian contexts offers an opportunity for development and humanitarian actors to jointly tackle underlying risks. Humanitarian response plans have traditionally displayed core assumptions or scenarios which were not necessarily anchored in a transparent, open-source methodology for analyzing risks. In responding to disasters, humanitarians should consider implications that go beyond responding to immediate needs, and which seek to reduce future vulnerability. The overall strategic plan as well as sector specific plans should therefore be risk informed and identify the development and humanitarian actors able to contribute to the reduction of risks in accordance with their specific mandates. As advised in the HDPC Companion Piece for the UN Cooperation Framework Guidance, it will be important to determine which current and emerging risks identified in the joint risk analysis require simultaneous humanitarian, development and peace action.

Key considerations

✓ <u>Review current strategic plan to ensure it is-risk informed.</u> With relevant actors such as OCHA, the HCT and government bodies, review the current strategic plan content to assess whether, and how, it is informed by risk analysis to ensure that related programs are not "risk blind." Key questions to guide that determination include:[12]

➢ Does the strategy include actions to reduce vulnerability to hazards, shocks and stresses of populations and systems and promote capacities to prevent, prepare for and respond to them?

- Does it target areas and populations that are most hazard prone?
- Does it target those potentially furthest left behind?

➢ To what extent does the plan factor in expected hazards, shocks and stresses, drivers of vulnerability and capacities to prevent, prepare for, and respond to hazards, shocks and stresses?

➢ Does the plan enable populations and systems to be resilient to cycles of hazards, shocks and stresses, and anticipate, project, and to mitigate potential negative effects?

- To what extent is the plan based on local knowledge of risks and input from communities? Planning should include the active participation of groups most affected by disasters, including women and girls, persons living with disabilities and the poorest and most marginalized.
- Does the action focus on capacity development of communities, governments and institutions, to ensure sustainability and scale up of DRR interventions?
- To what extent does the plan promote the capacities of communities and systems (at multiple levels) to prevent, prepare for and respond to hazards, shocks and stresses? Can these efforts be improved?

- How is the plan linked to early warning systems and to people and processes that support risk management?

✓ <u>Explicit mention of DRR in the HRP:</u> Ensure that DRR actions are explicitly stated in the HRP and/or included in Collective Outcomes where needed, with targets, indicators and proper budget allocation. A percentage of humanitarian funding across all sectors could be allocated towards reducing risks, especially in higher disaster-prone areas. Contextualized reports on localized risk should be shared with the HCT so that decision makers can support the inclusion of risk. For example, in Cox's Bazar a "Reference Note on extreme weather, seasonal variety and disaster risk"[13] served as a common reference for understanding the operational implications of the weather and natural hazard context to inform Joint Response Planning for 2020.

✓ <u>Support and promote national priorities with regard to DRR</u>: In countries where there is strong government support for and/or engagement in DRR, the multi-lateral system should feed into and support these strategies and activities. Ensure that national strategies and plans of action for disaster risk management are aligned with the Sendai and other global frameworks and extended to the sub-national level. For example, the Fiji Red Cross Society (FRCS) is supporting the National Disaster Management Office to review and update Fiji's Natural Disaster Management Act 1998 and National Disaster Management Plan 1995 to shift it from one of managing disasters to managing risks and transition from a reactive to a proactive approach to disaster management.

✓ <u>Promote localization</u>: Often humanitarian actors respond to chronic needs without connecting to actors who have the capacity to address the root causes of vulnerability at different levels of society.[14] At the sub-national level, implementation of national policies on DRR can be scattered and unsystematic, especially in countries where government structures are decentralized and it is up to the discretion of municipal governments whether to allocate their funds towards DRR. Identify ways to support sub-national government as well as civil society build their own resilience. For example, in the Philippines, WFP has been helping poorer municipalities improve their DRM capacity. The Philippines Ministry of the Interior incentivizes local governments to fulfill DRM requirements through awarding a "Seal of Good Governance" which is required for development and business purposes. DRM is a major component of the requirements to obtain the seal. WFP has effectively supported poorer municipalities, who otherwise would be unable to increase their own capacity for DRM without external support, and helped identify partnerships with private sector and NGOs to complete the requirements.[15]

✓ <u>Promote resilience</u>: Although build back better and resilience are agreed as concepts, they need to be reinforced, in recovery, rehabilitation and reconstruction phases. Incorporate resilience concepts in recovery plans such as durable solutions for disaster displaced populations, relocation of houses, schools or other community structures away from hazard-prone areas, or that all reconstruction and recovery is risk tolerant. New projects should be disaster resistant not only in their structural components, but also in their impacts on society, livelihoods and the environment.[16] Advocate for inclusion of cash-based assistance as a resilience-building intervention for the poorest and most hazard exposed households to build and protect productive assets.

"We're saving lives, but not livelihoods. We provide warnings for them to be evacuated, but don't do enough to reduce the impact of the disaster."

✓ Joint and simultaneous risk management: Given the cascading impact and compounding effects that unmanaged risk can have in increasing other risks, promote joint and simultaneous risk management at different levels of society, instead of in a linear transition from relief-to-development approach.[17]

✓ Work with development actors, through the Cooperation Framework, to identify synergies to reduce risk. As advised in the HDPC Companion Piece for the UN Cooperation Framework Guidance, in some countries – such as where there are slow onset or recurrent disasters, protracted displacement or other vulnerabilities which feed humanitarian needs - the Cooperation Framework will include measures to support HRPs to reduce risk and build resilience. The Guidance also advises development actors that incorporating risk reduction work should be done especially in cases where humanitarian relief will be phased out due to the small-scale nature of humanitarian needs.

V. RESOURCE MOBILIZATION

What is Resource Mobilization?

The mobilization of resources for an HRP requires a coordinated set of activities throughout a given calendar year. These activities generally begin in December each year with the launch of the Global Humanitarian Overview (GHO), which is a compilation of all humanitarian needs, plans, achievements and funding requirements. The requirements are calculated based on agreed costing methodologies an represent the best guess for what it will cost to meet identified needs.

How does it relate to DRR?

Sendai Framework for Disaster Risk Reduction Priority 3 explicitly calls for public and private investment in disaster risk prevention and reduction through structural and non-structural measures that are essential to enhance the economic, social, health and cultural resilience of persons, communities, countries and their assets, as well as the environment. As part of the 2030 Agenda, there has been a shift from funding to financing, which entails adopting a comprehensive approach to the financing architecture – including public, private, domestic and international resources - to support the 2030 Agenda and national priorities.

Despite the clear prioritization of DRR within the global policy agenda, funding is cited as the most common obstacle to DRR programming, including for preparedness and early action.

Key considerations

✓ Help build the evidence base for DRR investments: Document the costs and benefits of investing in risk mitigation and early action to foster a greater understanding and build support for its investment,[18] as policy makers and governments still often fail to appreciate the economic value of disaster risk reduction. Globally, the rate of return for disaster risk reduction interventions have been estimated between four and seven times, but it is important to help make those figures more locally relevant. Also, a significant barrier to humanitarian-development alignment, and therefore comprehensive reduction of risk, is that the two sectors do not always operate in the same geographical areas, with development actors tending to not invest in areas of high risk. Studies are needed to demonstrate the feasibility of investing in these areas. This can accompany work with IFIs to engage in development financing that is risk-informed, thus making their funds more effective when financing development in high-risk areas.[19]

"There's definitely a lot of political momentum around acting early, but a lot of work to be done to demonstrate the evidence of the concept. In last few years, not too many donors are stepping up to the plate to say this is the way forward."

✓ <u>Identify various funding and financing streams in country</u>. As advised in the HDPC Companion Piece for the UN Cooperation Framework Guidance, map complementary global funding instruments such as The Joint SDG Fund, the CERF and the PBF which cover HDP collaboration. This will help identify synergies of programs as well as

✓ <u>Promote innovative financing models</u> such as forecast based financing, crisis modifiers and risk-transfer instruments such as financial insurance, micro-insurance, and micro-financing, investment in social capital, and intergovernmental risk sharing.[20] Many of these new and promising models are in pilot stages or are at the community level and need to be taken to scale. Help build the evidence base for the value of these approaches and the impact that they are making. Further, the availability of funding for post-disaster activities tends to distort incentives for anticipative action. Use forecast based financing and other anticipatory financial tools to help create certainty that there will be financial resources to act early.[21]

There is still a need to demonstrate their value and the good practices which will not get to scale unless there is government weight behind them.

✓ <u>Identify key financing opportunities for DRR</u> including potentially accessing pooled funds for joint activities to tackle risk reduction. The period immediately following a crisis is another useful opportunity for accessing the required resources for prevention. Work through the localization agenda which promotes allocating up to 25% of international funding to local organizations to ensure that DRR elements are integrated into the direct investments going to national and local institutions.

When crisis occurs the donors come with huge support. But I ask, can you do more on the prevention agenda?

✓ <u>Engage the private sector.</u> The private sector can support systematic approaches to risk reduction, mitigation, emergency preparedness and response. Spurred by the potential economic losses brought on by disasters, they can be an important and well-resourced group to give resources either financial, innovation, expertise, channels of influence to support DRR efforts.[22] Ensure that their investments are also risk informed.

✓ <u>Track DRR commitments</u> Work with FTS to complement financial tracking mechanisms with information on DRR investments in country.

VI. RESPONSE MONITORING

What is Response Monitoring?

Response monitoring is a continuous process that tracks the delivery of humanitarian assistance to affected people against targets set out in the humanitarian response plan (HRP). Monitoring tracks the inputs, and the outputs resulting from interventions , charts the outcomes of cluster activities, and measures progress towards the strategic objectives of the HRP, while considering the diversity of the affected people and their perspectives of the response. It is a key step in the programme cycle as it seeks to determine if the humanitarian community is doing what it has committed to doing in the HRP.

How does it relate to DRR?

The Sendai Framework notes that in order to reduce disaster risk, there is a need to focus on monitoring, assessing and understanding disaster risk and sharing such information and on how it is created. The Sendai Framework Monitor sets out 38 indicators to measure global progress in the implementation of the Framework and determine global trends in the reduction of risk and losses.

Key considerations

✓ Targets and indicators: Assist OCHA and the HCTs in articulating DRR related targets and indicators in the HRP, in MYHRPs or in Frameworks for Collective Outcomes (such as reduction in disaster-related deaths, disaster-affected populations including population movement data for disaster and conflict displaced). A starting point could be the targets and indicators that are shared by the SDGs and the Sendai Framework.[23] Promote the inclusion of DRR custom indicators in the IASC Global Indicator Registry as well.

✓ Reviews and evaluations should consider the success of programs on the basis of the extent to which risk has been reduced and considered in programming:[24] Potential questions to consider in monitoring risk processes include: How was the risk analysis applied and integrated into strategic planning? Have risk scenarios and projected contingency plans been updated to incorporate risk? Potential questions to monitor results include: Have programmes reduced the vulnerability to hazards, shocks and stresses and if so, how? Has programmes bolstered the capacities of the government ministries to prepare, prevent and respond to hazards, shocks and stresses that impact education, and if so, how? Were there any unintended consequences of the programmes that resulted in increased vulnerabilities?

✓ Demonstrate the impact of DRR by gathering evidence to show the benefits that DRR can make in people's lives. As mentioned under Resource Mobilization (above), sustained and consistent advocacy is still needed for more support and funding for DRR initiatives. There is still no strong body of evidence indicating what actions are more valuable when delivered as preventive or mitigative measures, rather than in the aftermath of a crisis.[25] Demonstrating results is critical for continued attention and support from donors and governments.

✓ Promote on-going learning at country level: Documentation processes including after action reviews, and informal reviews, are good for capturing lessons and reflecting on the benefits of these processes. For example the After Action Review Inter-Sector Coordination Group (ISCG) of Cylcone Fani in May 2019 in Bangladesh brought together 98 participants including from 38 NGOs to review items such as early warning and communication, pre-landfall planning and activities, assessment planning, the 72-hour response plan, longer-term response planning and resulted in five key recommendations.

✓ Definitions: Ensure the use of precise definitions of DRR terminology for robust monitoring. For definitions of terms common to risk-informed indicators, see United Nations Office for Disaster Risk Reduction Terminology Bank. There are also peer-reviewed indicators across sectors in the UNOCHA Humanitarian Response Indicator Registry.[26]

✓ Build evidence on DRR for urban or peri-urban people: More than half of the world population lives in cities, and there is increased exposure and vulnerability to climate related disasters in rapidly growing megacities. Some of the tools that humanitarians have for DRR, such as crop insurance, do not reach or impact urban people. The humanitarian system has struggled to capture the extreme variation of vulnerability among urban populations, or adapt approaches to urban contexts.[27] Tools such as such as UN-Habitat's City Resilience Profiling Tool (CPRT) can help humanitarians adapt their tools to urban contexts. It provides a framework for collecting and analyzing information on a city, its stakeholders, risks and context. It results in a resilience diagnosis with multi-hazard and multi-stakeholder prioritized actions.

VII. ENABLERS

Successful implementation of the HPC depends on a couple of key 'enablers' which run throughout the cycle, namely coordination and information management. Note: Emergency Preparedness is also an enabler, but since it is itself a risk reduction activity it is included here as a distinct step.

7.1 Coordination

What is coordination?

Humanitarian coordination involves bringing together actors to ensure a coherent and principled response to emergencies. Humanitarian coordination seeks to improve the effectiveness of humanitarian response by ensuring greater predictability, accountability and partnership.

How does it relate to DRR?

In its Guiding Principles, The Sendai Framework for DRR acknowledges the importance that coordination plays, noting that "disaster risk reduction and management depends on coordination mechanisms within and across sectors and with relevant stakeholders at all levels, and it requires the full engagement of all State institutions ... at national and local levels and a clear articulation of responsibilities across public and private stakeholders, including business and academia, to ensure mutual outreach, partnership, complementarity in roles and accountability and follow-up."[28] It also recognizes the essential role played especially by local authorities and NGOs.

Key Considerations

✓ Get the right people in coordination fora and advocate for DRR to be a standing item on HCT and cluster meeting agendas. Interviewees indicated DRR actors are not systematically included or reached out to in regular coordination platforms such as cluster meetings. Clarify who the key DRR stakeholders and institutions are in country, and help identify the areas of expertise and resources they can bring to the table. Contact UNDRR for support in identifying national and sub-national DRR actors.

✓ Communities of Practice: Consider forming a community of practice to share resources, develop general guidelines, and technical expertise. For example, UNDP has established a DRR Technical Advisory Unit in its Cox's Bazar Sub-office which works with the inter-sectoral coordination group (ISCG), sectors and humanitarian agencies to support cyclone preparedness, operational continuity during the monsoon season, and coordination of disaster risk management activities within the response and with the Government of Bangladesh. Key aspects of the unit's work are facilitating partnership with stakeholders and facilitating dialogue to enhance their individual initiatives and ensure that critical gaps are filled.[29]

✓ Collaborate with regional entities such as ASEAN and other intergovernmental bodies which have improved capacity, brought more support to DRM and developed communities of practice across the region. The ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) for example, helps facilitate cooperation and coordination among ASEAN Member States, the UN and intergovernmental organizations for disaster management and emergency response in the region. UNDRR Regional Offices are a source of expertise and technical support for humanitarian operations.

✓ Promote private sector engagement directly into DRR programming: For example, in the Philippines, the private sector is brought directly into government planning for DRR, through a consortium of the Philippines Disaster Resilience Foundation which is represented on the National Council of DRM. Help ensure private sector investments are risk informed and contribute to resilience-building. Also, advocating for business continuity models is essential to ensuring that shocks do not impact employment and/or supply chains.[30]

✓ Identify academia, research institutes and think tanks for generating evidence and data on risk reduction initiatives, policy setting and programming, and innovation.[31] In-country capacity, for example, the Fiji Institution of Engineers, can provide significant support and local insight.

✓ Promote collaboration between agencies across disaster, development, climate, conflict and peace.[32] These collaborations can enable joint technical teams, linked programme and investment design and, for example, the integration of DRR into post-conflict reconstruction and recovery processes, as well as conflict sensitivity and conflict prevention into DRR ambitions. Further linkages between these different stakeholders can be found in the HDPC Companion Piece for the UN Cooperation Framework Guidance.

7.2 Information Management

What is Information Management?

Humanitarian Information Management (IM) is the systematic process for the collection, collation, storage, processing, verification, and analysis of data and information from one or more sources, and the dissemination of relevant data and information to humanitarian stakeholders, to support effective and timely humanitarian action.[33] Data is regularly updated to reflect changing situation and is synthesized and presented through a number of channels including: situation reports (sitreps), humanitarian dashboards, 3W Matrices, which in many countries 9Ws are being done to reflect actions across the peace, humanitarian and development communities.

How does it relate to DRR?

Knowledge sharing, communication and access to meteorological, climate, geological and other relevant information and tools are essential to effectively address key risks across the humanitarian–development continuum. Information on risks and hazards need to be integrated into regular humanitarian IM tools to ensure they are considered.

Key considerations

✓ Create or identify one platform for risk information systems that all actors can feed into, to avoid duplication and fragmentation. One such example is inaRISK in Indonesia which, run by the NDMA and supported by UNDP, provides information on hazards, risks and potential losses. The application of that system is used at national and regional level, and integrates sectoral information – such as the location of schools – to identify potential impacts in hazard prone areas. Multiple sectors have aligned their data into inaRISK, including banking institutions, airport and seaport information.

✓ Promote the inclusion of DRR information in IM products. Data on hazards, potential shocks and stresses; vulnerabilities and capacities to cope can be included in the Situation Report (SitRep). Likewise, link risk information to the Humanitarian Dashboard to facilitate analysis of impact should threats emerge. Ensure the 3/9Ws also include DRR actions. Projections for how the situation may

evolve during the multi-year planning period should be reflected in these information management tools. UNICEF, for example, is increasingly including a multi-risk hazard assessment in their county Situation Analyses. IFRC is also developing a Resilience Measurement Dashboard which will link their risk assessments against different dimensions of resilience and connect to their other IM products.

✓ Integrate data on disaster losses (human and economic) into humanitarian analysis, and recovery planning. Conversely, to the extent possible, data collected throughout the humanitarian program cycle should be inter-operable with data used to monitor the Sendai Framework for Disaster Risk Reduction.

✓ Use the IM products for DRR advocacy. The analyses of damage after a disaster can be useful in pursuing discussions for prevention and risk reduction actions with government, community members and donors.

VIII.   CONCLUSION

As stated at the outset, there is no one approach to DRR that will work in all contexts. These suggested actions are intended to help navigate and identify entry points for DRR actions within analysis, planning and programming cycles of the humanitarian system. Much of this is already happening, but more can be done to ensure its systematic application. The contexts in which humanitarians operate are diverse, and in some cases they aren't necessarily using the specific IASC HPC tools, however the actions listed above can and should be adapted to other settings, such as those with government-led responses. While not exhaustive, the document summarizes good practices, and will continue to be refined with field testing and continued dialogue. Annex 1 below lists further resources for risk analysis and programming. Other places to find information and support include OCHA's Assessment, Planning and Monitoring Branch in Geneva, UNDRR, as well as the Development Operations Coordination Office.

Annex 1: Further Guidance and Tools

Preparedness

- UNDRR's forthcoming Words Into Action: Enhancing Disaster Preparedness for Effective Response highlights the key principles and required actions outlined in the Sendai Framework to enhance disaster preparedness for effective response, as well as links to a selected list of reference guides on Enhancing Disaster Preparedness broken down by theme and stakeholder.
- UNHCR's Preparedness Package for Refugee Emergencies is also used to define actions that relate to displacement situations.

Risk/Vulnerability/Capacity Analysis

- OCHA's Index for Risk Management (INFORM) An open-source tool to help decision makers understand the risk of humanitarian crises and disasters
- WFP's Integrated Context Analysis (ICA) provides trends of food security, nutrition and exposure and risks to events with other information. Their ADAM Automated Disaster Analysis and Mapping system is another tool that has been active for earthquake alerts since 2015, but has been expanded to generate automatic maps with wind speed projections and possible physical and population area to be impacted before a hydro meteorological hazard strikes.
- World Bank's ThinkHazard! provides a general view of the hazard for a given location, that should be considered in project design and implementation to promote disaster and climate resilience.
- FAO's Early Warning Early Action (EWEA) System translates warnings into anticipatory actions to reduce the impact of specific disaster events. It focuses on consolidating available forecasting information and putting plans in place to make sure FAO acts when a warning is at hand.
- IFRC's Enhanced Vulnerability Capacity Assessment is communiy based tool to diagnose the specific areas of risk and vulnerability and determine what action can be taken as well as local level capacities to address them.
- Conflict and Development Analysis (CDA) provides guidance on conducting conflict analysis and applying the findings of analysis in support of evidence-based decision-making for UN engagement.
- UNDRR's Words into Action Guide on National Disaster Risk Assessment
- ASEAN's Regional Risk and Vulnerability Assessment

Risk Informed and Resilience Programming

- UNDRR Words Into Action guidelines: Implementation guide for local disaster risk reduction and resilience strategies
- UNDRR Words into Action guidelines: Developing national disaster risk reduction strategies
- UNICEF's Guidance on Risk Informed Programming
- UNICEF Risk-informed Education Programming for Resilience
- UN Common Guidance On Helping Build Resilient Societies
- IFRC's Roadmap for Community Resilience

[1] The humanitarian programme cycle (HPC) is a coordinated series of actions undertaken to help prepare for, manage and deliver humanitarian response. It consists of five elements coordinated in a seamless manner, with one step logically building on the previous and leading to the next. Successful implementation of the humanitarian programme cycle is dependent on effective emergency preparedness, effective coordination with national/local authorities and humanitarian actors, and information management.

[2] The Secretary-General, eight UN Principals, the World Bank and IOM endorsed the Grand Bargain Commitment to Action during the World Humanitarian Summit. In it, they agreed to implement a "New Way of Working," which emphasizes working towards collective outcomes across disciplines, over multiple years, based on the comparative advantage of a diverse range of actors, including those outside the UN system.

[3] Peters, Katie et al. Double vulnerability: the humanitarian implications of intersecting climate and conflict risk, ODI, March 2019.

[4] Ibid.

[5] UN Common Guidance On Helping Build Resilient Societies, Version of 12th December, 2018.

[6] An end in sight: Multi-year planning to meet and reduce humanitarian needs in protracted crises, UNOCHA, July 2015.

[7] Tozier de la Poteriea, A. et al. Understanding the use of 2015–2016 El Niño forecasts in shaping early humanitarian action in Eastern and Southern Africa International Journal of Disaster Risk Reduction 30, 2018.

[8] An end in sight: Multi-year planning to meet and reduce humanitarian needs in protracted crises, UNOCHA, July 2015.

[9] Humanitarian Programme Cycle: Multi-Year Humanitarian Planning Tip Sheet for OCHA Country/Regional Offices 20 September 2017

[10] The Global Alliance for disaster risk reduction, Building safer, resilient communities. IFRC.

[11] resilience

[12] Risk-informed Education Programming for Resilience UNICEF, Guidance Note May 2019.

[13] ISCG JRP 2020 I Reference Note I Extreme weather, seasonal variety and disaster risk in Cox' Bazaar V1

[14] An end in sight: Multi-year planning to meet and reduce humanitarian needs in protracted crises, UNOCHA, July 2015.

[15] Final Evaluation of Disaster Preparedness and Response/Climate Change Adaptation Activities under the Office of Foreign Disaster Assistance Fund in the Philippines, May 2011 to September 2017. WFP, December 2017.

[16] Asia Disaster Assessment Report.

[17] UN Common Guidance On Helping Build Resilient Societies, Version of 12th December 2018

[18] Ibid.

[19] Ibid.

[20] Asia Pacific Disaster Report

[21] 6th Global Dialogue Platform on Forecast-based Financing, Berlin, 26 – 28 September 2018.

[22] UN Common Guidance On Helping Build Resilient Societies, Version of 12th December, 2018.

[23] UN Common Guidance On Helping Build Resilient Societies, Version of 12th December 2018

[24] Questions adopted from UNICEF UNICEF Risk-informed Education Programming for Resilience, 2019.

[25] Pichon, Florence. Anticipatory humanitarian action: what role for the CERF? ODI, April 2019.

[26] Risk-informed Education Programming for Resilience UNICEF, Guidance Note May 2019

[27] 6th Global Dialogue Platform on Forecast-based Financing, Berlin, 26 – 28 September, 2018.

[28] Sendai Framework for Disaster Risk Reduction, Guiding Principle, para 19 (e).

[29] UNDP Bangladesh Disaster Risk Reduction (DRR) Technical Advisory Unit in Cox's Bazar, July 2018.

[30] UN Common Guidance On Helping Build Resilient Societies, Version of 12th December, 2018.

[31] UN Common Guidance On Helping Build Resilient Societies, Version of 12th December, 2018.

[32] Peters, K. Disaster risk reduction in conflict contexts: an agenda for action. ODI, September 2019.

[33] IASC Reference Module for the Implementation of the Humanitarian Programme Cycle.