

Disaster risk management for insecure contexts



Purpose

- To break down silo approaches to risk management (DRM) and insecurity programming (IP)
- Expand the vision of HFA and conflict programming towards a common platform
- Go beyond a 'yes' or 'no' answer to a graduated system of action based on contextual thresholds
- Go from policy to practice in 15 minutes!

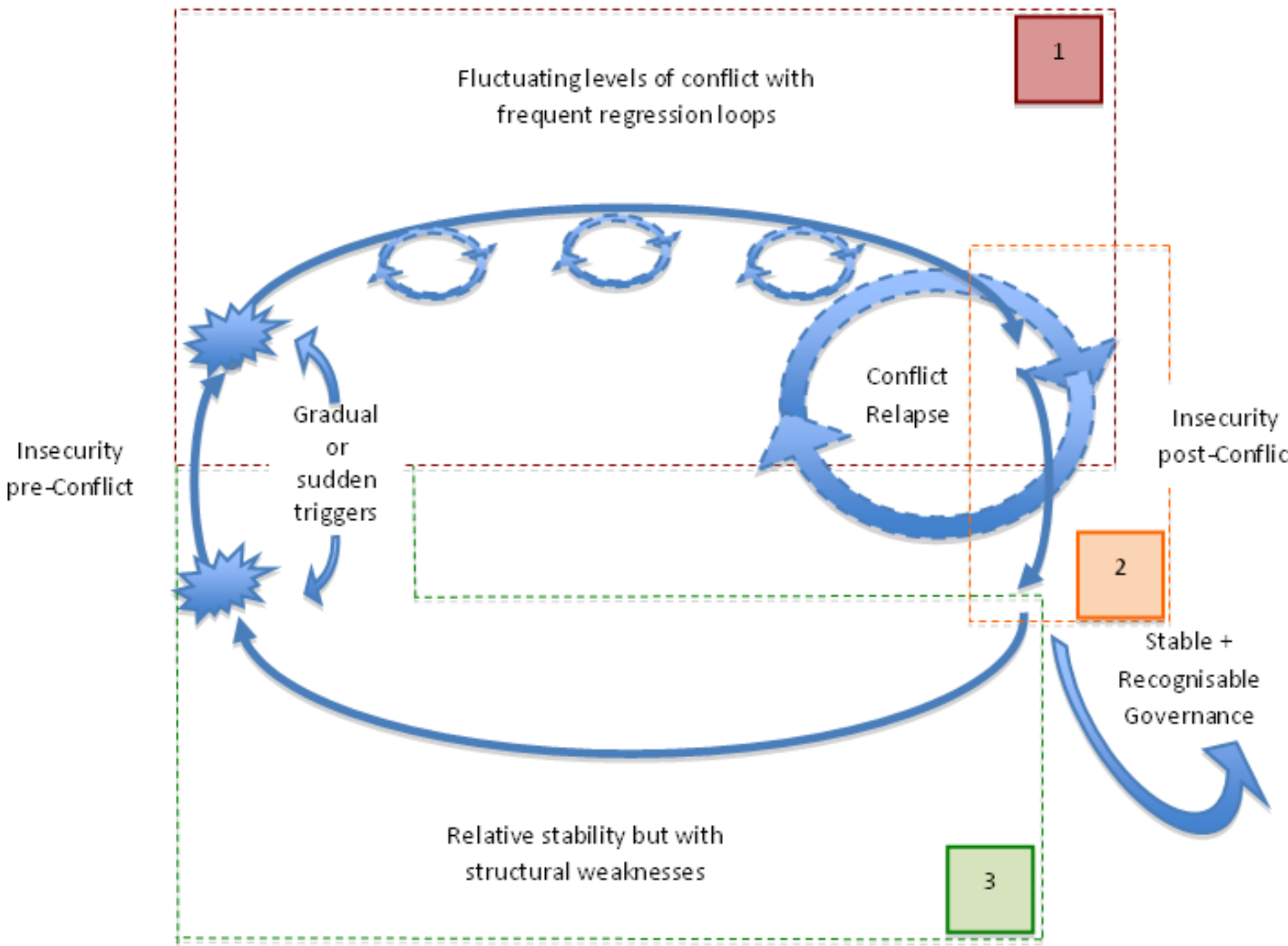
In the end people do not differentiate their needs in terms of the different approaches that we classify when managing risk and needs of insecure contexts.

Why is this important to do?

- One in four people on the planet, more than 1.5 billion, live in fragile and conflict-affected states
- Many countries face cycles of repeated violence, weak governance, and instability.
- No low-income fragile or conflict-affected country has yet achieved a single MDG.
- Risk to natural disaster dramatically increased due to conflict, and that large disaster further fuelled conflict.

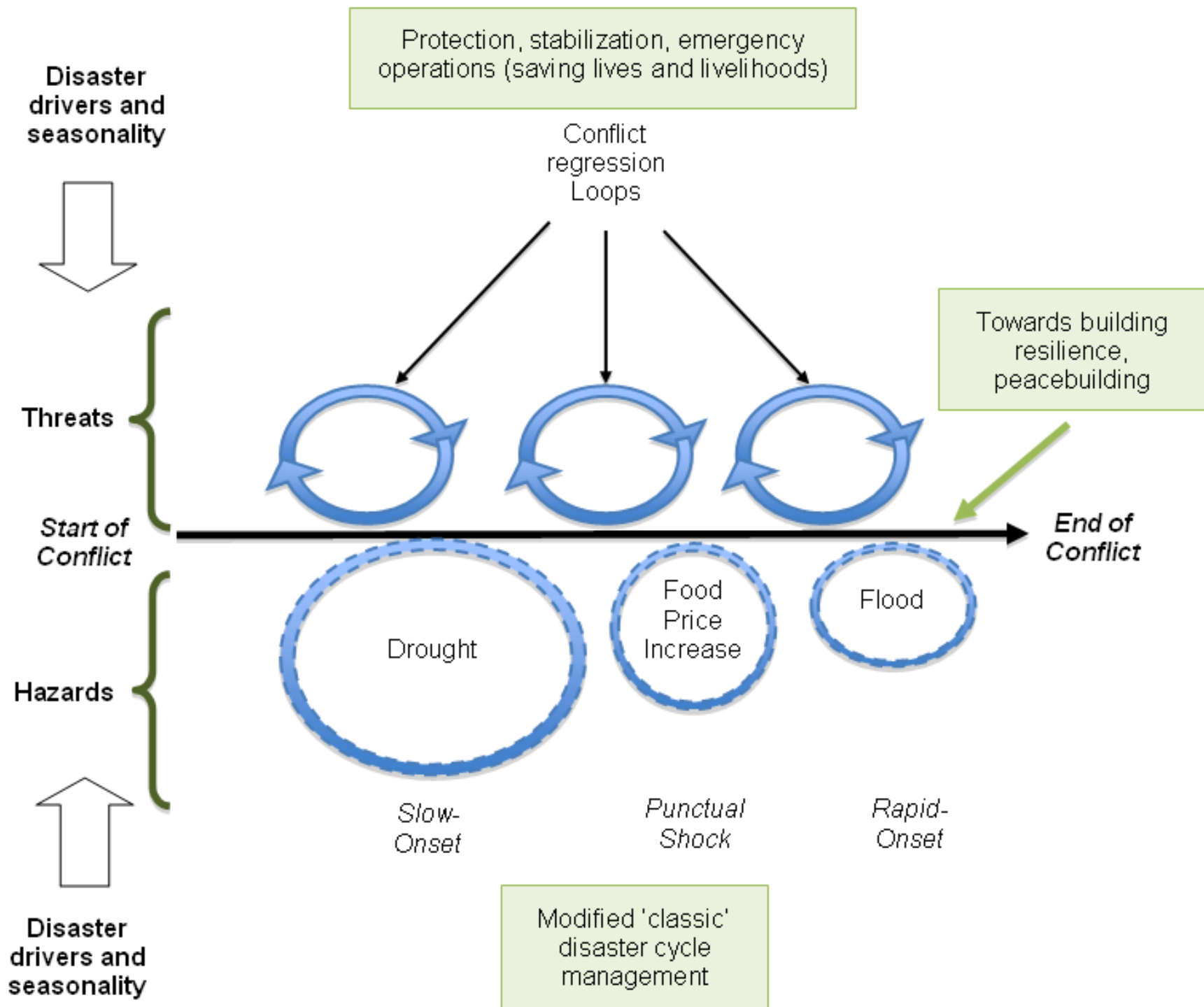
The role of DRM in these contexts is greatly inadequate: a perception that the generic enabling factors of DRM are not sufficiently present.

Those managing insecurity initiatives, may have a restricted vision related only to the conflict itself.



Three pragmatic field questions

- How can we enlarge our vision of risk management beyond natural disaster, whilst minimising the impact of DRM contributing to the causes or fuelling further conflict, or, putting people in further danger (**‘making DRM conflict-sensitive’**)?
- How can we better insulate insecurity programming (IP) from external hazards and shocks, as well as minimising the impact on a common set of phenomena driving natural disaster, conflict and a range of humanitarian needs (**‘hazard-proofing’**)?
- Can we **integrate DRM and IP programming** to additionally maximize aid impact and the efficient use of resources, enlarging the arsenal of tools to counter the impact of insecurity and better diffuse the causes and fuelling of insecurity?



Building on better

- Chronic conflict livelihood systems
- Climate change and security
- Environment and conflict
- Social protection and fragile states
- Human rights and DRM
- Insecurity programming
 - Humanitarian aid
 - Protection
 - Stabilisation
 - Conflict prevention
 - Peacebuilding

Ten operational tips

Aims and methods common for IP and DRM:

1. Restoring confidence in collective action, ensuring ensuring social cohesion and equity
2. Linking local actors and institutions to multi-sectoral community initiatives: working on governance
3. Reducing external stresses and building resilient livelihoods
4. Providing incentives for change

1. Insecurity factors at the heart of identifying, assessing and designing DRM programming, ensure conflict sensitivity and Do No Harm at each step

- Better conflict analysis or Political Economy Analysis preparation, notion of hazards and threats, rapid and adapted PCVA methodology - Extra protection component of PCVA – what is asked and how it is asked:
- Proper weighting of assessment tools: multiphase steps
 - Significant preparation and articulation with other massive secondary analyses
 - Light weight overview,
 - Leading to the decision for a second of expert as required and as priorities dictate – issue of timing e.g. Haiti, environment and impending food prices
- Extra focus on disaggregation, different vulnerable groups
- Planning should keep in mind security of staff and of who we work with, with a key focus on the perception of different actors

2. Changes in traditional DRM partnership and operational modality

- Looking for other modalities than government partnership or political local organisations: a consortium of international agencies
- Who does what? The role of international agencies - political versus technical versus community agencies

3. Changes in the focus of scale of DRM action

- Focusing on the household-level where insecurity comes from within the community or where communities cannot work together.

4. Changes in the role of the community

- Real expectations of role of community direct interventions to Community-based to Community-managed : participation analysis critical
- Realistic participatory approach used in field assessment and program design.

| Direct response | Community-based DRM | Community-managed DRM |
|---|---|---|
| In emergency and early recovery contexts | In recovery and rehabilitation contexts | In rehabilitation and stable contexts |
| Centralised and top-down, managed by the external agencies, process owned by outsiders | Centralised and top-down, managed by the external agency, process owned by outsiders | Decentralised and bottom-up, managed by the community, process owned by the community |
| Driven by extreme needs-saving lives and livelihoods, and protection | Supply-driven | Demand-driven |
| Target oriented | Target oriented | Process oriented |
| Total dependency of the community on external actors | External agency as key player, dependency of the community | Community-based organisation as the key player, self-reliance |
| Minimal participatory and planning capacity | Reduced participatory and planning capacity | Significant participatory and planning capacity |
| Community reliant on external agencies | Community used to service providers | Community open to autonomy |
| Aid agency staff implement directly | Aid agency staff implement directly | Facilitating people to implement |
| Externally financed | Externally financed | Cost sharing with the community |
| Technological approach dominant | Technological approach important | Social approach dominant |
| Incorporates expert's knowledge into project assessment, design/planning and implementation | Incorporates expert's knowledge into project assessment, design/planning and implementation | Incorporates local people's knowledge into project assessment, design/planning and implementation |
| M&E by professionals | M&E by professionals | Participatory M&E |
| Short-term timeframe (except complex humanitarian emergency) | Short/medium-term time frame | Long-term time frame |
| Flexible donor funding rules | Rigid donor funding rules | Flexible donor funding rules |

5. Changes on the emphasis of sustainability

- Looking for shorter-term impacts and planting the seeds for later sustainability: limiting technical choices
- Use the neutrality of natural disasters as an entry point and opportunity.
- Emphasis on portable technology for displaced populations.

6. Changes in how uncertainty is managed

- Adapting action to an insecure context, parallels with adapting to long-term phenomena (climate change)
- Managing political uncertainty: shorter-term coping mechanisms rather than longer-term adaptation realistic. For agencies, this involves flexibility built into programs and flexibility of operational modalities: able to move between remote programming, to direct intervention, to simple community-based approaches, according to the context.
- Merge early warning systems: natural hazards, hunger, political-conflict

7. Attention to the perceived political dimension of DRM programming

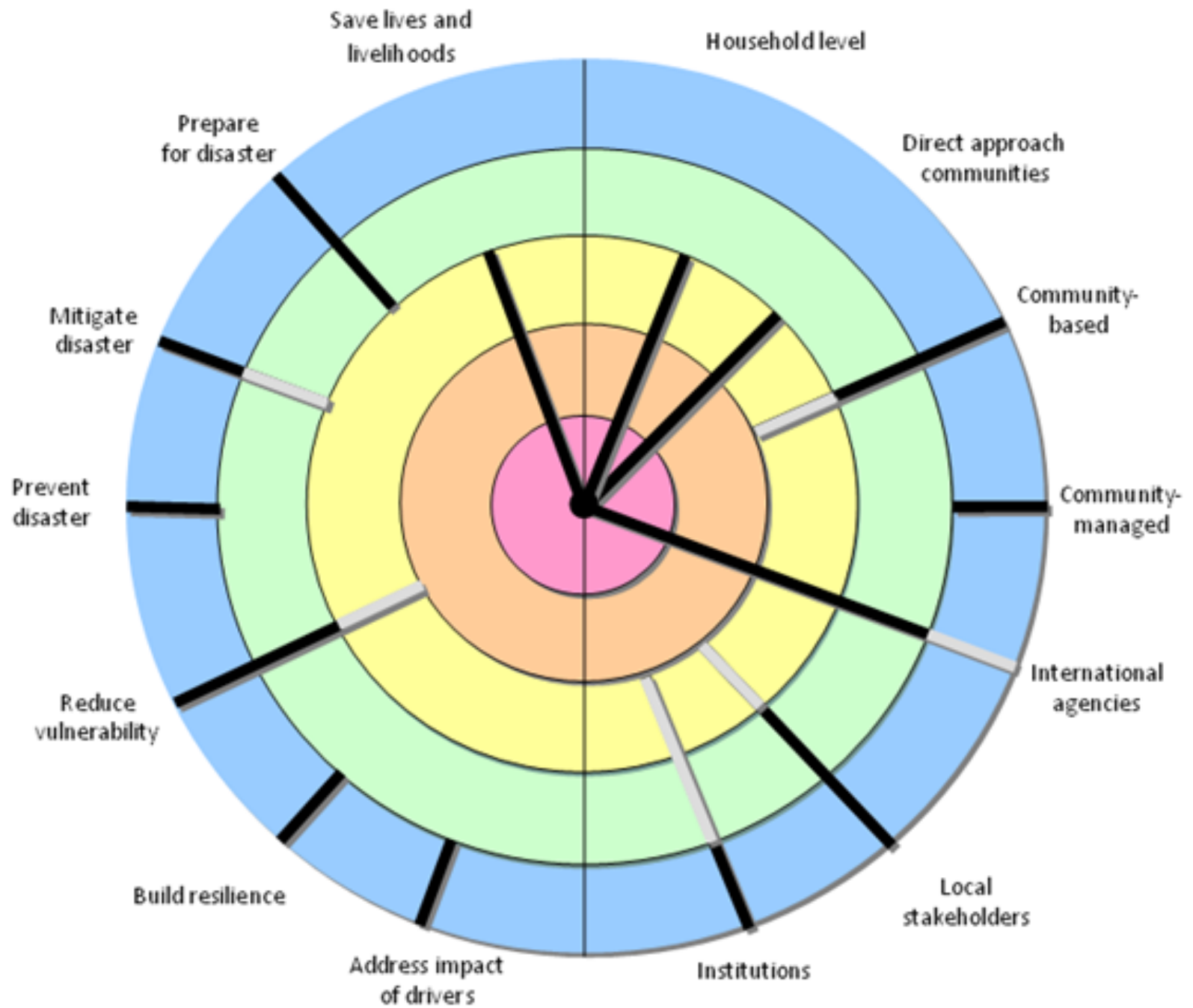
- The use of humanitarian principles
- The link with security of beneficiaries and aid agencies
- Key points of humanitarian space: non-conditionality of humanitarian aid, clear roles of field actors, lack of perception of action linked to foreign policy objectives, attention with non-neutrality due to religious or ethnic affiliations.

8. Contextual threshold management system

Allowing proper planning and management of uncertainty- external and internal: thresholds based on three dimensions of contextual indicators WITH disaster cycle management

OBJECTIVE

APPROACH



| <i>DRM Obj.</i> | Preparedness | | Response | | Reducing vulnerability | | Building Resilience | | Disaster drivers | |
|--------------------------|-----------------|------------------|-----------------|------------------|------------------------|------------------|---------------------|------------------|------------------|------------------|
| | <i>Punctual</i> | <i>Long-term</i> | <i>Punctual</i> | <i>Long-term</i> | <i>Punctual</i> | <i>Long-term</i> | <i>Punctual</i> | <i>Long-term</i> | <i>Punctual</i> | <i>Long-term</i> |
| <i>Latent Conflict</i> | Green | Green | Green | Green | Green | Green | Green | Orange | Green | Orange |
| <i>Manifest Conflict</i> | Green | Orange | Green | Green | Green | Orange | Orange | Orange | Orange | Orange |
| <i>Crisis</i> | Orange | Red | Green | Green | Orange | Orange | Red | Red | Red | Red |
| <i>Severe Crisis</i> | Red | Red | Orange | Orange | Orange | Red | Red | Red | Red | Red |
| <i>War</i> | Red | Red | Orange | Orange | Red | Red | Red | Red | Red | Red |

| Strong Opportunity | Challenging | Significant Barriers |
|--|--|--|
| Short- and Long-Term Response; Addressing Disaster and Managing Risk | Short- and Long-Term Response; Addressing Disaster | Short-Term Response; Addressing Disaster |

9. Open our vision in time and cause and effect of conflict and non-conflict disaster:

Converting snapshot tools into those better able to look forward and backwards in time as well as making the linkages between different processes of risk and conflict

10. Joint vision of advocacy

Conflict resolution, Operational space, Politicisation of aid, external risk and their drivers e.g. environment, climate change

Used to address the Caveats

- Non-state actors in conflict and targeting of aid workers
- Politicization of aid, donor sanctions (Iraq, Myanmar)
- Overall decreasing humanitarian space and an increase in governance challenges and stress on government services
- Conflict as an internal dynamic to communities
- Questions of working with states who largely cause risk, issues of neutrality and independence linked to security of local and international aid workers, negative perceptions of communities of being associated with the parties of conflict-insecurity
- Sustainability issues: Afghanistan, Pakistan, Myanmar, Sri Lanka, Aceh – going the extra mile

THE WAY FORWARD

This initiative represents a first mapping and analytical step leading to integrated risk and insecurity management programming.

1. Focus on development of concrete programming aspects around programme and project cycles: Operational frameworks that are able to address risk and uncertainty whilst articulating with operations addressing impact of conflict.
2. Upgrading of existing field tools for assessment and design
3. Enhance activity overlaps and articulation into a single programming platform, defining the specific roles and added value of a range of different humanitarian and development actors
4. Dissemination and capacity building of the outputs of this project to actors within and supporting households and communities

THANKS FOR YOUR ATTENTION

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