

Background Paper

Session Workshop #4.1.3 - Mainstreaming Disaster Risk Reduction into Development Instruments

A. Introduction

Disasters are rooted in development failures that increase risk by boosting people's exposure and susceptibility to hazards. Modeling hazard risks in macroeconomic projections and estimating changes in real per capita income have shown that catastrophes can slow or stall poverty reduction efforts. Beyond the sheer numbers of those living in poverty, the poverty gap is also accentuated by natural disasters. Most of the Millennium Development Goals (MDGs) touch upon areas which are closely linked to vulnerability to natural hazards. In order to meet poverty objectives, it is necessary that potential hazard risks are determined and risk management approaches taken into account while designing poverty reduction strategies/socio-economic development plans.

In January 2005, the World Conference for Disaster Reduction called for a stronger link between international development goals and disaster risk reduction. Recognizing the growing development losses resulting from natural disasters, 168 nations, collectively called upon international financial institutions and other stakeholders through the *Hyogo Framework of Action: Building the Resilience of Nations and Communities to Disasters 2005-15* "to integrate disaster risk reduction considerations into development assistance frameworks ... and poverty reduction strategies." And, one of the strategic goals of the HFA is to strengthen the "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." Converting the HFA into practice will require increased investment by national governments and international development community, to enhance support for risk reduction.

This working group session #3 on *Mainstreaming Disaster Risk Reduction into Development Instruments* will take stock of current practices, highlight processes that lead to the effective integration of disaster risk reduction, and provide recommendations for countries that would like to follow suit. Focus will be on the enabling factors that generated commitment for disaster risk reduction among Ministries of Planning and Finance and the concrete steps that have been taken to translate poverty reduction and other strategies into action.

B. Status of Progress

A great deal of work is being done worldwide to advance the agenda to mainstream disaster risk reduction into sustainable development planning. Advancements include the development and implementation of hazard-resistant building codes and standards, training programs on risk reduction and mitigation for communities and civil servants, operational guidelines and policies for international finance institutions (IFIs), and other

analytical research on hazard mapping and analysis have been developed and are being introduced into the development planning processes of vulnerable countries.

The causal analysis of poverty in a hazard prone country must take into consideration the hazard risk assessment of the region in order to make poverty reduction efforts sustainable. A hazard risk assessment includes hazard mapping, building systematic inventory of the housing and infrastructure stocks, and tracking of the social and economic losses caused by disasters. The use of existing poverty datasets to measure hazard vulnerability could be a powerful tool to demonstrate poverty and disaster linkages. And, poverty parameters impacted the most by disasters will help policymakers gain a better understanding of trends in poverty outcomes in areas affected by recurrent disasters.

The recent publication, *Natural Disaster Hotspots: A Global Risk Analysis* (2005), has established that disasters have huge impact on the growth and economic development processes in the countries prone to multiple hazards. This analysis is a useful tool that is helping the development community focus its risk reduction efforts on the most vulnerable countries at high risk, especially since the impacts of these disasters often disproportionately affect the poor.

With support from the World Bank, the Global Facility for Disaster Reduction and Recovery (GFDRR), UN partners and regional organisations, governments have started to integrate disaster risk reduction elements in their Poverty Reduction Strategies (PRSs) and other national development instruments. Disaster risk reduction has also been mainstreamed into some Country Common Assessments (CCAs) and United Nations Development Frameworks (UNDAFs). In parallel, countries have also worked to mainstream disaster risk reduction in sectors and at the local level into development planning.

Poverty reduction strategies (PRSs) describe a country's macro-economic, structural and social policies and program to promote growth and reduce poverty. PRSs are prepared by the Governments through a consultative process involving civil society organizations and development partners. Over the years, the Bank has supported country-led PRSs through CASs. Some elements of hazard risk management have been incorporated into some PRSs, but emphasis tends to be on early warning and post-disaster response rather preventive and mitigation strategies.

However there are exceptions. For example, Vietnam has set a goal of halving the number of people falling back into poverty due to natural disasters by 2010.¹ Disaster mitigation is one of the four themes of Turkey's development agenda.² But these are only few examples and even in these countries, public actions for integrated hazard management need to be institutionalized and accelerated to achieve significant impact in reducing disaster risks. Mainstreaming hazard risk management in PRSs/CASs requires greater degree of awareness generation among the national planners and country level

¹ The Comprehensive Poverty Reduction and Growth Strategy of Viet Nam (Nov 2003)

² The Country Assistance Strategy for the Republic of Turkey (The World Bank, Oct 2003)

analytical work in order to develop distinct strategies for reduction of disasters risks integral to overall poverty reduction objectives, followed by appropriate public expenditure programs to achieve desired results.

In addition, many sectoral policies have a direct impact on the vulnerability of the people and the infrastructure systems, such as housing, education, water, environment, health, transport, infrastructure, natural resources management, and urban development. Sectoral policies must take into consideration the hazard profile for the target location and include relevant disaster risk reduction strategies.

Another mechanism to support the mainstreaming risk reduction into development policies and programs is the Global Facility for Disaster Reduction and Recovery (GFDRR), which was established in September 2006 and is hosted by the World Bank. GFDRR supports operations that provide technical assistance to assist low- and middle-income countries to mainstream disaster risk reduction in strategic planning documents, particularly the PRSs, UNDAFs, National Adaptation Programs of Action (NAPAs), and various sectoral development policies. Assistance provided is demand driven, based on needs identified in national plans in consultation with Governments and stakeholders.

Based on these examples of instruments and tools for mainstreaming risk reduction into development, Working Group 3 will feature case studies that highlight how governments have integrated disaster risk management into their development plans and programs through analysis of hazard data, training efforts, engagement with local communities, policy interventions, and infrastructure planning.

C. Questions for Discussion

- What incentives are needed from national governments to invest in risk reduction?
- Which stakeholders at the local and national level should be engaged to support the institutionalization of risk reduction and mitigation?
- How can civil society and other stakeholders engage with governments in hazard-resilient development planning?
- Has cost-benefit analysis of investing in mitigation and prevention been utilized to make the case for risk reduction in your country?
- How can disaster management practitioners work with the Ministries of Finance and Planning to ensure funding is allocated for risk reduction?
- What are the constraints your government is facing on the issue of mainstreaming disaster risk management into development policies and plans?
- Are there any information gaps that require more research?
- How can ISDR support governments to take these issues forward?

D. Additional Information and Resources

Publications:

- [ProVention Consortium Guidance Notes on Mainstreaming Disaster Risk Reduction](#) (2007)
- [Natural Disaster Hotspots Case Studies](#) (2006)
- [Mainstreaming Hazard Risk Management into Rural Projects](#) (2006)
- [Natural Disaster Hotspots: A Global Risk Analysis](#) (2005)
- [Preventable Losses: Saving Lives and Property through Hazard Risk Management: A Comprehensive Risk Management Framework for Europe and Central Asia](#) (2004)
- [Catastrophes and Development: Integrating Natural Catastrophes into Development Planning](#) (2002)

Websites:

- <http://www.worldbank.org/hazards>
- <http://www.gfdrr.org>