



HYOGO FRAMEWORK OF ACTION (HFA): BUILDING THE RESILIENCE OF NATIONS AND COMMUNITIES TO DISASTERS 2005-2015

International Workshop on South Asia Policy Dialogue on Disaster Risk Reduction

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United Nations International Strategy for Disaster Reduction (UN/ISDR)
www.unisdr.org, www.unisdr.org/asiapacific



ISDR – Who are we ?

- Mandated by UNGA as UN coordinating mechanism for DRR worldwide – successor arrangements to IDNDR
- Long-term development activity complementary to disaster mitigation, preparedness, relief and rehabilitation in disaster management cycle – immediate natural partners: UNDP & OCHA
- Recognized as integrated part of SD at WSSD (Johannesburg, 2002)
- HQs in Geneva and regional / thematic programmes (LAC, Africa, PPEW)
- Work at national level (Governments, NPs, UNCTs..) and regional and sub-regional levels (reg. prog for DRR, IAP and other regional and sub-regional mechanisms)
- Set up regional programme for Asia and Pacific (June 2005): HFA implementation – TEWS – advocacy and awareness-raising, networking, partnership-building for mainstreaming DRR into various sectors of society and areas of activity (development planning, environment, health, relief activities..)

The HFA in Brief

1. **Main Outcome** of the World Conference on Disaster Reduction January 2005, Kobe, Hyogo, Japan was **The Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters** – Recognized global guide to facilitate effective implementation of DRR at int'l, regional, national and local levels next 10 years
2. **Political commitment of 168 Governments** to implement HFA, allocate necessary resources and set up the appropriate institutional and legislative frameworks to facilitate its implementation
3. **Importance of political commitment to engage action and necessary reforms – but DRR is everybody's business** - DRR in daily life and work, especially of communities
4. **Expected Outcome:** The substantive reduction in losses in lives and in the social, economic and environmental assets of communities and countries.
4. **Strategic Goals to attain the expected outcome**
 - a) A more effective **integration of disaster risk into sustainable development policies, planning and programming at all levels** with emphasis on prevention, mitigation, preparedness, and vulnerability reduction.
 - b) The **development and strengthening of institutions, mechanisms and capacities at all levels, especially community level**, to build resilience to hazards.
 - c) The **systematic incorporation of risk reduction measures into the design and implementation of emergency preparedness, response and recovery programmes** in the reconstruction of affected communities.

The HFA in Brief

2. **Priority Actions:** The WCDR and members countries adopted five priority actions to guide the implementation of HFA and translate political commitment into action
 - Priority 1: Ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation.**
 - 1.1 Foster political commitment to integrate DRR into national development planning
 - 1.2 Evaluate existing legal and institutional mechanisms and policies and strengthen clear distribution of tasks and allocation of responsibilities.
 - 1.3 Engage in dialogue with all relevant national actors in disaster risk management to set up a multidisciplinary and multi-stakeholder national coordination mechanism for DRR.
 - 1.4 Establish a national risk management vision, strategy and implementation plan, including benchmarks and allocate necessary resources.
 - 1.5 Institutionalize DRR and establish mainstreaming mechanisms.

The HFA in Brief

Priority 2: Identify, assess and monitor disaster risks and enhance early warning.

- 2.1 Elaboration of risk mapping and hazard monitoring system
- 2.2 Collect, review and synthesize existing knowledge, including sound practices and lessons learned; publish and disseminate.
- 2.3 Build the national knowledge base on risk and disaster risk management.
- 2.4 Establish a hazard monitoring program including effective, timely and reliable people-centered early warning and alert systems at the national and local levels.
- 2.5 Promote scientific and technological research and development, including space technology applications for DRR
- 2.6 Identify emerging risks (climate variability and regional threats like tsunamis)

The HFA in Brief

Priority 3: Use knowledge, innovation and education to build a culture of safety and resilience at all level.

- 3.1 Develop a public awareness system, including world campaigns, Int' l Day for Disaster Reduction, educational booklets (specific hazards, thematic) community and neighborhood drills, simulation games, Awards (Sasakawa)
- 3.2 Incorporate disaster risk and disaster risk reduction/management into school curricula and non formal education programs at all levels (Riskland, videogame, radionovela)
- 3.3 Promote school safety programmes
- 3.4 Establish strategies to involve the media community in risk assessment and risk communication – educational and warning dissemination roles to play
- 3.5 Enhance access to information and understanding of risk and risk management and facilitate exchange of experiences amongst countries (Prevention Web, ISDR Informs, Highlights and quarterly Newsletter)
- 3.6 Promote enhanced knowledge management and capacity-building through training exercises and fellowship programmes

The HFA in Brief

Priority 4: Reduce the underlying risk factors.

- 4.1 Establish DRR mechanisms related to land use planning and construction standards.
- 4.2 Establish mechanisms for protecting the poor and the more vulnerable. Promote the integration of DRR into PRSPs (Regional event planned in Dhaka, Bangladesh, in Sept 2006 (with WB and UNDP)
- 4.3 Establish financial risk transfer mechanisms – enhance micro credit
- 4.4 Establish programs for vulnerability reduction of critical facilities and infrastructure (disaster resilient school and health-related infrastructures).

The HFA in Brief

Priority 5: Strengthen disaster preparedness for effective response at all levels.

- 5.1 Assess disaster response and recovery capability.
- 5.2 Develop evacuation plans, undertake drills .
- 5.3 Develop and test mechanisms for organizing and coordinating emergency operations.
- 5.4 Mainstream DRR into contingency planning
- 5.5 Enhance capacity-building through knowledge sharing and training development

HFA IMPLEMENTATION

- **At international level** – restructuring of ISDR into ISDR System comprising of:
 - Global Platform for DRR: IATF + Governments and civil society: advise and commit to devise strategies for DRR and HFA implementation – May 2007
 - MOB - Management Oversight Board: Strategic, managerial and financial guidance
 - PAC – Programme Advisory Committee - support and coherence, workplan
- **At regional level:** Beijing Action (Ministerial ACDR, Sept 2005) - ACDR (Seoul, March 2006) – ESCAP's integrating DRR and referring to HFA in most activities – IAP (SNAP)
- **At sub-regional level:** Pacific Framework for Action (SOPAC) - ASEAN Agreement on Disaster Management and Emergency Response – SAARC Comprehensive Regional Framework for Action 2006-2015
- **At national level:**
 - India, Indonesia, Pakistan, Mongolia are revising their legislation on disaster management – emphasis on disaster risk reduction
 - Other countries are developing their national plan / strategy for DRM along the lines of HFA: Sri Lanka (Roadmap), India (Emerging Framework), Vietnam (S&AP), Thailand (SNAP), Mongolia (National Action Plan), Indonesia (SNAP), Vanuatu
 - NPs under establishment: Thailand, Vietnam, Maldives, Pakistan, Mongolia etc.

ISDR and HFA Implementation at the national level

- ISDR is **not operational** and has no country offices
- ISDR strongly relies on in-country operational / implementing partners to implement DRR (technical institutions, IFRC, UN in-country partners etc.)
- HFA provided ISDR with the mandate to approach Governments directly, at their request
- UNCTs as main entry point and partner at the country level
- National multi-disciplinary and multi-stakeholder coordination mechanisms for DRR (“National Platforms”)

National Platforms

BACKGROUND

- Revitalization and restructuring of former "National Committees" (IDNDR) – called for by ECOSOC resolutions and HFA
- Multi-stakeholder coordination mechanisms for DRR **officially recognized and proclaimed by Government – Country's benefit** to have national body with full legitimacy to assist effectively Governments in coordinating policy on DRR issues and facilitating implementation of HFA – country should attach resources to its creation and functioning

STRUCTURE

- **Multi-stakeholder character CRUCIAL**– complexity and cross-cutting nature of DRR – need for expertise drawing from various disciplines and backgrounds
 - **Various forms:** forum or committee – give opportunity for all to **voice their concerns and views**
 - **Recommended composition:** policy and decision-makers (major line Ministries), scientific and technical experts and civil society including media, private sector, donors, UN, community representatives (incl. religious/village leaders)
 - **No imposed name:** NDMOs, NPs, NDMCs, NCs etc. **AS LONG AS** have the **capacity to coordinate amongst and mobilize ALL** relevant national stakeholders, including the **community level**, and recognize DRR as a **priority** of their work
- > Responsibility of each country to determine best approach to NPs: in most situations, NPs will be **developed in context of existing mechanisms** /processes – some others re-direct / **restructure existing NC** / fora with DRR mandate - No specific structure to follow – flexibility important

ROLE

- Awareness-raising, mobilization / coordination and networking to increase national leadership and commitment to sustainable DRR
- Coordinate action to facilitate **HFA implementation**: promote strong political commitment to DRR, establishment of the institutional and legislative framework for DRR/HFA implementation at the national level and mainstreaming of DRR into all sectors of society
- Provide a **framework for systematic cross-sectoral reflection on DRR and for enhanced collaboration and coordination** among national stakeholders to increase level of skills and knowledge on DRR
- **Assess regularly status/progress of DRR at national and local levels and identify gaps, challenges and priorities**
- Serve as the custodian of the nationally adapted HFA and aim at **assisting in the formulation of a strategic national action plan / national strategy and framework for DRR** with own benchmarks and indicators

IMPORTANT

- To be effective and sustainable, NPs need to be:
 - built through **nationally-owned and nationally-led participatory process**
 - be **fully integrated** into existing governance, decision-making and institutional frameworks to optimize their influence on national development, policy planning, decision-making and resource mobilization
 - **AVOID duplication** and setting up too many different bodies with similar responsibilities
- Need **formal "validation process"** of designated body through **consensual** agreement (national consultation) and official designation by Government (preferably through MOFA or UNRC) to ISDR
- NPs should **add value** in DRR – Major guiding principles include:
 - a) DRR regarded as a national priority and cross-cutting issue within SD,
 - b) use participatory process (multidisciplinary and multisectoral perspectives in actions),
 - c) influence positive change in policy, planning and decision-making and
 - d) encourage national ownership of HFA and its effective implementation

Proposed tools to facilitate the implementation of HFA at national and community levels

Technical tools

- Strategic directions to implement HFA
- Guidelines for the integration of DRR into CCA/UNDAF jointly developed by ISDR and UNDP
- Brochure on HFA with concrete examples of HFA implementation
- DVD on HFA
- Guidelines illustrating concrete activities to implement HFA – *Under finalization*

Policy tool

- Joint letter UNDP Administrator and USG for Humanitarian Affairs

A joint approach and team effort

- Strategic National Action Plan (SNAP)

What is the Strategic National Action Plan (SNAP) ?

- **Nothing NEW !! Building on existing actions/initiatives, structures and actors**
- **Initiative of the ISDR Asia Partnership** – joint missions/actions to approach Governments and involve UNCTs, raise awareness on their leadership role in HFA impl.
- **A joint and inclusive approach** - with **long-term vision** and **short-term action** - at the regional, national and local level to assist the Government in developing or re-formulating a comprehensive national strategy for DRR on the basis of existing initiatives
- **All national partners**, including Government, in-country UN, technical experts, civil society, local communities, private sector, media, donors
- **A purely country-led and country-oriented initiative** – is a **commitment** by Government to implement DRR at the national level along the lines of HFA and to commit resources to it – Government takes the **leadership but all national and in-country actors contribute to its formulation and implementation**

Why SNAP?

- No concrete coordination of DRR activities at the national level
- No real understanding of who is doing what and where
- Most countries have scattered short-term projects (1 year or less) with very little cohesiveness and coordination of any form and have low impact.
- Governments / donors often lack resources and capacity and therefore have difficulties to prioritize funding between so many initiatives / projects

Strategic National Action Plan (SNAP) – Cont'

SNAP's objectives

- To identify, enhance and support ongoing successful disaster reduction initiatives and projects to ensure sustainability
- To have a **cohesive and integrated DRR programme that Governments are committed to implementing.**
- To establish the mechanisms at the country and regional levels to support the effective mainstreaming and implementation of DRR
- To improve the efficiency of resource allocation and utilisation through clearly defined objectives, activities and outputs in one integrated programme.
- To strengthen the cooperation and coordination of existing national and regional partnerships through their involvement in design and implementation of DRR

Main points of emphasis of SNAP process

- Country-led initiative – commitment, ownership, responsibility of Government
- Consensual agreement at the national level through national consultation
- Expected outputs:
 - a) Mainstreaming DRR into relevant national agendas
 - b) Establishment of National Platforms as a coordinating and decision-making entity on policy and programmes
 - c) Strengthened capacity-building through Fellowship Programme
 - d) Strong partnership-building component (national/local, regional and global)

SNAP Process - To be led and coordinated by Governments with assistance of UNCTs and other national, regional and global partners.

1. **Bilateral meetings with potentially interested Governments** to test the initiative with IAP and UNCT
2. **Fact-finding consultations** with key stakeholders from community to national levels to:
 - Assess current status of ongoing DRR projects and activities and assess capacity, impact and gaps, including at local level – assess involvements of INGOs and NNGOs
 - Analyse and define the DRR roles and capacity of participating government departments.
 - Identify DRR priorities by sectors based on national and sub-national needs, known requirements, existing capacity and available resources.
 - Identify potential problems and impediments towards SNAP development and implementation.
 - Assess donors commitment to support SNAP.
 - Produce a zero draft of the SNAP
3. **National Workshops**
 - To provide a forum for all key national stakeholders to contribute to the formulation and endorsement of draft SNAP.
 - To give the Governments and national partners the opportunity to select and **agree** on the country's priority disaster reduction needs for SNAP.
 - To agree on the institutional framework to set up at the national level to facilitate the implementation of SNAP

Expected Outputs from the SA Policy Dialogue on DRR

- **Clear understanding of HFA and strong political commitment for HFA impl - Official focal point for HFA to be designated and communicated to UN/ISDR Asia and Pacific**
- **Mapping-out exercise: clear assessment of status / progress on DRR, of existing or necessary structures and projects, and of key actors' responsibilities at national level**
- **Clear identification / definition of national priorities for HFA implementation and initial discussions towards a national strategy for DRR – Formal assistance to formulate / reformulate a national strategy for DRR to be addressed to UN/ISDR**
- **Mainstreaming process of DRR into various sectors and areas of work, in particular in development processes like CCA/UNDAF, PRSPs and contingency plans**
- **Consensual agreement on national platforms and official designation by Governments (through MOFA / UNCT) to UN/ISDR Asia and Pacific (official names and contacts)**
- **Increased sub-regional cooperation with SAARC and member countries on many DRR initiatives and projects (including translation, customization of docs..) in the framework of SAARC Comprehensive Framework on Disaster Management – Welcome all follow-up initiatives being taken to support this initiative**

Areas of cooperation with SAARC Countries

Inter-Agency Field Libraries

- Target recipients
- Assistance in providing relevant documentation and translation capacities into local language(s)

Awareness-raising & Education on DRR:

- 2006 celebrations of the International Day for DRR – Celebrations planned in SAARC countries ? How can ISDR assist ?
- Riskland game – reproduction and translation of game and CD (Thailand, Indonesia, Philippines, Vietnam, Sri Lanka, Maldives)
- General customization and translation processes of specific documentation/focal points
- ISDR monthly Highlights at the regional level
- ISDR Informs Asia – include relevant DRR initiative throughout Asia

Announcements

- Regional event on the integration of DRR into PRSPs, Sept 2006
- Planned regional event on DRR and Education
 - a) integration of DRR into school curricula
 - b) disaster resilient schools / school safety programmes
- Any lessons learned / good practices and traditional / indigenous knowledge on DRR welcome
- Assist in complementing country profiles (legislation, structure etc.)

Conclusions

Disaster risk reduction is everyone's business. States are responsible for the welfare and safety of their people. States must create appropriate legal, socio-economic, political and physical environment for mainstreaming disaster risk reduction into the development process at all levels of society. The people themselves must do all in their means to reduce their own vulnerabilities.

**Thank you
for your attention**

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