兵库行动纲领

HFA

THE HYOGO FRAMEWORK FOR ACTION IN ASIA AND THE PACIFIC 2011–2013

www.unisdr.org

إطار هيوغو

МАН

ХПД

САН

UNISDR
The United Nations Office for Disaster Risk Reduction

UNISDR

The United Nations Office for Disaster Risk Reduction

Table of Contents

List of Acronyms

ADPC	Asian Disaster Preparedness Center
ADRC	Asian Disaster Reduction Center
ADRRN	Asian Disaster Reduction and Response Network
AMCDRR	Asian Ministerial Conference on Disaster Risk Reduction
ANDMA	Afghanistan National Disaster Management Authority
ASEAN	Association of Southeast Asian Nations
CBDRM	Community Based Disaster Risk Management
CBO	Community Based Organization
CSO	Civil Society Organization
CCA	Climate Change Adaptation
DILG	Department of the Interior and Local Government (The Philippines)
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EIA	Environment Impact Assessment
EOC	Emergency Operation Centre
ESCAP	Economic and Social Commission for Asia and the Pacific
EU	European Union
FERN	Frontline Emergency Response Network (The Cook Islands)
GFDRR	Global Facility for Disaster Risk Reduction
GIS	Geographic Information System
GLOF	Glacial Lake Outburst Floods
HFA	Hyogo Framework for Action 2005-2015
IFRC	International Federation of Red Cross and Red Crescent Societies
IGO	Inter-Governmental Organization
JICA	Japan International Cooperation Agency
LANGOCA	Laos-Australia NGO Cooperation Agreement
LDCs	Least Developed Countries
LG-SAT	Local Government Self-Assessment Tool
MDG	Millennium Development Goals
MOHA	Ministry of Home Affairs
MOU	Memorandum of Understanding
NAPA	National Adaptation Plans of Action
NCCC	National Committee on Climate Change (Viet Nam)

NCDM	National Committee for Disaster Management (Cambodia)
NDMA	National Disaster Management Authority
NDRRC	Nepal Disaster Risk Reduction Consortium
NEMA	National Emergency Management Authority (Republic of Korea)
NGO	Non-Governmental Organization
NSDRM	National Strategy for Disaster Risk Management
NSET	National Society for Earthquake Technology
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OFDA	Office of United States Foreign Disaster Assistance
OSADI	Online Southeast Asia Disaster Inventory
PDRMPN	Pacific Disaster Risk Management Partnership Network
PPCR	Pilot Program on Climate Resilience
READY	Hazard Mapping and Assessment for Effective Community-Based Disaster Risk Management (The Philippines)
SAARC	South Asian Association for Regional Cooperation
SADKN	South Asia Disaster Knowledge Network
SIDS	Small Island Developing States
SMS	Short Message Service
SOPs	Standard Operating Procedures
SOPAC	Applied Geoscience and Technology Division
SPC	Secretariat of the Pacific Community
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNEP	United Nations Environmental Program
UNICEF	United Nations Childrens Fund
UNISDR	United Nations Office for Disaster Reduction
URR	Urban Risk Reduction
USAID	Unites States Agency for International Development
WB	World Bank
WHO	World Health Organization
WMO	World Meteorological Organization

chapter one
EXECUTIVE SUMMARY

Thirty-six (36) countries in the Asia-Pacific region submitted reports for the 2011-2013 Hyogo Framework for Action (HFA) review. This is a 25% increase in submissions, with 9 more countries reporting in the current HFA review cycle compared to the 2009-2011 cycle (see Table 1). In addition, Inter-Governmental Organizations such as the Association of Southeast Asian Nations (ASEAN), the South Asian Association for Regional Cooperation (SAARC) and the Applied Geoscience and Technology Division of the Secretariat of the Pacific Community (SPC-SOPAC) submitted reports that assess sub-regional progress in implementing HFA, with a specific focus on trans-boundary risks.

Table 1
Number of HFA National Progress Reports submitted by sub-region for the 2009-2011 and 2012-2013 reporting periods

SUB-REGION	2009-2011	2012-2013
South East Asia	9	8
South Asia	7	9
North East Asia	3	3
Pacific	8	16
TOTAL	27	36

Along with an increase in the number of reports received from the Asia-Pacific region in 2013, this HFA reporting cycle also sees an increase in the quality of reports. Many of the reports contain greater analysis and insight compared to previous
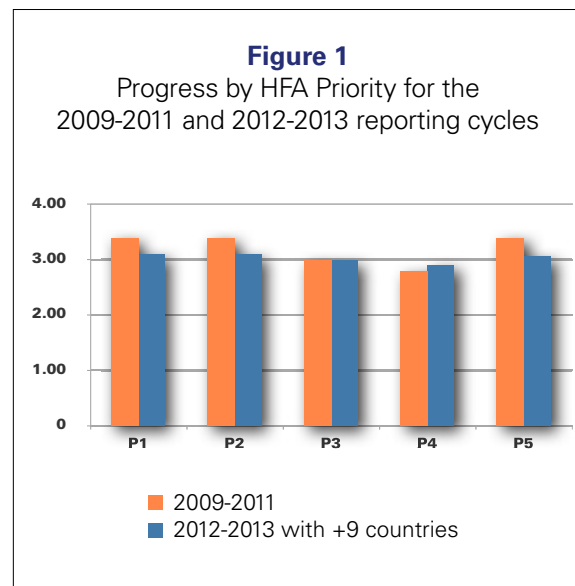
HFA reporting cycles. This suggests a genuine commitment on the part of national governments to identify and analyse the gaps and constraints impeding HFA implementation.

Self-assessment scores in the five HFA Priorities for Action varied, with Priority 1 obtaining the highest average self-assessment score (3.11) and Priority 4 receiving the lowest (2.92). This trend is consistent with the last reporting cycle. Analysis of the reports from the Asia-Pacific region indicates considerable overall progress in HFA implementation. However, the average self-assessment score of the 36 countries reporting for the 2011-2013 period has decreased slightly for Priorities for Action areas 1, 2, 3 and 5 compared to the average scores of the 27 countries that reported in 2011. Slight progress is observed in the average self-assessment score for Priority for Action 4 (Figure 1). This is a positive development, particularly since Priority for Action 4 'Reduce the Underlying Risk Factors' is commonly recognised as the most challenging priority to address.

Figure 1
Progress by HFA Priority for the 2009-2011 and 2012-2013 reporting cycles

- 2009-2011
- 2012-2013 with +9 countries

Some of the decline in Priority for Action areas 1, 2, 3 and 5 can be attributed to new countries participating in the reporting process for the first time. However, when the countries that did not report in the 2009-2011 period are excluded from the comparison, slight regression in average self-assessment scores still occurs for Priorities for Action areas 1, 2 and 5, but not 3. Possible reasons for the regression in 1, 2 and 5 are discussed in Annex 2, with the main conclusions being that this is probably due to a broadening of the range of stakeholders involved in the self-assessment process and an increased use of quality information in the determination of self-assessment scores.

KEY ISSUES AND TRENDS

Following are some of the key issues and trends observed in the Asia-Pacific HFA progress review at the national and sub-regional levels.

Weak translation of policies and legislation into action

Despite an increase in the number of specialised DRR/DRM policies, legislation and institutions, many countries are highlighting that implementation is lagging behind. The strong inter-connectedness of DRR with sectors such as infrastructure, construction, irrigation, agriculture, education and health require strong coordination and integration to achieve the desired DRR outcomes expressed in the HFA. Countries suggest a need for concerted efforts in integrated planning and implementation, supported with specific by-laws and mechanisms for enforcement. Countries also highlight a need for continued and increased political will to support integration of DRR across sectors and the translation of DRR related legislation into action.

Inadequate risk and vulnerability information

There has been progress in the area of comprehensive multi-hazard risk and vulnerability assessments and disaster loss databases. However, there is still significant room for improvement. In particular, greater emphasis is required in standardising methodologies and tools, coordination amongst the agencies collecting risk information, financing the generation of risk information and establishing mechanisms to make information accessible for planning purposes.

Budget allocations for DRR increasing but insufficient

Budgetary allocations for DRM and DRR show some improvement but this increase is limited to a few countries. Some countries still have no dedicated budget allocation for DRR. National reports also indicate a lack of clarity in how much is actually being spent on DRR, as investments are also being made indirectly through sectoral budgets.

Insufficient implementation capacities

Many reporting countries cite capacity as one of the main challenges impeding the implementation of HFA. Low human, technical and financial capacity, frequent staff turnover and insufficient opportunities for training and capacity building at all levels, particularly at the local level, are highlighted as specific issues in this area, with some countries working to address this challenge with the assistance of external partners.

Wider engagement of multiple stakeholders

The multi-stakeholder approach is gaining a strong footing in the Asia-Pacific region. A number of countries have established multi-stakeholder coordination mechanisms, platforms and forums and civil society networks are expanding in scope with greater engagement.

More stakeholder groups now participate in HFA implementation and review processes in the Asia-Pacific region than ever before. Of notable inclusion is the private sector and the specifically vulnerable groups. However, further attention is required on increased and continued engagement of the stakeholder groups.

Weak progress in addressing gender and women's issues

Progress in the area of gender and women's issues remains low and a number of countries accept that this is a gap. The low level of involvement

of women's groups in DRR forums, the limited amount of gender disaggregated data available and inadequate integration of gender concerns in DRR into policy and practice indicate that this cross-cutting issue remains low on the agenda.

Inadequate results in achieving social equity

Social equity in DRR practice remains a concern. Measures that support social equity continue to be applied in an ad hoc manner with limited financial resources and are poorly integrated with other areas of social development. These gaps are reflected in a lack of relief, recovery and reconstruction assistance reaching the poor and marginalised.

Drivers of Progress

In the current review period, notable progress has been made to improve engagement and establish partnerships with civil society, the private sector and specifically vulnerable groups, including people with disabilities and children. Also noted are improvements in countries taking a multi-hazard approach to DRR. While there are a multitude of challenges in generating risk information in terms of tools, methodologies, financing and capacity gaps, countries are placing risk-based planning higher on the agenda.

Similarly, the importance of social protection measures in DRR are strongly recognised and raised. Integration of social protection measures in DRR into existing safety nets and assistance programs however remains a considerable challenge, mainly due to the compartmentalised nature of planning and implementation. Gender and women's issues continue to remain a strong concern, with only marginal improvements observed in the planning and implementation of DRR, response and recovery. Institutionalisation of gender perspectives in DRR is highlighted as an area which demands greater attention.

Future Outlook

The future outlook suggested by countries places strong emphasis on accelerating implementation using existing resources, while striving to close gaps identified in policies and legislation, capacities, information and financing. Proposals in the future outlook directly relate to the observation that while institutions, policies and plans for DRR have advanced, implementation is showing limited progress. Accordingly, it is recommended to:

- Focus on the effective implementation of existing plans such as Strategic National Action Plans, National Plans for Adaptation, national and local disaster management plans;

- Improve institutional capacities for implementation with specific attention on the local level, including the districts and cities;

- Build the capacities of communities in disaster preparedness with community resilience assuming a central role.

- Further enhance education and specialised training on DRR; and

- Make stronger efforts in increasing public awareness.

Countries provided initial suggestions for the Post-2015 Framework for DRR (the successor of HFA or HFA2) as part of the Future Outlook. There is general consent that HFA has contributed to achieve significant advancements in DRR. The main recommendations include:

- The HFA is a valid tool to be further reinforced;

- There is a need to continue and accelerate progress particularly in HFA Priority for Action 4, to move forward on climate and disaster resilient development;

- More attention be given to local level implementation through strengthening the capacity of local government, promoting people-centered and multi-stakeholder approaches and boosting public awareness;

- Further efforts are needed in early warning and disaster monitoring including for epidemics.

Damage and rubble from the Great East Japan earthquake of 2011.

Toshihiro Kato/JRCS

chapter two
INTRODUCTION

Disasters in the Asia-Pacific Region

The Asia-Pacific is the most disaster-prone region in the world. The region is exposed to a variety of hazards including earthquakes, floods, landslides, tsunamis, volcanic eruptions and droughts, with the most frequent hazards caused by hydro-meteorological events. Most losses are caused by the cumulative effect of high-frequency, low-impact disasters, with the poorest members of the community particularly getting affected.

The past two years have been especially challenging for the Asia-Pacific region. The Great Japan Earthquake and the Southeast Asian floods that particularly affected Thailand, "were major contributors to the staggering $294 billion in losses from disasters"[1] suffered by the region's states in 2011. The losses constitute 80% of the global losses of $366 billion. In 2012 and early 2013, there have been devastating floods in the Philippines, Indonesia and China and a tsunami that hit Samoa.

Trends show that disasters are becoming more violent in their scale, magnitude and destructive effects, occurring throughout the year irrespective of the seasonal cycle. Their geographical spread has also widened to encompass previously un-impacted areas. These trends align with climate change predictions, which indicate increased frequency, intensity and distribution of hydro-meteorological hazards.

Climate change is expected to exacerbate hydro-meteorological hazards in the region. The impacts of disasters on growing economies in the region are a concern, as rapid increases in

exposure associated with economic growth are not compensated by matching reductions in vulnerability. According to Maplecroft's 5th annual Climate Change and Environmental Risk Atlas, Dhaka, Bangladesh, Manila, the Philippines, Bangkok, Thailand, Yangon, Myanmar, Jakarta, Indonesia, Ho Chi Minh City, Viet Nam and Kolkata, India, emerged as the most at risk cities in the world, from the changing temperatures and weather systems.[2]

Residents of New Bataan, Philippines jostle for limited food aid.
Jason Gutierrez/IRIN

HFA Monitor 2011-2013

The Hyogo Framework for Action 2005-2015: *Building the Resilience of Nations and Communities to Disasters* was endorsed at the World Conference on Disaster Reduction in Kobe, Hyogo in 2005 and adopted by the Member States of the United Nations General Assembly as the blueprint to guide efforts on disaster risk reduction. Member states and Inter-governmental organizations conduct self–

---

1 "Reducing Vulnerability and Exposure to Disasters", Asia-Pacific Disaster Report, ESCAP-UNISDR, 2012

2 The Climate Change Vulnerability Index (CCVI) developed by Maplecroft identifies risks to populations, supply chains and investments in 197 countries, including exposure to climate related hazards, the sensitivity of populations, development, natural resources, etc.

assessments on their progress in implementation using the HFA Monitor Tool that was launched in May 2008. Two biennial progress review cycles have since been completed in 2009 and 2011[3].

This report presents a synthesis of the review process and outcomes in the Asia-Pacific region for the 2011 to 2013 review period. Accordingly, this synthesis report is based on the reviews conducted and reported in the HFA Monitor Tool by the national governments and the three sub-regional inter-governmental organizations in the Asia-Pacific region - ASEAN (Association of Southeast Asian Nations) SAARC (South-Asian Association for Regional Cooperation) and SPC-SOPAC (Secretariat of the Pacific Community - South Pacific Applied Geoscience Commission).

Similar to the previous reporting cycle, multi-stakeholder engagement and the inclusion of the provincial and local levels in conducting the HFA review process was strongly encouraged. An important new feature of the 2011-2013 progress review is the provision for local governments to contribute to the review process through the Local Government Self-Assessment Tool (LG-SAT). Aligned to the five HFA Priorities for Actions, the LG-SAT aims to capture the progress of local level disaster risk reduction, gaps and challenges which are important inputs for the national assessments.

No changes have been made to the 22 Core Indicators of the National HFA Monitor attributed to respective Five Priorities for Action and 6 Drivers of Progress to ensure consistency with the previous reviews and to enable comparability over time. The Key Questions and Means of Verification have been revised with a few minor changes to enhance their relevance to countries and regions. However, the continuity with the previous review cycle is maintained within these changes.

---

3 National and sub-regional progress review reports, as well as the Global Assessment Report on Disaster Risk Reduction (GAR) 2009 and 2011 from the previous two review cycles are available at the PreventionWeb at http://preventionweb.net/english/hyogo/progress/?pid:223&pil:1

Local Monitoring Through the Local Government Self-Assessment Tool

The Local Government Self-Assessment Tool (LG-SAT) was developed through the Making Cities Resilient Campaign (2010-2015) to provide city and local governments with a tool to review and plan disaster risk reduction (DRR) efforts. The LG-SAT results will present a baseline and status report on city and local governments DRR efforts, which will compliment the national HFA progress review.

The LG-SAT consists of 41 Indicators (or key questions), which align with the 10 Essentials for Disaster Resilience and the 5 HFA Priorities for Actions. After piloting the tool with 25 cities and local governments worldwide, the LG-SAT was launched in March 2012, with a 'Training of Trainers' organized for approximately 80 city and local government representatives from several countries including the Philippines, Cambodia, Lao PDR, Bangladesh and Sri Lanka. In Indonesia, with strong support from the National Board for Disaster Management (BNPB), the tool was translated into the Indonesian language, facilitators were trained and LG-SAT-focused group discussions were held in partnership with five local governments.

At the conclusion of first round of LG-SAT submissions in March 2013, more than 50 city and local governments had submitted LG-SAT reports on-line, while another 20 indicate that their reporting on LG-SAT is in progress. BNBP plans for all 33 Indonesian provinces to undertake the LG-SAT process in 2013, with each province supporting at least one of their districts or cities in undertaking the LG-SAT.

LG-SAT results will be used to analyze DRR at local level later in 2013. These results will feed into the comprehensive review of HFA progress over the three cycles of HFA review. The outcome of this exercise will be instrumental in developing a baseline for DRR and informing the development of new goals and targets for a new global framework for DRR post-2015.

As the consultations on the Post-2015 framework for disaster risk reduction (HFA2) commenced in March 2012, this cycle also includes in the Future Outlook the most important issues that countries recommend to be addressed in HFA2.

Methodology and Structure of the Report

The report is intended for the following principal audiences: national governments of Asia-Pacific region, multiple stakeholder groups, sub-regional and regional organizations, interested UN and donor agencies, international organizations, individual experts and all those with a stake in DRR.

The analysis in this report is based on the national reports that were submitted by 31 March 2013[4]. The report reviews progress of HFA implementation in the current review cycle, also compared with the last review cycle where relevant, and draws out the trends of progress and challenges. It also contains a comparative analysis of sub-regional focus and progress, and an account of the progress against the Declarations of the 4th and 5th Asia Ministerial Conferences on DRR.

Thirty-six (36)[5] countries from the Asia-Pacific region submitted HFA Progress Reports. This is compared to 27 countries in 2011. The percentage of submissions by sub-region is reflected in Figure 2.
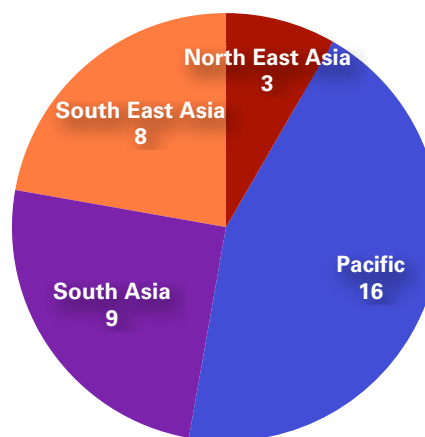
The structure of the report is as follows:

Chapter 1 is an executive summary capturing the progress and key trends in the implementation of

Figure 2
Number of countries per sub-region that have submitted HFA Interim Progress Reports by March 31,2013

HFA in the Asia-Pacific region. Chapter 2 contains the disaster context in the Asia-Pacific region and an introduction to the HFA and the monitoring and review process. Chapter 3 is the analysis on the progress achieved at the national level, while Chapter 4 details progress achieved at the sub-regional levels based on the reports provided by ASEAN, SAARC and SPC-SOPAC. Chapter 5 presents a summary of views expressed in terms of the Drivers of Progress, and Chapter 6 presents the Future Outlook and the recommendations based on the synthesised analysis.

---

4   Some of the reports are marked as 'interim', to be finalised by 30 April 2013 in the HFA Monitor. The synthesis will be revised once the final reports are available.

5   Afghanistan, Bangladesh, Bhutan, India, Islamic Republic of Iran, Maldives, Nepal, Pakistan, Sri Lanka, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Timor-Leste, Viet Nam, Australia, Cook Islands, Fiji, Kiribati, Marshall Islands, Federated States of Micronesia, New Zealand, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu, China, Japan and Republic of Korea.

Mount Merapi volcano in Indonesia, 2011
Natalie Bailey/IRIN

Deforestation continues to
be a problem throughout
Southeast Asia.

David Longstreath/IRIN

chapter three
PROGRESS AT THE NATIONAL LEVEL

OVERVIEW OF THE STRATEGIC GOALS

The Hyogo Framework for Action 2005-2015 has three Strategic Goals to guide disaster risk reduction and recovery activities at all levels. This section summarizes countries' statements, reflecting their current focus and challenges under each of the strategic areas.

Strategic Goal Area 1
The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

A majority of countries stated that they have made substantial progress in increasing recognition for the need for DRR to be mainstreamed into longer-term planning across sectors; putting institutional and legislative arrangements in place; and in integrating DRR into sector policies and strategic documents. At the same time, many countries also stated that translating strategies and policies into implementation, particularly at the local level, is a major challenge. Countries highlighted that the existence of dedicated institutions and supportive legislation and policies for DRR does not guarantee DRR integrated plans and implementation outcomes within the desired timeframe and emphasized the need for more concerted efforts focusing on vertical (between and national and local levels) and lateral (across the development sectors) integration.

Strategic Goal Area 2
The development and strengthening of institutions, mechanisms and capacities at all levels, in particular, at the community level, that can systematically contribute to building resilience to hazards

Countries reported that efforts have been made to build local level capacity through the completion of risk assessments; enhanced use of CBDRM; facilitating economic compensation to disaster-affected populations; and addressing disaster losses through financing and insurance schemes. The most common challenge identified by countries is the lack of capacity in local governments, specifically in relation to their lack of authority and a lack of resources to implement risk reduction initiatives.

Flooding in Australia, 2011. Martin Howard/UNISDR

Strategic Goal Area 3
The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programs in the reconstruction of affected communities

All of the reporting countries recorded that they have national policies and/or programs in place for disaster preparedness and response. The main challenge noted by many countries however is in incorporating risk reduction approaches into emergency preparedness, response and into recovery and reconstruction. This challenge is attributed to coordination deficiencies, a lack of comprehensive data (disaster risks and losses, as well as costs and benefits of DRR integration) at all levels, scattered responsibilities among various institutions and the lack of clear concepts to integrate DRR approaches into program design and implementation.

PROGRESS AGAINST THE HFA PRIORITIES FOR ACTIONS

PRIORITY FOR ACTION 1

Ensure that DRR is a national and local priority with a strong institutional basis for implementation
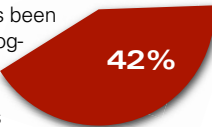
OVERALL **AVERAGE** SCORE **3.11**

The average self-assessment score for Priority 1 for the 2011-2013 reporting period is 3.11. While this score is lower than it was in the 2011 review (3.4) this is the highest score given out of the five Priorities for Action in this reporting cycle. Forty-two per cent (42%) of reporting countries rated the status of their progress for this priority between 3.0-3.9. No countries scored themselves a 5 (comprehensive achievement). The lowest rankings for this Priority of Action were given by Least Developed Countries (LCDs) and Small Island Developing States (SIDS).

AVERAGE SCORES

INDICATORS

1.1 National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels

3.4

1.2 Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

2.9

1.3 Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

3.2

1.4 A national multi sectoral platform for disaster risk reduction is functioning

3.0

COUNTRIES BY AVERAGE SCORE

4-5
Australia, Bangladesh, China, Japan, Pakistan, Philippines, Republic of Korea

Comprehensive achievement has been attained, with the commitment and capacities to sustain efforts at all levels
19%

3-3.9
Afghanistan, Cook Islands, Fiji, India, Indonesia, Iran, Malaysia, Nepal, New Zealand, Samoa, Sri Lanka, Timor-Leste, Tuvalu, Vanuatu, Viet Nam

Substantial achievement has been attained, but with some recognised deficiencies in commitment, financial resources or operational capacities
42%

2-2.9
Bhutan, Cambodia, Lao PDR, Maldives, Marshall Islands, Federated States of Micronesia, Myanmar, Niue, Palau, Papua New Guinea, Solomon Islands, Tonga

There is some commitment and capacities to achieving DRR but progress is not substantial.
33%

1-1.9
Kiribati, Nauru

Achievements have been made but are relatively small or incomplete, and while improvements are planned, the commitment and capacities are limited.
6%

The review of national reports shows that countries are increasingly valuing the importance of institutional and legislative arrangements to achieve DRR objectives. Progress is observed in the amount of legislative arrangements and bodies that have been established to directly address DRR and/or CCA (climate change adaptation). For example, 83% of reporting countries confirmed that they have or are developing CCA strategies and action plans and thirty-two (32) countries (89%) reported that they have established new DRR/DRM/CCA bodies specifically to deal with climate and disaster risks.

There are a growing number of countries where DRR has become an integral part of their key strategic documents. Examples include the National Sustainable Development Strategies (Lao PDR), Strategic National Action Plans (Afghanistan), UN Development Assistance Frameworks (Pakistan, Timor-Leste). Decentralization is also gaining momentum, with various degrees of success, with more local governments taking responsibility for planning and implementation (Nepal, Indonesia, Pakistan). However, despite the general recognition of the value of integrated planning and action for DRR and the existence of appropriate institutions and legislation on CCA and development, most countries admit that implementing integrated approaches, especially at the local level is a challenge.

Gaps in knowledge regarding risk reduction concepts and related action for implementation

Afghanistan

A Disaster Management Law has been passed from both Houses of Parliament and promulgated by the President of Islamic Republic of Afghanistan and is officially enforced. ANDMA has developed strategic documents with the assistance of partners, which include the Strategic National Action Plan (SNAP), the National Mitigation Policy, a five year Disaster Management Plan, sectoral disaster management plans, provincial disaster management plans, annual and emergency plans and SOPs for the effective and timely response during emergencies.

remain a key challenge. Emergency response, post-disaster rehabilitation and reconstruction continue to be priorities for institutions and in disaster management plans rather than longer term risk reduction. There is a multitude of reasons cited for this, which vary from a lack of knowledge and capacity, a lack of financial and human resources and inadequate 'political will', reflecting the low priority that is given to DRR in some countries.

Allocation for DRR in the national budgets is one indicator of a country's commitment to disaster risk reduction. Twenty-one (21) countries report allocations for DRR in their national budgets. However, there is little detailed information provided on the nature and extent of such allocations. A few countries stated that no such allocations exist in their national budget, while others indicated budget information is not available as per the country's policies.

Most often, budget allocations for DRR are scattered and extremely difficult to calculate. To a certain extent, the reason behind this is the lack of effective and systematic statistical data to monitor the investment in DRR (Viet Nam) or the allocated DRR budget is spread among different programs and projects, like in Nepal, which according to the report 'makes it insignificant.' The allocated budgets often hardly cover even staff and travel costs (Federated States of Micronesia), with hardly any funding available for actual DRR activities.

Pakistan

The Government had allocated PKR 93 million during financial year 2011-2012 in the annual budget of NDMA while the amount has been doubled (PKR 180 million) for financial year 2012-2013. Such enhancement in the national budget is exceptional as usually only 10% increase is allowed over the previous year's allocation. This is indicative of the commitment of the Government to strengthen the DRM institutions.

During the 2011-2013 reporting period, India and Bangladesh established National Platforms for DRR. These add to the list of existing functioning multi-stakeholder mechanisms for DRR already in place in the Asia-Pacific region.[6] A few other countries in the Asia-Pacific region have established similar mechanisms during the reporting period. These include:

- The Marshall Islands, who have established the National Disaster Committee and National Climate Change Committee which serves as a National Platform for DRR/DRM and climate issues;

- Palau, who have established the National Emergency Committee which provides a national multi-sectoral mechanism for DRM;

China

Since 2011, the Government of China has continuously advanced disaster reduction and relief system and legal system building. The country has gradually improved the disaster prevention and reduction law and regulation system, revised and improved relevant emergency response contingency plans, policy measures and systems, and formulated and promulgated a series of normative documents for ensuring rules to be followed for disaster reduction and relief.

The State Council issued and implemented the Comprehensive Disaster Prevention and Reduction Plan (2011-2015), the Overall Plan on National Small and Medium-sized River Control, Risk-Removal Reinforcement of Dangerous Reservoirs, Mountain Torrent Disaster Prevention and Comprehensive Treatment, the National Drought Control Plan, the National Medium- and Long-term Plan on Animal Epidemic Disease Prevention and Treatment (2012-2020) and other specific plans.

6   Countries with formally announced National Platforms for DRR in Asia-Pacific include: Afghanistan, Bangladesh, Cook Islands, India, Indonesia, Iran, Japan, Kazakhstan, Kyrgyzstan, Philippines, Sri Lanka, Samoa and Tajikistan.

Myanmar

The Disaster Management Bill was drafted and submitted to the Parliament. The Government is now preparing the National Sustainable Development Strategy which provides an opportunity for mainstreaming DRR. A "National Plan (2013-2015)" is currently being developed through a bottom-up approach. Different ministries and stakeholders are taking this opportunity to integrate disaster risk reduction in the planning process of their Sectoral Development Plans.

- Maldives, where a multi-sectoral working group has been formed to serve as an DRR information forum;

- Myanmar, where in April 2012, the Government restructured the former National Disaster Preparedness Central Committee (NDPCC) to create the Myanmar Disaster Preparedness Agency (MDPA), which is currently composed of 14 relevant ministries;

- Fiji, where the National Disaster Management Council functions as the National Platform for DRR;

- Tuvalu, where the National Climate Change Advisory Committee serves as an inter-ministerial and sectoral committee, with the participation of civil society and NGOs; and

- Vanuatu which has established a Task Force for DRR and Disaster Management.

The multi-stakeholder approach has gained momentum. 77% of countries reported that they held forums with representatives from Civil Society Organizations, national planning and finance agencies and key economic development sectors. A gap, however, has been noted with the poor representation of women's organizations and low levels of participation of the private sector and academia in such forums.

PRIORITY FOR ACTION 1
SELECTED INITIATIVES

Bangladesh
The Sixth Five Year Plan makes specific recommendations for disaster risks to be considered in sectoral plans and investments.

Cook Islands
Climate change and disaster risk management are firmly embedded in the Cook Islands' Sustainable Development Plan for 2011-2015. One of the eight 'priority areas' is dedicated to 'resilience'.

Iran
5% of the annual public budget has been allocated by the Government for Disaster Management. Of this, 2% has been allocated for risk reduction and prevention projects.

Lao PDR
Disaster risk reduction has been integrated into the current 7th National Social Economic Development Plan for 2011-2015 to ensure every step of the development and investment process is protected against disasters and not prevent the creation of new vulnerabilities and hazards. The Government has also approved the establishment of a Disaster Prevention Fund, for which a Decree is underway.

Philippines
The Disaster Risk Reduction and Management law provides an allocation of no less than 5% for DRRM in all Local Government Units.

Pakistan
10 million USD has been allocated as a stand alone DRR investment to be used for DRR institutions, risk assessments and early warning systems.

Samoa
Samoa's National Platform for DRM comprises of 51 members, representing a broad cross-section of government ministries and agencies, private sector, development partners, academia and civil society organizations.

Viet Nam
The National Committee on Climate Change (NCCC) was established in early 2012 to assist the Government in devising immediate and long-term action plans, programs and strategies to cope with climate change and enhancing inter-sectoral coordination and planning.

PRIORITY FOR ACTION 2

Identify, assess and monitor disaster risks and enhance early warning
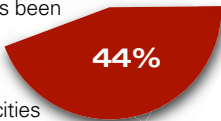
OVERALL AVERAGE SCORE 3.10

The average self-assessment score for Priority 2 in the 2011-13 reporting period is 3.1, which shows a drop from the 3.4 from the last cycle. Out of all the countries that reported, 44% rated themselves at the same level as in the previous reporting cycle. Kiribati reported the lowest self-assessment score for this Priority for Action (1.75).

INDICATORS

AVERAGE SCORES

2.1   National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors

3.02

2.2   Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

2.94

2.3   Early warning systems are in place for all major hazards, with outreach to communities

3.32

2.4   National and local risk assessments take account of regional/trans-boundary risks, with a view to regional cooperation on risk reduction

3.12

COUNTRIES BY AVERAGE SCORE

4-5   Australia, China, Japan, Malaysia, New Zealand, Republic of Korea

<u>Comprehensive</u> achievement has been attained, with the commitment and capacities to sustain efforts at all levels   **17%**

3-3.9   Afghanistan, Bangladesh, Cambodia, Cook Islands, India, Indonesia, Lao PDR, Niue, Pakistan, Palau, Philippines, Samoa, Sri Lanka, Timor-Leste, Vanuatu, Viet Nam

<u>Substantial</u> achievement has been attained, but with some recognised deficiencies in commitment, financial resources or operational capacities   **44%**

2-2.9   Bhutan, Fiji, Iran, Maldives, Marshall Islands, Federated States of Micronesia, Myanmar, Nauru, Nepal, Papua New Guinea, Solomon Islands, Tonga, Tuvalu

There is some commitment and capacities to achieving DRR but progress is <u>not substantial</u>.   **36%**

1-1.9   Kiribati

Achievements have been made but are <u>relatively small</u> or incomplete, and while improvements are planned, the commitment and capacities are limited.   **3%**

Risk Assessment

Analysis of country reports demonstrates progress for this Priority for Action, particularly in multi-hazard risk assessments and in the installation of early warning systems for a number of major hazards. 58% of countries stated that multi-hazard risk assessments have been implemented, while a few countries' assessments are limited to selected hazards and geographical areas. 58% of the countries also reported the establishment of disaster loss databases, with available and regularly updated loss databases reported by Australia, China, Japan, Sri Lanka, Viet Nam, Cook Islands, India and Pakistan (with a special focus on hydro-meteorological hazards).

Eight countries (Indonesia, Malaysia, Australia, New Zealand, Samoa, China, Republic of Korea and Japan) reported that they have conducted comprehensive risk assessments throughout the country, including in provinces and remote areas. Some countries (Viet Nam, Lao PDR, Timor-Leste) reported a considerable achievement in risk assessment covering the most disaster-prone areas. Almost all the countries mentioned the continuation of school and hospital risk assessments, with an impressive coverage in Japan (98.8% of schools), Australia (100% schools and hospitals) and Iran (45,000 safe classrooms).

Research methods and assessment tools have been developed and/or acquired by an increased number of countries (58%), most often under specific programs and projects. Yet it is noted in many cases that standardized research methodology for multi-hazard risk assessments and cost-benefit analysis requires additional internal efforts and external assistance.

Several seismic and tsunami monitoring systems have also been put in place since the last reporting period, as reported by Malaysia, New Zealand and the Marshall Islands. Samoa in particular reported on the availability of specific systems to measure weather and seismological activity, ground and surface water quality, public health and invasive species.

Samoa

A qualitative multi-hazard risk assessment was carried out based on the Australian New Zealand Risk Management Standard 4360, whereby a Maximum Credible Event (MCE) was assessed for each hazard. Hazard risks were categorized as 'extreme', 'high', 'medium', or 'low' – taking into consideration a combination of the likelihood of occurrence and the potential magnitude of the consequences.

Early Warning

Installation and effective use of early warning systems (EWS) is reported by 75% of the reporting countries, as compared to 54% in the last review in 2011. Taking into account the Asia-Pacific region's specific hazards, most of the newly installed EWS are for tsunamis and weather hazards. A number of Pacific Island countries indicated that their EWS systems have been tested successfully and have already saved lives. Some of the new developments during the reporting period include the following:

- Effective EWS have been reported by Philippines, Sri Lanka, Australia, Fiji, Republic of Korea, China, Nauru, New Zealand, Palau, Niue, Solomon Islands, Tonga and Vanuatu;

- Establishment of early warning systems (EWS) for all key hazards such as flood, tsunami, extreme weather conditions, extreme waves, volcanic eruption and forest fires in Indonesia;

- A well-connected early warning system from central to local levels in Viet Nam;

- Generation of early warning information and effective weather forecasts for rainfall, storms and typhoons and water levels along the main rivers and tributaries in Lao PDR and Cambodia;

- Upgrading EWS after recent tsunamis in the Cook Islands and Japan;

- Establishment of a Tsunami Early Warning Center in collaboration with the Intergovernmental Oceanographic Commission (IOC) in Bangladesh;

In some countries, EWS are in place but require improvements. Specific areas where more work is needed include:

- Myanmar, to reach remote communities;

- The Maldives to enhance staff capacity and finances;

- Federated States of Micronesia (FSM) and Samoa to strengthen EWS capacity; and

- Nepal and Pakistan to create more integrated multi-hazard EWS.

EWS are noted either to be non-existent or non-functioning in Timor-Leste, Afghanistan, Kiribati and the Marshall Islands.

Analysis of the country reports shows that most EWS are for tsunami and hydro-meteorological disasters and operate at the national and provincial levels. Early warning systems directed for small-scale high-frequent disasters still receive relatively less attention even though they inflict considerable harm on local communities.

Australia

The Australian government continue to develop and introduce a range of technological solutions to early warning through a multi-modal approach. The development, adoption and implementation of emergency warning systems are primarily the responsibility of State governments and their agencies. The Federal Government actively assists the States in instances where a national focus for emergency communications and warnings is warranted. For example, the Federal Government provided AUD $26.3 million in funding to establish the national telephone-based emergency warning capability, 'Emergency Alert'.

Bangladesh

A Tsunami Early Warning Centre has been established in Bangladesh in collaboration with the Intergovernmental Oceanographic Commission, and a Tsunami Early Warning System is being designed in the country. In addition to the existing one, three new seismic observatories have been established at Dhaka, Sylhet and Rangpur. Drought warning message dissemination is carried out by the Department of Agricultural Extension. Early Warning Dissemination through Cell Broadcasting System has been piloted in cyclone prone Cox's Bazar and flood prone Sirajgonj. Plans are underway to expand the system to 14 coastal districts by the Ministry of Disaster Management and Relief with support from the Bangladesh Meteorological Department, the Flood Forecasting Warning Centre and mobile phone operators (Teletalk and Grameen Phone).

Country reports indicate that regional and cross-border cooperation is expanding to include political, strategic and operational aspects of DRR/DRM/CCA on the basis of existing and newly signed bi-lateral and regional cooperation agreements. Examples include the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015 and ASEAN Agreement on Disaster Management and Emergency Response (AADMER).

Disaster Risk Information Challenges

Data on hazards, risk and vulnerability are essential for effective planning for disaster risk reduction. Many countries note that generating, sharing, managing and using data remains a complex task. Countries including Indonesia, Afghanistan, Myanmar, The Maldives and Cambodia identify that while disaster-related data is being gathered, it is often done by different agencies or departments using different formats, making data sharing and utilization difficult.

Nepal, Bhutan, Federated States of Micronesia, Kiribati, Niue, Palau and Papua New Guinea confirm the lack of any organized disaster loss database system in their countries. However, the awareness of the need for such databases is clearly evident. Almost all countries in the region emphasize the need for external assistance, both financial and technical assistance in this regard.

Despite an increase in the number of countries with multi-hazard risk assessments and disaster loss databases, effective use of these tools remains an issue. A number of countries report sporadic efforts supported by international organizations and NGOs to develop this information, but that they often only cover selected parts of a country (Bangladesh).

In Viet Nam, it was reported that while data is available, it is still very much focused on assessing damage and less on humanitarian needs and that it is not always systematically disaggregated by gender or by vulnerable groups, such as people with disabilities, children and ethnic minorities.

Lao PDR

Under the Laos-Australia NGO Cooperation Agreement LANGOCA, the Tools for District Risk Assessment and Establishment of Disaster Information System have improved information management to increase the effectiveness of both district and provincial administrations in disaster risk reduction planning as well as facilitating community responsive planning. A Disaster Loss Data Base has recently established - a link between national, provincial and district Disaster Management Offices. The tool is now available in the Lao language and the data collection format was modified and adapted to the Lao PDR context. Up to 2012, the Provincial Disaster Management Committee (PDMC) in all provinces nationwide were trained in the use of the newly installed Database.

75% of reporting countries have early warning systems (EWS).
Amir Jina/UNISDR

PRIORITY FOR ACTION 2
SELECTED INITIATIVES

Australia
100% of schools and hospitals have been assessed for multi-hazard risks.

Cook Islands
The Cook Islands have strengthened their early warning system for tsunamis with the installation of a network of electric sirens on Rarotonga Island and a combination of electric and hand-held sirens on some of the outer islands.

Niue
The Pacific Wave Tsunami Drill, held in April 2012, had wide participation and was noted as a success by many stakeholders

Palau
Palau has a fairly well developed early warning system in place for typhoons and tsunamis.

Indonesia
Several systems exist for risk assessment and risk analysis, which includes the Indonesian Disaster Data and Information. Hazard and vulnerability databases have also been developed by the National Agency for Disaster Management (BNPB) as well as by line ministries tasked with managing specific hazards. However the need for unified formats and standards for risk assessments and database management that will be acceptable for all parties involved is noted as an issue that needs to be addressed.

PRIORITY FOR ACTION 3

*Use knowledge, innovation and education to build
a culture of safety and resilience at all levels*
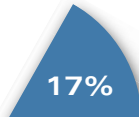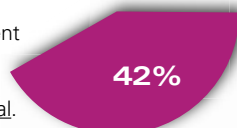
OVERALL AVERAGE SCORE **2.99**

The average score for Priority for Action 3 is 2.99, as compared to 3.0 in 2011, with self-assessment scores ranging from 4.5 (Republic of Korea) to 1.5 (Kiribati and Marshall Islands). 42% of the countries that reported rated themselves between 2.0-2.9 indicating "some progress."

INDICATORS

AVERAGE SCORES

3.1 Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc.). — **3.11**

3.2 School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices. — **3.16**

3.3 Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened — **2.50**

3.4 Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities — **3.16**

COUNTRIES BY AVERAGE SCORE

4-5 — Australia, China, Japan, Malaysia, New Zealand, Republic of Korea

Comprehensive achievement has been attained, with the commitment and capacities to sustain efforts at all levels — **17%**

3-3.9 — Afghanistan, Bangladesh, Cook Islands, India, Indonesia, Iran, Lao PDR, Philippines, Samoa, Sri Lanka, Tonga, Tuvalu

Substantial achievement has been attained, but with some recognised deficiencies in commitment, financial resources or operational capacities — **33%**

2-2.9 — Bhutan, Cambodia, Fiji, Maldives, Federated States of Micronesia, Myanmar, Nepal, Niue, Pakistan, Palau, Papua New Guinea, Solomon Islands, Timor-Leste, Vanuatu, Viet Nam

There is some commitment and capacities to achieving DRR but progress is not substantial. — **42%**

1-1.9 — Kiribati, Marshall Islands Nauru

Achievements have been made but are relatively small or incomplete, and while improvements are planned, the commitment and capacities are limited. — **8%**

Although self-assessment scores indicate only some progress in this Priority of Action area, more detailed analysis of country reports shows notable improvement in this area compared to the previous reporting period. This has particularly taken place in information generation and dissemination and in access to information at different levels and by a range of stakeholders. Also, dissemination mechanisms appear to have improved through functional networks and forums, media, internet and other communication means.

Public awareness efforts are also on the rise in most countries of the Asia-Pacific region, with 61% of countries reporting that they organize regular public education campaigns. In the absence of formal country-wide public awareness strategies, some countries reported awareness-raising activities that take place under projects, events and campaigns, through a range of communication means.

DRR Integration in Education

Integration of DRR into education curricula (school, university and professional courses) has been reported by 74% of countries in the Asia-Pacific region in the current review period. Integration of DRR into school curricula has significantly advanced at different levels of education, with 61% countries reporting on DRR integration into primary curricula and 53% into secondary school curricula. 56% of countries report on success in incorporating DRR into university curricula and 47% in professional training courses.

Considerable progress has been observed in this area in a number of Asia-Pacific countries, namely China, Republic of Korea, Japan, Iran and India, all of whom indicated positive developments in all three education levels. However, DRR is not formally integrated with any school curricula in Viet Nam, Malaysia, Cambodia, Papua New Guinea (PNG), Solomon Islands, Federated States of Micronesia, Niue or Afghanistan. Pakistan reports DRR integration in special adult courses only, while Timor-Leste mentions sporadic efforts.

Philippines

Integration of DRR in school curricula is enhanced to align with the new educational system, K-12. Climate change, natural hazards, fire and other DRR concepts have been integrated in science and social studies in primary and secondary level school curricula, and the lesson exemplars produced by different partners are used in reference materials. At the college level, DRRM has been integrated in the National Service Training Program (NSTP) and specific modules subject

---

Myanmar

A number of specific actions by the Government of Myanmar aim to enhance knowledge on disaster risk reduction. For instance, the Ministry of Education has revised the school curricula and education materials of the primary and lower secondary levels. The revised upper secondary school subjects include an 'Earthquake' lesson in Grade 10 and 'Earth Surface Process' in Grade 11. Complementary reading material that contains information on 8 disasters is available as a self-study booklet for Grades 5, 6 and 7. Reading cards, namely, 'Earthquake', 'Storms' and 'Tsunami' and a storybook 'Be Prepared' are available for both non-formal and formal education.

Examples of progress at the school level are provided below:

- Incorporation of DRR into school curriculum has been piloted in 100 schools in Indonesia, throughout the country, following the completion of modules;

- In Lao PDR, DRR is incorporated into primary school curricula nationwide under the "World Around Us" subject;

- In Myanmar, DRR knowledge and concepts are included in the school curricula and education materials have recently been revised by the Ministry of Education;

- In Nepal, concepts of disaster management have been incorporated into different subject matters at the primary, secondary and high school levels;

- Sri Lanka has integrated DRR into secondary school curricula;

- In Maldives, the primary and secondary school curricula contain messages on hazards, disaster risk and disaster preparedness in Environmental Sciences in the local Dhivehi language;

- A comprehensive package for teachers and schoolchildren has been developed in New Zealand, which enables emergency related learning across the primary school curriculum; and

- DRR integration into school curricula is stated by a number of Pacific Island countries (56%); for most this is a new development (Kiribati, Vanuatu, Marshall Islands, Palau, Samoa, Tuvalu).

Along with the achievements, several countries elaborated on the constraints preventing them from the full integration and mainstreaming of DRR in education. One of the critical challenges in this respect, despite the increased awareness at all levels, is the lack of coordination among relevant agencies from the national to local levels, as stated by Indonesia and Lao PDR.

In the absence of the appropriate legislation, mechanisms and adequate funding for mainstreaming, efforts have been undertaken by several countries to introduce DRR through non-formal education (Bhutan, Cook Islands, Nauru and Tonga). Such efforts usually are made on a project basis, depending on the availability of external funding.

United Nations Special Representative of the Secretary-General for Disaster Risk Reduction Margareta Wahlström meets with a group of children in Indonesia during the 5th Asian Ministerial Conference on DRR.   UNISDR, 2011

SELECTED INITIATIVES

Lao PDR
The Ministry of Education and Sports and National Disaster Management Office has taken action to incorporate DRR in lower secondary school curriculum. A DRR module has been integrated into Natural Sciences and Social Studies of Grade 7 curriculum.

Maldives
In 2012, the National Disaster Management Centre and the Maldivian Red Crescent Society signed a memorandum of understanding to initiate scaling-up general public awareness campaigns on DRR in an effort to promote public preparedness to disasters.

Republic of Korea
In 2012, a disaster broadcasting channel has been launched that airs information on disaster forecasting, disaster damage prevention, and emergency actions.

Tuvalu
Progress is being made in the inclusion of DRR in school curriculum, particularly at the senior secondary level in geography and the social sciences.

PRIORITY FOR ACTION 4

Reduce the underlying risk factors

OVERALL AVERAGE SCORE **2.92**

The average self-assessment score for Priority for Action 4 is 2.92. This is marginally higher than it was in previous reporting cycle in 2011 (2.8). There is quite a range of self-assessment scores for this Priority for Action. For example, the Solomon Islands scored themselves an average of 1.83 while the Republic of Korea score themselves 4.5. Five countries (14%) report substantial achievements, assessing themselves a 4 or above under this priority (Australia, China, Japan, New Zealand and Republic of Korea).

INDICATORS

AVERAGE SCORES

4.1 DRR is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change — **3.22**

4.2 Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk — **2.89**

4.3 Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities — **2.89**

4.4 Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes — **2.89**

4.5 Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes — **2.83**

4.6 Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure — **2.77**

COUNTRIES BY AVERAGE SCORE

4-5 Australia, China, Japan, New Zealand, Republic of Korea

Comprehensive achievement has been attained, with the commitment and capacities to sustain efforts at all levels — **14%**

3-3.9 Afghanistan, Bangladesh, Cambodia, Cook Islands, India, Indonesia, Iran, Lao PDR, Malaysia, Maldives, Pakistan, Philippines, Sri Lanka

Substantial achievement has been attained, but with some recognised deficiencies in commitment, financial resources or operational capacities — **36%**

2-2.9 Bhutan, Fiji, Kiribati, Marshall Islands, Federated States of Micronesia, Myanmar, Nepal, Niue, Palau, Papua New Guinea, Samoa, Tonga, Tuvalu, Vanuatu, Viet Nam

There is some commitment and capacities to achieving DRR but progress is not substantial. — **42%**

1-1.9 Nauru, Solomon Islands, Timor-Leste

Achievements have been made but are relatively small or incomplete, and while improvements are planned, the commitment and capacities are limited. — **8%**

Measures undertaken by governments to reduce underlying risk factors include mainstreaming of DRR and CCA into economic and social sectors through appropriate policies and legislation, funding mechanisms and accountability procedures.

Most of the progress in this Priortiy for Action has been achieved through the development and adoption of protected areas legislation (stated by 83% of reporting countries), addressing DRR in climate change adaptation programs and projects (97%), availability and application of Environmental Impact Assessment (94%) as well as incorporation of DRR into national and sectoral public investment systems (50%) and the availability of procedures for DRR incorporation into major development and infrastructural projects.

There are varying mechanisms deployed for DRR integration which include the Environmental Impact Assessment (EIA) as in the Cook Islands, and by specific sectors, such as tourism, fisheries and agriculture, as in the Maldives. An increase in the awareness and engagement of the private sector in DRR activities is also observed, with 67% of the countries reporting.

Private-public partnerships and protection of economic gains is one mechanism reported by the Republic of Korea and Japan as being used to address underlying risk factors. For example, the Development Bank of Japan has launched a new lending mechanism for disaster counter-measures as an incentive for corporate disaster reduction activities, while the Republic of Korea has applied legislative measures for businesses to develop continuity plans to ensure that companies are minimising their vulnerability to disasters.

Other methods for reducing underlying risk factors include the development of instruments to ensure that disaster resilience is incorporated into major development and/or infrastructural projects. Examples of these in the Asia-Pacific region include:

- Analytical instruments for the assessment of disaster impacts of major development projects have been initiated in Indonesia;

Challenges in addressing underlying risk factors

The weakest areas of progress in the reports from the Asia-Pacific are the following: incorporation of DRR into planning and management of human settlements; social development policies and plans; and post-recovery and rehabilitation processes.

Several countries, namely, Bhutan, Nepal, Pakistan, Myanmar, Afghanistan, Bangladesh and Sri Lanka report poor progress in this area over the past two years. The main reasons for this include: (1) little or no consideration of DRR/DRM in national and sectoral public investment in most development sectors and the non-recognition of DRR as a cross-cutting issue within different sectoral investments, (2) absence of land-use policies and zoning systems, resulting in inappropriate and unsafe developments; (3) insufficient institutional capacity in economic and productive sectors; (4) disregard for cost-benefit analysis in national and sectoral policies; (5) absence of risk financing and risk transfer mechanisms.

- Measures for institutional restructuring and enforcement of relevant legal procedures in Lao PDR;

- A system of Disaster Resilient Audit on self-certification basis to be applied to all centrally sponsored initiatives from the project's planning stage in India. Accordingly, DRR is now integrated in all new projects under the close monitoring of the Ministry of Finance;

- A National Working Group on DRR mainstreaming has been established in Pakistan to conduct impact assessments on mega-projects, such as the construction of dams, highways and irrigation facilities at an early stage of project development; and

- Efforts to integrate Disaster Impact Assessment procedures into all development projects (Sri Lanka). Similar initiatives are reported by China, Federated States of Micronesia and Tonga.

PRIORITY FOR ACTION 4
SELECTED INITIATIVES

Australia
The National Strategy for Disaster Resilience recognizes that businesses can and do play a fundamental role in supporting a community's resilience to disasters. They provide resources, expertise and many essential services on which the community depends.

Bangladesh
A Family Insurance Scheme for disaster affected people of Sundarban Program has been introduced to protect the forest from further deterioration.

Cambodia
There are efforts from all sectors to initiate and achieve the goals of multi-sector integration, including socio-economic development, humanitarian aid and gender issues to reduce disaster risk reduction and vulnerabilities, particularly of those at high risk.

China
Disaster risk reduction is incorporated into all national and sectoral public investment systems.

Lao PDR
The 2012 revision of the Law on Urban Planning (1999) is observed as a sign of commitment to incorporate DRR elements into human settlements planning and management at an institutional level. The revised Law includes a number of key disaster management principles, such as preparedness and mitigation strategies in urban planning.

Pakistan
The National Climate Change Policy was approved by the National Cabinet in 2012. The policy provides a framework for addressing the issues that Pakistan faces or will face in the future due to the changing climate.

Tuvalu
Disaster risk reduction is embodied in the Te Kaniva, Tuvalu's Climate Change Policy 2012. The manner in which the policy will achieve its outcomes is found in the National Strategic Action Plan for Climate Change and Disaster Risk Management 2012-2016.

Philippines
DRR and CCA are being mainstreamed into national and sub-national development plans. New investments in the economic and productive sectors are also being better positioned against exposure to disaster and climate risks. A number of government departments, such as the Land Use Department, have established DRRM offices in their respective organizations.

Samoa
Most important economic sectors for the country - agriculture, forestry, fisheries and tourism, take into account various risks and attempt to mitigate them though actions identified in the respective sectoral plans.

PRIORITY FOR ACTION 5

Strengthen disaster preparedness for effective response at all levels

OVERALL AVERAGE SCORE **3.06**

The average of self-assessments scores for Priority for Action 5 is 3.06. This is a slight drop from the previous cycle (3.4). Scores for this Priority for Action range 1.25 (Nauru) and 4.5 (Republic of Korea). 41% of the countries that reported assessed themselves between 3.0 and 3.9.

INDICATORS

AVERAGE SCORES

5.1 Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

3.27

5.2 Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

3.02

5.3 Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

2.86

5.4 Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews.

3.11

COUNTRIES BY AVERAGE SCORE

4-5 Australia, China, India, Japan, New Zealand, Republic of Korea

Comprehensive achievement has been attained, with the commitment and capacities to sustain efforts at all levels **17%**

3-3.9 Afghanistan, Bangladesh, Cook Islands, Indonesia, Iran, Malaysia, Federated States of Micronesia, Pakistan, Philippines, Samoa, Solomon Islands, Sri Lanka, Timor-Leste, Vanuatu, Viet Nam

Substantial achievement has been attained, but with some recognised deficiencies in commitment, financial resources or operational capacities **42%**

2-2.9 Bhutan, Cambodia, Fiji, Lao PDR, Maldives, Marshall Islands, Myanmar, Nepal, Niue, Palau, Papua New Guinea, Tonga, Tuvalu

There is some commitment and capacities to achieving DRR but progress is not substantial. **36%**

1-1.9 Kiribati, Nauru

Achievements have been made but are relatively small or incomplete, and while improvements are planned, the commitment and capacities are limited. **6%**

Almost all countries that reported in the Asia-Pacific region for this cycle stated that they have some national program and/or policy for disaster preparedness, contingency planning and response. Of them, 69% indicated that DRR has been incorporated into respective policies and programs.

Substantial achievements in having response systems connecting with all levels have been reported by a number of countries, including Indonesia, Cook Islands and New Zealand. Availability of Standard Operations Procedures resulting in more coordinated approaches to response is indicated by the Marshall Islands and Palau. The availability of contingency plans, procedures and resources to deal with a major disaster is reported by 94% of countries. Substantial improvements in this area have also been reported by Niue, the Federated States of Micronesia (FSM) and the Solomon Islands.

Finances to deal with a major disaster are in place in 77% of countries. Some countries, such as Sri Lanka, India, the Maldives, Indonesia and the Marshall Islands report on the availability of special national reserves. However, adequate financial allocations still fall short for the majority of countries.

Niue

Disaster preparedness in Niue has seen considerable progress in recent years. At the local level, Village Disaster Plans are in place in most of its 14 villages. At the National level, most government departments and schools took part in the 2012 Tsunami Drill (Pacific Wave Exercise April 2012), which helped to identify gaps in preparedness.

Nepal

Nepal is one of the most disaster prone countries in the world. During the last few years Nepal has shown substantial gains in disaster preparedness, and the country is increasingly recognised as a regional role model in this area. The Government and the UN Country Team have created a joint coordination mechanism (Nepal Disaster Risk Reduction Consortium, NDRRC) which has been instrumental in multi-stakeholder coordination for response and preparedness. Most notably, MoHA has led the process of developing the "Guidance Note on Disaster Preparedness and Response Planning" with the support of partners. This Guidance Note has been officially endorsed by the Government of Nepal and forms the basis for country-wide district preparedness and response plans.

Republic of Korea

The Republic of Korea has introduced a variety of benefits such as tax reduction, disaster grants and financial support to disaster victims. Restoration policies are developed by categorizing areas that have faced complex disasters after considering regional and geographical characteristics along with the quality of the infrastructure in order to provide rapid and fair compensation of disaster losses due to hydro-meteorological disasters. The measures include hydro-meteorological disaster insurance, agricultural disaster insurance and cultured fishery product disaster insurance.

PRIORITY FOR ACTION 5
SELECTED INITIATIVES

Indonesia

All provinces and more than 80% of districts and cities in the country have established local disaster management agencies dealing with disaster preparedness, contingency planning, and response.

Cook Islands

The country's National policy on Gender Equality and Women's Empowerment and Strategic Plan of Action (2011 – 2016) addresses gender dimensions of climate change and disaster risk management.

Tuvalu

Significant progress has been made in strengthening policy, institutional and technical capacity for disaster management, with a special focus on preparedness and response.

A house is marooned in Cox's Bazar, Bangladesh, as a result of flooding from heavy monsoon rains, 2011.

Ahmed Orko Nur/IRIN

chapter four
PROGRESS AT THE SUB-REGIONAL LEVEL

In the current review cycle, all three Inter-Governmental Organizations in the Asia-Pacific Region - ASEAN, SAARC and SPC-SOPAC, carried out sub-regional reviews. The sub-regional HFA monitor review is designed to examine specific issues relating to the implementation of HFA in sub-regions, including cross-border aspects in addition to synthesizing national review outcomes. Following are the main findings of the sub-regional reviews conducted by ASEAN, SAARC and SPC-SOPAC.

Making DRR a Priority for Sub-Regional Cooperation

All three sub-regions (Southeast Asia, South Asia and the Pacific) have developed *sub-regional policy frameworks for disaster risk management*, which are reportedly aligned with HFA priorities. The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) and SAARC's Comprehensive Framework for DRM also emphasize regional cooperation for emergency response, while the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015, emphasis has been placed on the development of a Joint National Action Plan for DRM and CCA.

SAARC's report emphasizes the need for a stronger legal basis for the implementation of the SAARC Comprehensive Framework for DRM. At the same time, ASEAN's report highlights that the main challenge for the implementation of AADMER (the only legally binding agreement on DRM in the region) is its institutionalization at the national level.

Sub-regional institutional mechanisms have been set up to promote sub-regional cooperation in DRM and to implement the sub-regional frameworks.

The ASEAN Committee for Disaster Management (ACDM), comprised of National Disaster Management Agencies, provides directions and oversight of the AADMER Work Program implementation and acts as a governing board to the newly established ASEAN Coordinating Centre for Humanitarian Assistance (AHA Centre). The ACDM with support from ASEAN Secretariat has begun to address the challenges of cross-sectoral coordination and multi-sectoral partnership for DRM.

SPC-SOPAC's report highlights the various multi-partner, multi-sectoral regional platforms as a key feature of regional institutional mechanisms. The regional governance arrangements have resulted from prioritization of DRR and CCA at the national level through the development of CC policies, integration of DRR and CCA into school curriculum, promoting community based approaches to DRM and CCA, and increasing inclusion of local government representatives, NGOs and civil society by national DRM and CC bodies. For example, the Pacific countries are working toward integrating regional platforms on DRM and CCA in their Roadmap for Integrated DRM and CCA.

The SAARC Disaster Management Center (SDMC) has been supporting national disaster management focal points to network with agencies in the countries as well as regional and international bodies, while networking institutions and developing resource centers promote multi-sectoral regional cooperation.

Monitoring of DRR progress in the sub-regions has been focused on assessing the progress of the regional DRM frameworks. In the Pacific, the sub-regional institutional mechanisms provide the basis for monitoring risk reduction progress. SPC-SOPAC has supported HFA progress monitoring/reporting and HFA and RFA mid-term review as the basis to understand DRM progress at the national level and to support the preparation of the Country Implementation Plan, funded by the European Union. ASEAN is working on the development of a monitoring and evaluation

framework for AADMER implementation, highlighting the need to streamline monitoring and reporting on the national, regional and global frameworks for DRM. SDMC has carried out studies with a focus from vulnerabilities to trans-boundary disasters and monitors the progress at the regional level through the 12 Regional Roadmaps developed to implement the SAARC Comprehensive Framework for DRM.

Capacity building is a strong focus of all three sub-regional DRM frameworks, reflecting the common assessment that the varying levels of understanding of disaster risk reduction among sectors and localities, especially at lower levels of government is a key challenges in all sub-regions. SAARC has been collaborating with National Centres of Excellence for regional training while ASEAN is working on mapping national DRM training institutions to build a network and a pool of resource persons. SPC-SOPAC's report highlights the need to coordinate and ensure in-country engagement and cost-effectiveness of regional capacity development initiatives, especially across dispersed locations.

The *main challenges* as identified by partner inter-governmental organizations include varying levels of understanding and appreciation of disaster risk reduction at the sector and local levels, with the national and provincial levels more informed and better prepared. Therefore, the need is emphasized for the promotion of DRR mainstreaming into local development processes and functions. Other key challenges common in the Asia-Pacific region include an overall lack of capacity and resources.

Understanding Trans-Boundary Risks

All three sub-regions report on the establishment of *sub-regional disaster information systems for trans-boundary risk assessments*. Currently, sub-regional hazard, vulnerability and risk information exists in various forms such as in the Digital Vulnerability Atlas (DVA) of SAARC, the Pacific Risk Information System (which includes an inventory of buildings and major infrastructure for the 15 countries) and the Disaster Monitoring and Response System (DMRS) of ASEAN. The

---

ASEAN
Association of Southeast Asian Nations

In July 2010, ten (10) ASEAN member states signed the ASEAN Agreement on Disaster Management and Emergency Response (AADMER). This Agreement affirms ASEAN's commitment to the HFA and is the first legally-binding HFA-related instrument in the world.

The implementation of the AADMER Work Programme 2010-2015, has resulted in substantial achievements.

A Regional Roadmap for Disaster Risk Assessment has been adopted and capacity development on risk assessment is provided for member states including for standardizing national disaster loss database.

The Disaster Monitoring and Response System (DMRS), a GIS-based disaster information-sharing platform for early warning has been established by the ASEAN Centre for Humanitarian Assistance (AHA). It allows the Centre to monitor and geographically detect essential information on hazardous events or risks in the region, allowing Member States to make informed decisions. A Satellite-based Disaster Monitoring System is being developed.

Risk assessment is crucial for Disaster Risk Finance and Insurance (DRFI), for which a Regional Roadmap has also been adopted and cross-sectoral coordination mechanisms between disaster risk management, finance and insurance sectors have been developed to take the implementation of the Roadmap forward.

Mechanisms and standards have been developed to strengthen ASEAN response to disasters including: the Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP), the ASEAN Emergency Rapid Assessment Team (ASEAN-ERAT) and the ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX). The ASEAN regional emergency stockpile (Emergency Logistic System), located in Subang, Malaysia, was formally inaugurated in November 2012, on the first year anniversary of the AHA Centre. It went into full operation in November 2012, responding to the needs of several provinces in Myanmar affected by a magnitude 6.8 earthquake, and again when Mindanao, Philippines was affected by Typhoon Bopha.

common challenges in trans-boundary risk assessments include data scarcity and data sharing among countries, the need for enhanced collaboration and coordination amongst key scientific and research agencies in information sharing and limited technical and financial capacity.

Early warning systems for DRR have been established at the national level down to the community level in all countries. Nevertheless, only SPC-SOPAC reports on the availability of protocols for dissemination of early warning information and a number of regional early warning systems, which do not exist yet in ASEAN. SAARC is currently working on draft Protocol for Tsunami Early Warning System. Capacities to maintain EWS and data sharing among countries present a main challenge.

Recommendations include the enhancement of capacities at the local level so that more detailed and multi- and hazard-specific risk analysis can be conducted at the local levels, development of community communication systems and protocols to disseminate early warning information and improved monitoring and reporting systems.

Information, Education and Research

All three sub-regions report that there is good progress in developing *sub-regional information and knowledge sharing*. Websites, disaster knowledge networks, regional communities of practice and networks are all supporting knowledge sharing from local to sub-regional levels. Nevertheless, sub-regional public awareness strategies are not yet available in all sub-regions and limited data as well as capacity of member states to regularly update information are an obstacle.

Research programs and projects on various issues in DRR are present in all three sub-regions, either through the network of universities and institutions like in the Pacific and ASEAN or initiated by SAARC in South Asia. Sub-regional reports emphasize the need for more researchers while highlighting the challenges in collaboration and information sharing among research institutions, as well as the lack of inter-regional centre coordination (in SAARC).

SAARC
South Asian Association for Regional Cooperation

The SAARC Disaster Management Centre (SDMC) became operational in 2007. The Centre is mandated to serve SAARC member countries with policy advice and facilitate capacity building services including strategic learning, research, training, system development and exchange of information for effective disaster risk reduction and management in South Asia.

The framework on 'Natural Disaster Rapid Response Mechanism (NDRRM)' is a milestone approach towards disaster risk reduction in South Asia unanimously adopted by the SAARC Member States for tackling trans-boundary disasters through regional participation. The NDRRM, adopted by the SAARC Member States in the last SAARC Summit held in Adu city, Maldives in November 2011, awaits it's ratification by the Member States.

The Comprehensive Regional Framework on Disaster Management is aligned with the HFA and has been adopted by the Member States as the guiding framework for DRR in the sub-region. Twelve road maps on disaster management on the key areas of relevance have been developed, and these include Community Based Disaster Risk Management (CBDRM); Application of Science and Technology for DRR/DRM; Coastal and Marine Risk Mitigation Plan; Integration of Disaster Risk Reduction and Climate Change Adaptation in South Asia; Mainstreaming Disaster Reduction in Development; Earthquake; Landslide; Drought Risk Management and Urban Risk Management. The SDMC is also currently working on an assessment of trans-boundary hazards, vulnerabilities and risks of disasters.

In early 2012, the SDMC completed the Digital Vulnerability Atlas (DVA). This regional project integrates layers of data on hazards, vulnerabilities and risks on a Web-GIS platform for five SAARC member states (Afghanistan, Bhutan, India, Maldives and Nepal). Similar information will be developed for the three remaining South Asia countries (Bangladesh, Pakistan and Sri Lanka) by the end of 2013.

To support information sharing, SDMC has established the South Asia Disaster Knowledge Network (SADKN) to connect the participating agencies, organizations and institutions in and outside of the governments of the member states to share knowledge and experiences on disaster management through a world web portal. This portal intends to act as a platform for knowledge and information sharing and dialogue amongst partners, covering a broad range of thematic areas for disaster risk reduction and management.

Gaps and constraints across the Asia-Pacific region are mostly attributed to the challenges of working in remote areas and hard-to-access villages. Another challenge is the passive attitude with which people apprehend the information on the risks they are prone to. Inter-sectoral collaboration remains weak in certain instances, duplication is common and the role of private sector is underestimated.

Addressing Underlying Causes of Risk through Sub-Regional Policies and Plans

While *DRR is commonly reported as an integral objective of sub-regional policies and plans* on environment and climate change of all three sub-regions, it is implicit in other sector strategies and plans (agriculture, infrastructure development, public-private partnership) and many other regional cooperation areas. In the Pacific, regional level progress is made in respect to developing an integrated regional strategy for Disaster Risk Management and Climate Change by 2015. SAARC Disaster Initiative also seeks to integrate climate change adaptation with disaster risk reduction in the region. ASEAN is working on promoting cross-sectoral coordination and developing regional guidelines for mainstreaming DRR into development planning, in support of a strong progress by ASEAN Member States in integrating DRR into national development strategies and plans.

Assessing disaster risk impacts of sub-regional infrastructure projects seems to be the weak area in all three sub-regions. No standards and procedures for disaster risk impact assessment for regional infrastructure projects have been developed although national standards or standards specifically developed for cooperative projects (such as in South Asia) are applied. A lack of guidelines or standard operating procedures for data transfer and information related to trans-border areas is still a grave concern (SAARC) while weak compliance with building codes and standards continues to be a concern in the Pacific. Lack of comprehensive multi-hazard assessment is a challenge for sub-regional infrastructure development in ASEAN.

SPC-SOPAC
The Applied Geoscience and Technology Division of the Secretariat of the Pacific Community

The Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015 is the overarching policy framework for the Pacific region. It was approved by Pacific Leaders back in 2005 and reflects the need for improved disaster risk management practices and policies to enhance efforts for sustainable development as a key priority in their Pacific Plan, also endorsed in 2005.

Since the adoption of the Regional Framework for Action (RFA), a major focus of SPC-SOPAC has been to support countries to adapt the RFA and implement priorities at a national and sectoral level. This has often occurred through the development of National Action Plans for DRM (NAPs) and more recently, the Joint National Action Plans (JNAPs) which address both disaster and climate change risks. The Pacific Disaster Risk Management Partnership Network (PDRMPN) has supported the development and implementation of DRM NAPs and JNAPs for Pacific island countries.

In the Pacific, there are a number of multi-sectoral (sub) regional institutional mechanisms in place, including:

(1) the Pacific Platform for Disaster Risk Management, which is the annual opportunity for Pacific island countries and territories, development partners and donors to share experiences and knowledge in building the resilience of their communities to disasters;

(2) Pacific Climate Change Round Table which is the key regional platform for networking, coordination and discussions amongst Pacific Island Countries and territories, donors and regional and national organizations on issues, challenges and opportunities for Climate Change Adaptation and Mitigation;

Reducing vulnerability and exposure as significant drivers of risk is a difficult task for governments, both national and local, who are mandated to regulate the use of natural and land resources, properly locate and design public infrastructure, protect the natural environment, etc. With the sectoral approach, however, the integration is hoped to be more grounded and direct, and thus, more effective.

Strengthen Sub-Regional Preparedness and Response

ASEAN and SPC-SOPAC report substantial progress in developing *sub-regional response mechanisms to address disaster preparedness, emergency relief and rehabilitation issues across borders* through a coordinating body, regional response plan and trans-boundary preparedness, response and rehabilitation protocols. SAARC reports a much slower progress in this regard. Although SAARC has drafted the Agreement on Natural Disaster Rapid Response Mechanisms, it is yet to be ratified.

None of the sub-regions have developed *sub-regional contingency plans for the support of the post disaster recovery*. National agencies often lack the capacity to undertake a comprehensive impact assessment following a large scale disaster.

A feasibility study for a *sub-regional catastrophic risk pooling facility* in the Pacific is being undertaken by the World Bank. ASEAN has developed a Regional Roadmap for Disaster Risk Financing and Insurance and is building national capacities as part of the Regional Roadmap. This has not been initiated in South Asia as SAARC has no mandate yet to work during and after disasters.

There exist some mechanisms for *sub-regional information exchange for effective communication during trans-boundary disasters* in the Pacific, and AHA Center has developed the Standard Operation Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP) to cope with emergencies in the ASEAN. Such a mechanism is not yet

---

SPC-SOPAC
The Applied Geoscience and Technology Division of the Secretariat of the Pacific Community

continued from previous page

(3) a biennial Meeting of Pacific Regional Meteorological Services Directors; and

(4) Pacific Humanitarian Team (PHT), established by OCHA in 2009.

Some mechanisms and procedures are in place to facilitate trans-boundary risk assessments in the Pacific. The Pacific Risk Information System contains different components of PCRAFI which includes an inventory of buildings and major infrastructure for 15 countries. The implementation of strategies to develop effective Early Warning Systems (EWS) is being pursued through a number of mechanisms such as the development of NAPs and JNAPs for PICs which often have specific goals aimed at strengthening EWS.

---

developed for South Asia although a bi-lateral information exchange mechanism is in place among concerned countries during trans-boundary disasters. There is still a significant need to strengthen information exchange mechanisms to cope with trans-boundary disasters, which highly depend on skills and resources to maintain.

A *key constraint* to preparedness and response, as pointed out by ASEAN, is the weakness in enforcement of relevant laws and regulations. Since the shift from response to DRR is relatively new and not well understood, risk management is often not appreciated. There is a need for further synchronization and harmonization of disaster-related laws and regulations among different sectoral agencies at different government levels. Local disaster management agencies also need to be strengthened in terms of their understanding of policy and regulatory issues.

A flooded airport in Bangkok, Thailand.
Shermaine Ho/IRIN

chapter five
DRIVERS OF PROGRESS

1. Multi-hazard integrated approach to disaster risk reduction and development

The overall observation is that the need for a multi-hazard and integrated approach is well recognized and endorsed by the countries and is actively pursued. A number of the more financially and technically capable countries have moved on with the completion of multi-hazard risk assessments and are developing guidelines for sectoral integration (China, India, Philippines).

Multi-hazard risk assessments have been carried out by 58% of countries, including Indonesia, Philippines, India, Nepal, Sri Lanka and New Zealand. A few countries have also covered the provincial levels (Indonesia). Some other countries are still making initial steps, limited to selected hazards and geographical areas, primarily due to resource and capacity constraints.

Countries mention a multitude of challenges to their further advancing. The most common challenges include:

- Poor availability and quality of information and data, with particular reference to specific data on small-scale disasters and climate change;

- Insufficient tools for risk assessment and for sectors to apply DRR in development planning;

- Issues of standardization: most countries are grappling with standardizing the disaster risk information systems and tools of assessment;

- Substantial gaps in technical capacities to coordinate and provide technical services to the disaster reduction efforts;

- Connectivity between multi-hazard risk information and integration, translation into sectoral policies and implementation plans. Many countries do not have mechanisms for sharing risk information, particularly for planning. There is a need for much further work in the development of relevant guidelines, instruments and regulations for integration and monitoring;

- Procedural issues related to separate funding mechanisms for DRR and CCA; and

- A lack of systems for regular updating and maintaining risk information systems.

While facing these challenges, countries continue their efforts, sometimes with the assistance of international organizations. For example, Timor-Leste has finalized the *National Comprehensive Hazard Assessment and Mapping* under the NDMD-UNDP joint DRM project in 2012. The process ensured extensive participation and significant data/information contributions by a large number of stakeholders.

Myanmar points out that the collected information is not properly disseminated among decision-makers and development partners to be adequately applied in "their policy formulation and development projects". Nepal which has successfully finalized their country-level multi-hazard risk assessment brings up the issue of the need for specific tools to properly "incorporate this information in development projects and policies". Another challenge brought up by Nepal and shared by some others is the dissemination of data among local authorities and communities to better inform decision-making.

A number of other countries in the region are in the middle of this exercise. With that, they have identified a few other challenges to confront.

These include the availability and collection of relevant data (Lao PDR); a one-hazard approach which makes all assessments hazard specific (Vanuatu, Samoa); insufficient capacity to carry out risk assessment (Malaysia, Solomon Islands); the need for standardized approaches (Viet Nam); and dispersion of the significant amount of information on natural hazards across different institutions.

2. Gender perspectives on risk reduction and recovery adopted and institutionalized

The main challenges cited for poor outcomes are gaps in awareness and the resulting poor consideration and efforts made to addressing gender in DRR. It is important to point out that even in the countries where the incorporation of gender issues has advanced in the social development sectors, in DRR gender is still identified as a new area.

Many of the reporting countries clearly and strongly identified the need for incorporation of gender issues into DRR. Despite the extensive efforts and attention given to build awareness and capacities to address gender-related issues in DRR, progress in this area is still modest. There are very few countries who could report substantial improvements in incorporating gender considerations into their policies, strategies and programs. Gender-sensitive plans and programs are reported to have been developed by 47% of countries, while gender aspects are included in only 33% of post-disaster needs assessment methodologies. Only 2.4% of countries reported on the participation of women's organizations in national platforms.

Gender disaggregated data was available only in 14% of the Asia-Pacific countries and many countries stated a total absence of gender disaggregated data. Most often, gender disaggregated data is not collected at all, "nor are gender issues on the high priority list of most DRR/DRM/CCA initiatives" (Marshall Islands). Several countries mentioned the availability of disaggregated data by districts – collected mostly by involved NGOs – or by

sectors (Vanuatu). Niue mentions the availability of limited gender disaggregated data, however "it appears, gender is not considered in decision-making for risk reduction and recovery activities". Similarly, Indonesia indicates that while gender disaggregated data has been available at the village level, it has not been used widely in decision-making related to risk reduction and recovery activities. Gender concerns are only starting to inform policy and program conceptualization and implementation, since awareness of policy makers on the importance of promoting gender balance has not been well developed.

The recognition of gender issues is observed in National Sustainable Development Strategies and other strategic documents (Nauru, Nepal). Nevertheless, more concerted efforts for mainstreaming of gender into national strategies, programs and initiatives at all levels were repeatedly emphasized in many national reports. Reference was made specifically to the sectors most important for resilience building (land-use, water resource management, forestry and rural energy).

Involvement of women representatives in DRR activities is a particularly weak area. The need to engage women in Damage and Need Assessments, Hazard Vulnerability and Capacity Assessments (HVCA), Humanitarian Aid assessment and distribution, planning and decision making process recognised as a necessary condition for gender sensitive DRR outcomes. The ongoing Post-2015 DRR Framework consultations called on national governments and other stakeholders to recognise and mobilize skills and capacities of women as a social force and channel them to enhance the efforts of resilience building.

3. Capacities for risk reduction and recovery identified and strengthened

Capacity development for risk reduction and recovery shows substantial progress over the reporting period. First of all, the need is well acknowledged at all levels and consistent efforts are undertaken by countries in this regard. In

addition to the countries who are commonly known for their attention to capacity building in DRR/DRM/CCA (including Japan, Republic of Korea, China, Iran and Australia), substantial efforts and improvements are also being reported by Bangladesh and India where comprehensive efforts to strengthen the capacity at national and local levels is being made. Progress has been also reported by the Philippines, Bhutan, the Maldives and Pakistan.

Gaps in this area pertain to lack of strength and uniformity in the capacities at different levels and the uncoordinated nature of the efforts. In most countries, capacities are higher at the national level, while the provincial, district and local levels lag behind. As Lao PDR states, 'while there is a great capacity across regions/ provinces, there is a clear gap in capacity at a district level'. Indonesia, on the contrary, speaks highly of the local level capacity and brings up the issue of a coordinated capacity building at all levels. According to Myanmar, "preparedness and response capacities are improved…meantime, other areas such as mitigation and recovery" are in need of attention. Malaysia shares the observation that capacity in DRR is generally available among agencies directly involved in disaster management, however largely limited to the national level. Observations expressed in these selected examples represent common trends in other countries in this area.

The present reporting cycle includes several Pacific Island Countries, most of which submitted their very first HFA Progress Reports. The overall impression is of the same shared awareness of the need to build response and risk reduction capacity at all levels. Issues brought about by most Pacific nations include: (1) limited capacities at the national and local levels (Tuvalu, Nauru, Kiribati); (2) training needs (Solomon Islands); (3) absence of an adopted capacity building plan (FSM) and the need of a regulated and coordinated capacity development as opposed to the usual ad hoc activities (Samoa); (4) limited financial resources (Niue), (5) including DRR issues in disaster response (Fiji).

4. Integrating human security and social equity approaches with DRR and recovery

National reports show an overall increase in awareness and effort regarding social protection measures for vulnerable groups. Countries reported on the numerous measures in place to address the issues of specifically vulnerable groups such as the poor, elderly, women, children and the disabled, mainly through different systems of welfare. The clear observation however, is that these measures are often inadequate, unable to fully capture the issues and challenges of the vulnerable groups and most importantly in the context of HFA implementation, completely disconnected from disaster risk management. Welfare assistance systems tend to operate as part of social and development planning, disconnected with the policies, strategies and implementation plans for disaster risk management; as a result, they generally do not include disaster response, recovery and reconstruction considerations.

Specific country examples include:

In Myanmar, the overall policies and action plans for protecting and promoting welfare of vulnerable groups do not address disaster risks and losses, while the Disaster Management Bill takes vulnerable groups into account in all phases of disaster management.

Indonesia implements several social protection measures and safety nets such as health insurance and social assistance for the poor. They also recognize the need for political will in the integration of human security and social equity approaches into DRR and recovery activities during emergency situations as well as in disaster preparation and recovery.

Philippines indicates that despite several projects and activities that aim to improve the socio-economic conditions of the poor and victims of disasters, challenges remain in making efforts more holistic and comprehensive.

Viet Nam states that there is a way to go before proper formal and effective social safety nets, welfare systems and insurance services are

in place, in particular, for the most poor and vulnerable groups of society.

Countries recognize the need for making the issue of vulnerable people a high priority in the forthcoming years. Acknowledgment of the need to pay special attention to vulnerable groups is explicitly shared by Lao PDR and Cambodia. Malaysia re-iterates the need to extend social protection to local levels and areas particularly prone to disasters.

Recent achievements in obtaining greater focus on vulnerable groups in DRR are reflected in the policies and strategies of some countries. Examples include:

- In Pakistan, the guiding principles in the National Framework for DRM put emphasis on the most vulnerable groups in DRR and response efforts. Furthermore, the Standing Operating Procedures defined under the National Response Plan have laid down responsibilities to the relevant agencies in ensuring human security during disaster response;

- The Chinese government adheres to the "principle of 'putting people first' and giving top priority to protecting people's life and safety in disaster relief and risk reduction, combining DRR with poverty reduction, focusing on protecting vulnerable groups";

- Australia has a comprehensive social security program to support people in times of need, including in the aftermath of disasters;

- India reports recent advancement in this area, where social equity and human rights issues have been integrated in the post disaster reconstruction and recovery programs. However, there is a further need to strengthen the implementation mechanism and enforcement of the various legal provisions at all levels of government with the support from civil society and community based organizations;

- As stated by the Republic of Korea, people's

demand for a safe society is increasing. However human security and social equity issues in time of disasters are still a way behind to become priorities in the national policies and legislation; and

- A number of Pacific countries reported on the traditional social safety nets provided by extended family units and through wider community support (Vanuatu, Palau, Fiji, Samoa, Kiribati). Such social support systems are based on "informal cultural norms" and, in the absence of reliable public social assistance systems, provide valuable support.

5. Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Cooperation and collaboration between different stakeholders is widely practiced and is gaining ground in scale in the Asia-Pacific region. Progress in this area has increased to 77% (from 55% in 2011). There are greater efforts and demands for multi-stakeholder engagement and the benefits of such engagement are observed at all levels.

The nature and levels of engagement vary however and largely depend on the governance structures, traditions, as well as on demands and needs. While most countries enjoy strong multi-stakeholder engagement and encourage the same (India), some countries are constrained by the traditions and their political structure (Viet Nam). Formally established mechanisms such as the National Coordination Committees and National Platforms (Sri Lanka, Bangladesh, Afghanistan) exist, along with networks and platforms for sharing, such as the platform of national humanitarian network (NHN) and Pakistan Humanitarian Forum (PHF), which facilitate sharing of the field experiences of community based organizations and national NGOs with NDMA and other stakeholders.

The Republic of Korea reports on the diverse formal mechanisms such as citizen surveillance groups, cyber safety simulations and a civil disaster management agency, and that local

wisdom and strategies of disaster management are shared and encouraged to be reflected in legislation and regulations. There are many memorandums of understanding (MOUs) signed between the government and NGOs for stronger cooperation.

New programs involving governments and NGOs have been reported by Vanuatu, Cambodia and the Cook Islands, where the main mechanism for engagement is the National DRM and CC Platforms.

The important role of the private sector is gaining recognition. A number of countries make reference to involving the private sector and public-private partnerships (China, Malaysia, Philippines, Timor-Leste).

Recognition and incorporation of traditional and indigenous knowledge still lags behind. A number of countries recognize the importance of this (Bangladesh, Nepal, Indonesia) and the need for systematic incorporation into national DRR plans and activities.

It is also observed that multi-stakeholder participation often increases after a country is faced with a major calamity (2004 Indian Ocean Tsunami in Maldives and the 2008 Cyclone Nargis in Myanmar). The challenge here is to ensure sustained effort and involvement. Formalizing the engagement of non-government actors is observed as context specific and this is an area which requires further exploration.

Kazakhstan

Since the World Conference for Disaster Reduction (WCDR) in January 2005, Kazakhstan has made a solid effort towards establishing DRR as a political priority. A multi-stakeholder National Platform for DRR was created in Kazakhstan in January 2008. The country has submitted HFA Progress Reports for all three reporting cycles. Analysis of these over time clearly demonstrates the progress achieved under each of the five priority areas.

The Ministry of Emergency Situations of Kazakhstan has representative offices at all levels and the "protection of national interests of Kazakhstan from negative effects of emergencies" is under special control of the President. DRR has been mainstreamed into major national development strategies and programs, with legislation responsive to new initiatives such as public-private partnerships, engagement of the private sector and mainstreaming DRR into major development projects.

Kazakhstan is a strong advocate of cross-border cooperation and has been a key initiator in the establishment of the Central Asian Center for Disaster Response and Risk Reduction in Almaty (2012).

Workers clear out Kabul River in Afghanistan, 2011.
Kate Holt/IRIN

chapter six
FUTURE OUTLOOK AND RECOMMENDATIONS

The future outlook envisaged by countries details the learnings and specific challenges faced by countries in review period 2011-2013. In this regard, there are marked differences between countries in the initial stages of HFA implementation and those that are more experienced.

A range of countries at different stages of HFA implementation experience a number of common concerns. These include poor awareness and clarity on DRR as a development issue and the "paradigm shift" from emergency response to a risk reduction emphasis. These areas continue to be a major hurdle in country efforts to mainstream DRR into development planning and implementation. A related concern is a common disconnect between DRR- CCA at the institutional, policy and financing levels, which consist of independent mechanisms for coordination and implementation, which often leads to conflict and confusion. Furthermore, countries entering into the formulation of new national development strategies, such as Myanmar and Timor-Leste indicate the challenge of getting priority placed on DRR, as there are a number of significant issues also competing for attention.

Shared challenges by many countries include poor levels of implementation outcomes specifically at the local level; limited resources and capacities, inadequacy in policy and legislation; weak local institutions and community capacities; gaps in risk information and lack of mechanisms for sharing information and utilizing the information for planning purposes even when the information is available; inadequate connectivity between the national and local levels.

Taking into account the low achievements in the arena of implementation, the future outlook statements place strong emphasis on mobilizing finances and capacities to implement the existing policies and plans (e.g. Strategic National Action Plans, National Plans for Adaptation, national and local disaster management plans), while working towards strengthening and building institutional and local capacities, supported by appropriate policy and legislation. Strengthening capacities should be extended to local level institutions in districts and cities and enhancing the capacities of the communities to engage in disaster preparedness and in their resilience building. Future outlook also includes the aspects of public awareness and education with the inclusion of DRR in national education systems, specialized training on DRR and stronger efforts for public awareness.

Taking a systematic approach both for the incorporation of risk reduction approaches in the emergency preparedness, response and recovery programs in the reconstruction; and for DRR-CCA mainstreaming is strongly positioned, in response to address the ad-hoc and piecemeal approaches. A sector-wide integration of disaster risk reduction is identified as a key element in this regard. A more structured approach and necessary reforms to post-disaster recovery and reconstruction emphasizing 'build back better' is also highlighted in the future outlook.

Strong reference is made by the countries to the adaptation and application of tools such as Environment Impact Assessment (EIA) to assess the impacts of disasters on development and mechanisms for evaluation for DRR and DRM in all project planning and implementation.

In response to the gaps observed at the community level, future outlook proposes a holistic approach deviating from 'stand alone' DRR. This should include strengthening livelihoods, food security, infrastructure, land-use planning and irrigation management.

Stronger efforts to realise wider engagement of the multiple stakeholders with particular emphasis on the private sector and reliance on the coordination mechanisms and networking to address the gaps in achieving better connectivity between the multiple stakeholders, the local and national levels comprise another important aspect of the future outlook.

Recommendations for accelerated implementation of HFA

To accelerate the achievements of HFA Priorities for Action, it is recommended that:

- National governments and stakeholders pursue accelerated implementation of HFA objectives through multi-stakeholder approaches.

- Achievements at the national level are translated to the local level through an increased focus on building the capacities of local governments and community members to enable their resilience building

- Close the gaps in policies and legislation which act as hindrance for swift implementation

- Multi hazard risk assessments, risk based planning and early warning systems with connectivity to the community level and a focus on small-scale high-frequency disasters are accelerated.

- DRR and CCA are integrated into socio-economic and development sectors, with greater attention on social equity, gender issues in DRR and other specifically vulnerable groups.

- The integration of DRR principles into major infrastructure projects is recommended, along with improved enforcement of relevant legislation such as building codes.

Recommendations for the Post-2015 framework for DRR (HFA2)

About 27 reporting countries provided suggestions for the successor of the Hyogo Framework for Action 2005-2015. These suggestions were mostly presented before the HFA2 consultation process got its high gear. Many of the countries later organised national consultations and provided more in-depth inputs for the HFA2.

There is recognition that "quite significant DRR result have been attained" (Indonesia) and that the HFA is still valid and needs to be further reinforced within the new framework. It is recommended to:

- Further enhance the implementation of HFA Priority for Action 4, intensify addressing of underlying risk factors (Bangladesh); accelerate the mainstreaming of DRR into all sectors through risk sensitive development planning and implementation reinforcing climate and disaster resilient development (Myanmar, Iran).

- Enhance DRR capacities; establish comprehensive disaster and safety management organisations (Republic of Korea, Maldives, Indonesia); improve public disaster awareness (Cambodia); enhance the development of early warning systems and disaster monitoring networks including wild animal epidemic sources and disease monitoring (China, Cambodia).

- Give more attention to local level implementation of national polices and priorities (Sri Lanka). Strengthen local government capacity (Myanmar, Bhutan) and build a culture of safety among disaster-prone communities.

- Further promote multi-stakeholder and people-centered approaches for DRR (Iran).

annex one
PROGRESS AGAINST INDICATORS
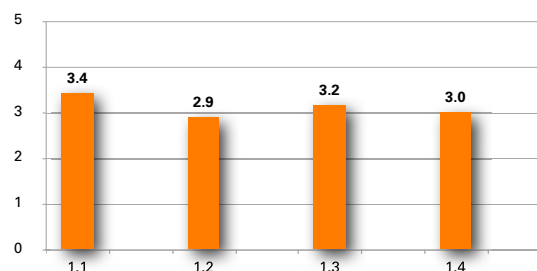
Priority for Action 1
Ensure that DRR is a national and local priority with a strong institutional basis for implementation

INDICATORS

1.1 National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels

1.2 Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

1.3 Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

1.4 A national multi sectoral platform for disaster risk reduction is functioning

South East Asia 3.12
North East Asia 4.25
South Asia 3.13
Pacific 2.78
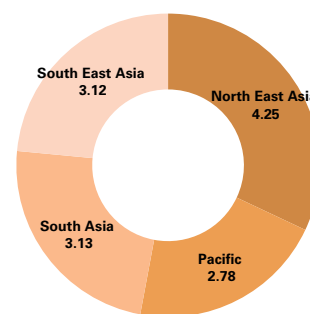
Progress by Sub-Region

Progress by Priority for Action 1 Indicator

Priority for Action 2
Identify, assess and monitor disaster risks and enhance early warning

INDICATORS

2.1 National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors

2.2 Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

2.3 Early warning systems are in place for all major hazards, with outreach to communities

2.4 National and local risk assessments take account of regional/trans-boundary risks, with a view to regional cooperation on risk reduction

South East Asia 3.34
North East Asia 4.17
South Asia 2.97
Pacific 2.86
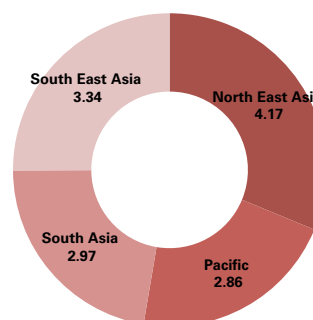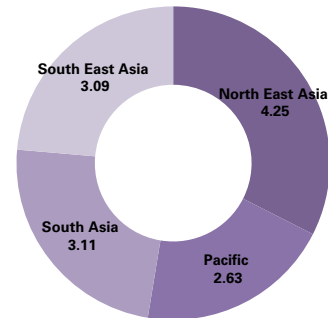
Progress by Sub-Region
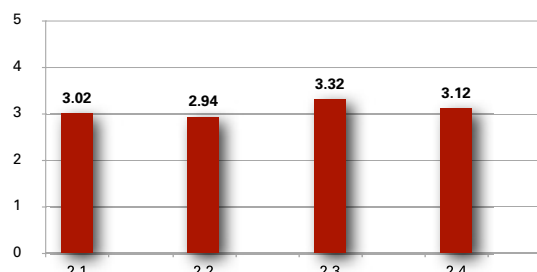
Progress by Priority for Action 2 Indicator
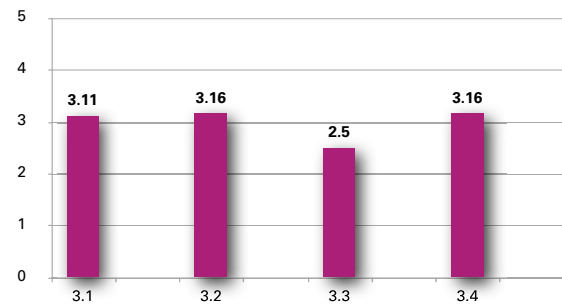
Priority for Action 3

*Use knowledge, innovation and education to build
a culture of safety and resilience at all levels*

INDICATORS

3.1 Relevant information on disasters is available and
accessible at all levels, to all stakeholders (through
networks, development of information sharing
systems etc.).

3.2 School curricula , education material and relevant
trainings include disaster risk reduction and recovery
concepts and practices.

3.3 Research methods and tools for multi-risk
assessments and cost benefit analysis are developed
and strengthened

3.4 Countrywide public awareness strategy exists
to stimulate a culture of disaster resilience, with
outreach to urban and rural communities

South East Asia
3.09

North East Asia
4.25

South Asia
3.11

Pacific
2.63

Progress by Sub-Region

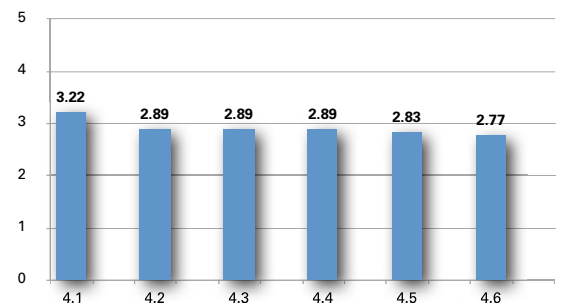Progress by Priority for Action 3 Indicator

Priority for Action 4

Reduce the underlying risk factors

INDICATORS

4.1 DRR is an integral objective of environment related
policies and plans, including for land use natural
resource management and adaptation to climate
change

4.2 Social development policies and plans are being
implemented to reduce the vulnerability of
populations most at risk

4.3 Economic and productive sectorial policies and
plans have been implemented to reduce the
vulnerability of economic activities

4.4 Planning and management of human settlements
incorporate disaster risk reduction elements,
including enforcement of building codes

4.5 Disaster risk reduction measures are integrated
into post disaster recovery and rehabilitation
processes

4.6 Procedures are in place to assess the disaster risk
impacts of major development projects, especially
infrastructure

South East Asia
2.79

North East Asia
4.22

South Asia
3.15

Pacific
2.60
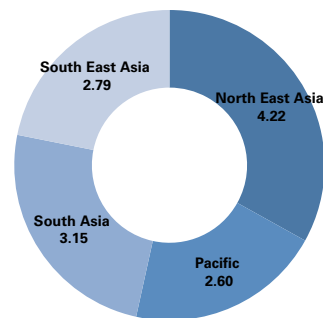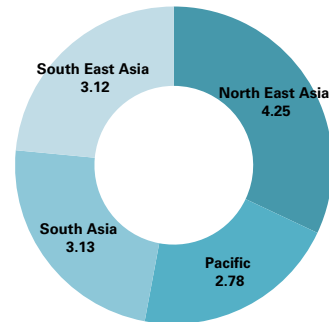
Progress by Sub-Region

Progress by Priority for Action 4 Indicator
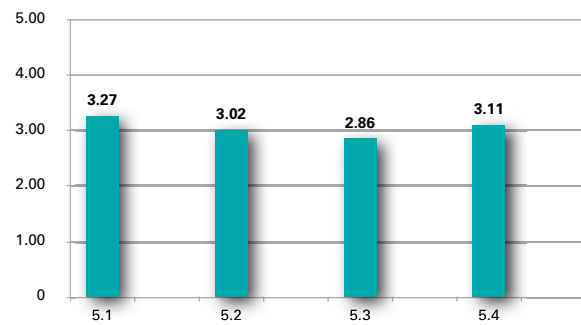
Priority for Action 5
Strengthen disaster preparedness for effective response at all levels

INDICATORS

5.1   Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

5.2   Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

5.3   Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

5.4   Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews.

South East Asia 3.12
North East Asia 4.25
South Asia 3.13
Pacific 2.78

Progress by Sub-Region

Progress by Priority for Action 5 Indicator

annex two
REGRESSION IN HFA PRIORITIES

To assess HFA progress, the average Priority for Action (PFA) self-assessment scores from the 24 countries that submitted reports in both 2011 and 2013 have been compared, as shown in Table 1 below. These countries are Australia, Bangladesh, Bhutan, China, Fiji, India, Indonesia, Japan, Lao-PDR, Malaysia, Maldives, Marshall Islands, Myanmar, Nepal, New Zealand, Pakistan, Philippines, Samoa, Solomon Islands, Sri Lanka, Timor-Leste, Vanuatu and Viet Nam.

Of the 24 country reports compared, 11 reported some form of PFA score regression as shown in Table 2. Two countries, Viet Nam and Bhutan - regressed in 4 out of 5 PFA scores. Two other countries, Fiji and Malaysia, reported regression in two PFA scores.

Table 1
Comparison of Average HFA
Priority for Action (PFA) Scores (2011 and 2013)

Average Self-Assessment Score	P1	P2	P3	P4	P5
2011 (24 countries)	3.4	3.4	3.0	2.8	3.4
2013 (24 countries)	3.34	3.26	3.11	3.02	3.27

Table 2
Regression by Priority for Action (PFA) Scores (2011 and 2013)

Country	PFA 1		PFA 2		PFA 3		PFA 4		PFA 5	
	2011	2013	2011	2013	2011	2013	2011	2013	2011	2013
Bhutan	3	2.75	3	2	3	2.75			3	2
Fiji			3	2.5			3	2.67		
Indonesia							4	3.5		
Lao PDR									3	2.5
Malaysia									4	3.5
Marshall Islands			3	2						
Myanmar	3	2.75								
Nepal									3	2.5
Pakistan					3	2.75	4	3.33		
Philippines									4	3
Viet Nam	4	3.5			3	2.75	3	2.33	4	3.25

In the case of Bhutan, PFA 1, 2, 3 and 5 scores are reported to have regressed. However, when the 76 comparable means of verification (MOVs)[1] are examined, there is regression in only 5 of Bhutan's MOVs and progress in 24. In Viet Nam's case, PFA 1, 3, 4 and 5 scores were reported to have regressed between 2011 and 2013. However, only two MOVs show regression. These results show that in some cases, the downward shift in PFA scores between 2011 and 2013 are inconsistent with the reported MOVs.

Possible explanations for these observations could be a change in the multi-stakeholder team that developed the PFA scores between reporting cycles; the availability of more accurate information among the stakeholder groups doing the assessment; and/or a better understanding of the assessment itself allowing stakeholders to better gauge their PFA progress. The real reasons behind these trends are difficult to determine without more in-depth analysis. However, it is clear that the subjective nature of the self-assessments can create inconsistencies in scoring between reporting periods.

---

1 Not all means of verification were comparable between 2011 and 2013 as some differed between cycles

annex three
THE PACIFIC EXPERIENCE

For eight (8) out of the sixteen (16) Pacific countries submitting HFA national progress reports in this cycle, it was their first experience.[1] All countries of the sub-region are highly prone to natural hazards and extremely vulnerable to the impacts of climate change. Here, and especially in the Pacific Island Countries (PICs), the issues of disaster risk reduction and climate change adaptation are so tightly linked to development that it is no wonder that most of them are already engaged in the process of DRR/DRM and CCA integration into their respective budgetary and planning processes. Moreover, most PICs are in the middle of establishing multi-sectoral platforms for DRR, with a special attention to CCA issues. Where national platforms have not yet been created, there are functional national coordination mechanisms, as well as the relevant legislation. Thus, 13 countries have climate change policies which include DRR. Apart from that, DRR is also included into 8 UNDAF documents and 4 PRS papers. Twelve (12) countries have DRR included in development plans and strategies and 8 have legal responsibilities and budget allocations for DRR at the local government level. There are, unfortunately, no DRR budget allocations at the national level.

Seven (7) of 16 countries are carrying out a multi-hazard risk assessment, with disaster loss databases established in 8 of them. Fourteen (14) early warning systems are operational, most supported with communication systems and protocols for the dissemination of EW information.

All PICs are developing or have developed Tsunami Response Plans and Standard Operating Procedures (SOPs) for relevant national, provincial and village councils. The Pacific Catastrophe Risk Assessment and Financing Initiative (PCRAFI) analyzes risks from tropical cyclones, earthquakes, and tsunamis in terms of economic loss and human casualties. Country risk profiles were derived from this study and have been completed for all PICs. The Australian Tsunami Warning System National Capacity Assessment Project assisted all Pacific island countries to assess their ability to receive, communicate, prepare for and respond to tsunami warnings.

The island-nation of Kiribati faces significant challenges from climate change.   Eskinder Debebe/UN

Although there are many good initiatives in the PICs in addressing underlying risk factors through various policy and planning instruments, such as (J)NAPs, risk considerations are rarely integrated in the formulation and implementation of environmental, social, and economic development policies and plans.

Other challenges and needs include:

- Advocate for stronger collaboration and inclusive cooperation;
- Continue ongoing integration of CCA issues into all DRM initiatives;
- Support integration of DRR and CCA into development planning;
- Raise the awareness of local land-owners to support the ongoing DRR/CCA initiatives.

---

1   These eight countries are: Kiribati, Federated States of Micronesia (FSM), Nauru, Niue, Palau, Papua New Guinea (PNG), Tonga, and Tuvalu

annex four
PROGRESS AGAINST DECLARATIONS

In October 2010, the 4th Asian Ministerial Conference for Disaster Risk Reduction (AMCDRR) endorsed the Incheon Declaration, Regional Road Map and Action Plan (REMAP) on Disaster Risk Reduction through Climate Change Adaptation. Two years later, the 5th AMCDRR provided an opportunity to take stock of the progress made since its adoption and build the "Yogyakarta Declaration on Disaster Risk Reduction in Asia and the Pacific 2012" with reference to its achievements.

The Two Year Progress Report on the Incheon Declaration, Roadmap and Action Plan (October 2012) highlighted progress made in each of the three broad areas, summarized as follows:

1. **Raising awareness and building capacity for DRR and CCA at the national and local levels.** According to the assessment, at least half of 53 countries – participants of the 4th AMCDRR - have made significant progress, with another quarter making minor progress and the remainder not providing any information on the theme. The national HFA Progress Reports submitted by 36 countries for the 2011-2013 cycle confirm the general trend with the progress more often registered at the national rather than the local level.

2. **Developing and sharing information, technology, sound practices and lessons learned in climate and disaster risk management.** Certain progress has also been achieved under this theme of the REMAP, although not as substantial as for the first one. As with the first theme, the progress has been more significant at the national than at the local levels. Some countries demonstrated their growing commitment and have been able to allocate technical and financial resources while others are just beginning.

3. **Promoting integration of DRR and CCA into Development for Green Growth.** Very few countries demonstrated significant progress under this theme, with about two-thirds reporting minor progress, while the rest provided no information whatsoever. Here too, most progress was marked at the national level. The HFA National Progress Reports demonstrate the growing understanding on the need for this issue to be raised, with the majority of 36 countries including DRR mainstreaming into longer-term planning across sectors in their respective Strategic Goals for the next two years. Moreover, albeit modest, the progress made by countries under Priority 4 demonstrates that recommendations of the Yogyakarta Declaration are being implemented in the region.

With the findings of the REMAP progress in view, the key summons of the Incheon Declaration were reassessed and reviewed and have found their reflection in the Yogyakarta Declaration unanimously adopted by the 5th AMCDRR participants representing, beyond national governments of the Asia-Pacific region, ten multi-stakeholder groups, including the non-traditional 'specifically vulnerable' groups.

As a result, while the Yogyakarta Declaration reiterates the key issues which still need an urgent and strengthened attention on part of national governments and all other DRR stakeholders, it recommends to focus on the local and community level. General recommendations from the 5th Asian Ministerial Conference on Disaster Risk Reduction sound as follows:

- Strengthen laws and regulations, institutional arrangements, and risk governance for disaster risk reduction and climate change adaptation.

- Link national development planning and financing with local development agenda; make use of existing regional and sub-regional resources for local capacity building; and increase the involvement of multi-stakeholders, especially the vulnerable groups including women, children, elderly and persons with disabilities, in planning and decision-making processes.

- Support local communities to have sufficient financing which - among other sources - could be obtained through public-private partnerships, and promoting investment in social and physical local infrastructure by establishing contingency budgets as sustainable reserves, and to explore the potential funding from philanthropic organizations.

- Enhance existing capacity and resources for identifying risk and allocating sufficient financial resources for prevention, response and recovery; and recognize the need to adjust priorities for greater public investment in prevention rather than response and recovery.

- Develop schemes for micro-insurance and pooling of financial resources and risk; and promote regional exchange and collaboration to enhance local resilience through bridging existing practical methodologies and practices in local risk assessment and financing; and enhance and support regional cooperation mechanisms and centers on disaster information management.

- Emphasize risk governance through improved participation, transparency, effectiveness and efficiency, and accountability, taking into account the multi-dimensional nature of risk, and that the majority of disasters are of small and medium size; respect and strengthen existing and/or establish inclusive institutions and platforms by involving key stakeholders in planning, budgeting and allocation of the resources, while considering local culture and practices.

- Commit to disaggregate data and information to ensure the active contribution of risk-prone communities, particularly persons with disabilities, women, children and the elderly, and to meet their different needs; explore new partnership modalities with the private sectors and the media; and support the scientific community to provide evidence-based DRR and incorporate DRR in the health sector.

- Enhance the adaptive capacity of communities and local institutions to respond to emerging and future risks; support local level efforts for safe schools and hospitals in cost-effective manners and initiate the global programmes; and refocus development priorities towards building overall local resilience that includes natural, social and economic aspects as well as infrastructure capacities through community-based mechanisms.

- Build and sustain capacities and legal mandates of national and local governments and the private sector to integrate disaster risk reduction in land use planning and building disaster-resistant infrastructure; enhance investment in natural resource management, infrastructure development, livelihood generation and social protection at national and local levels.

- Promote an inclusive multi-hazard approach that considers socio-economic vulnerability and exposure in risk assessments and reduction measures, gender, disability and age capacities and cultural diversity in planning and programming at all levels, and community and volunteer participation in national and local level actions.

Substantive consultations held during the 5th AMCDRR, also covered the format and content of the Post-2015 Framework for Disaster Risk Reduction. Apart from recommendations to accelerate the implementation of the Hyogo Framework for Action (2005-2015), participants came up with quite a number of suggestions and recommendations summarized as follows:

- Participate fully in the consultations now underway worldwide to mainstream disaster risk reduction into the post-2015 Development Agenda and to provide input for the development of a new post-2015 framework for disaster risk reduction.

- A post-2015 framework for disaster risk reduction should identify accountability measures for more effective implementation, political commitment to deliver at all levels, awareness, education and public access to information and promote improved governance.

- There is need for the promotion of resilient investments, and the allocation of resources especially to build local capacity; and promote a bottom-up approach.

- A post-2015 framework for disaster risk reduction needs to increase the commitment of public leaders to DRR, strengthen the legislative framework and put in place quality control and assurance system

- There is a need to emphasize to strengthen risk pooling and financing for disaster risk reduction and resilience-building