

Refresher: Disaster Risk Reduction and Fragility



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HELVETAS Swiss
Intercooperation

Learning Event on DRR and
Fragility

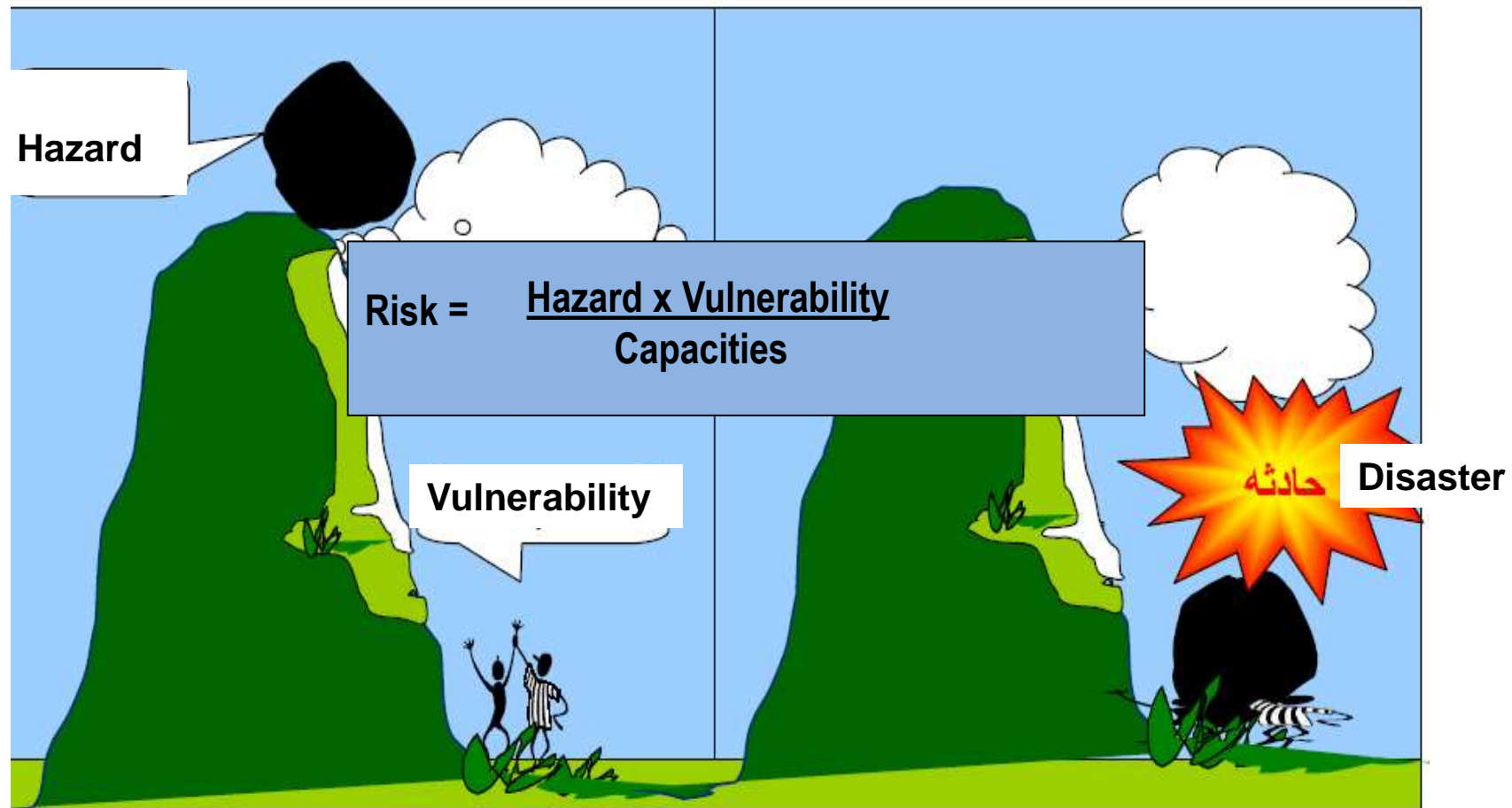
7 April 2015

Swiss NGO DRR Platform

Part I

Refresher: Disaster Risk Reduction

Disaster Risk Reduction



- A disaster is the result of a combination of factors.
- A hazard only becomes a disaster when it leads to human and economic losses.

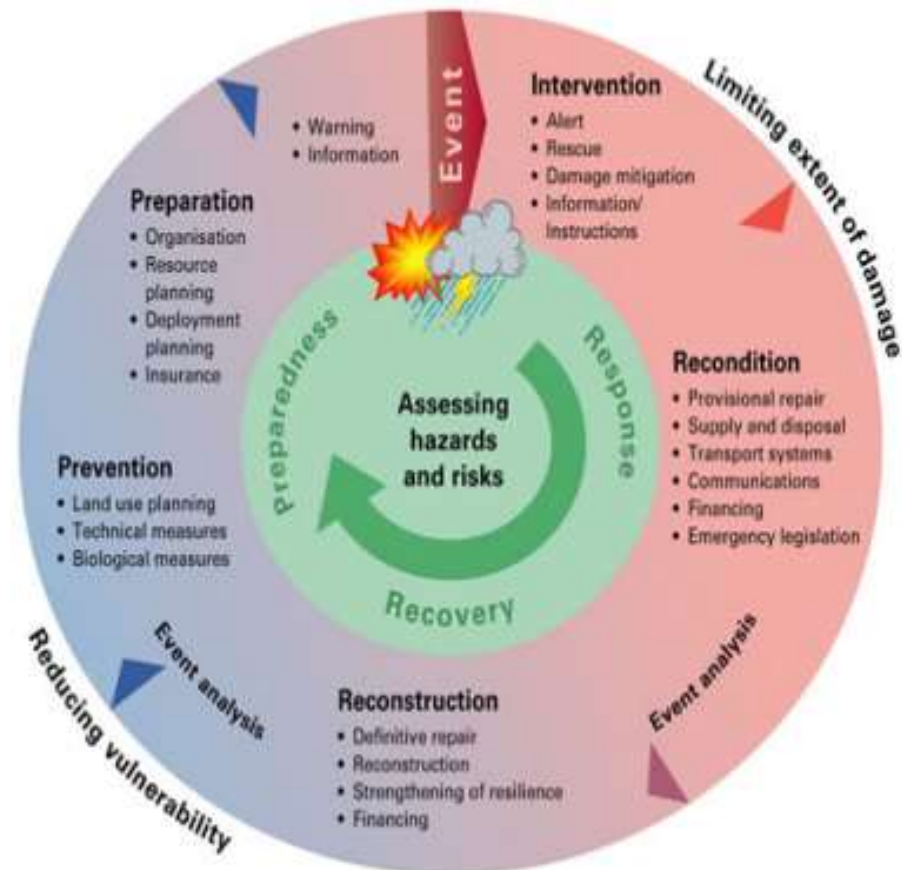
Disaster Risk Reduction

Conceptual framework intended to systematically avoid (prevent) and limit (prepare/mitigate) disaster risks with regard to losses in lives and the social, economic and environmental assets of communities and countries (UNISDR).

- Reduce vulnerabilities and strengthen the capacities.
- Successful DRR must be initiated well before a disaster strikes.
- Prevention and Preparedness measures
- Balance between structural and non-structural measures

→ Shift from reactive to proactive action

→ Develop a preventive culture



DRR an agenda in progress



Promotion of disaster reduction, main focus on technical and scientific aspects. (IDNDR – Intern. Decade for Natural Disaster Reduction)

Revision of the IDNDR, first blueprint for disaster reduction policy guidance (social & community orientation)

Increase public commitment linked to sustainable development, enlarged networking and partnership

Includes new section of "An Integrated, multi-hazard, inclusive approach to address vulnerability, risk assessment and disaster management..." (WSSD: Summit on Sustainable Development)

Building the resilience of nations and communities towards disasters

Sendai Framework for DRR 2015-2030



Outcome

The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries

Goal

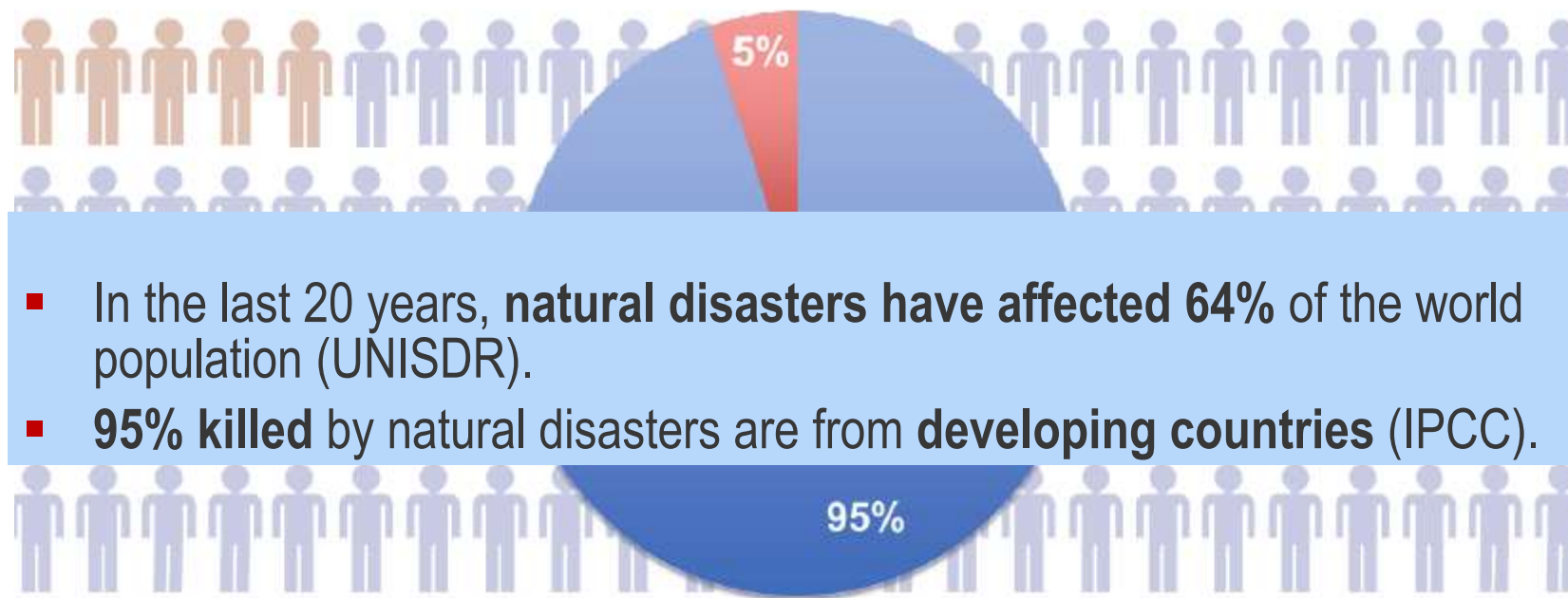
Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience

4 Priority areas

- Understanding disaster risk;
- Strengthening disaster risk governance to manage disaster risk;
- Investing in disaster risk reduction for resilience;
- Enhancing disaster preparedness for effective response, and to “Build Back Better” in recovery, rehabilitation and reconstruction.

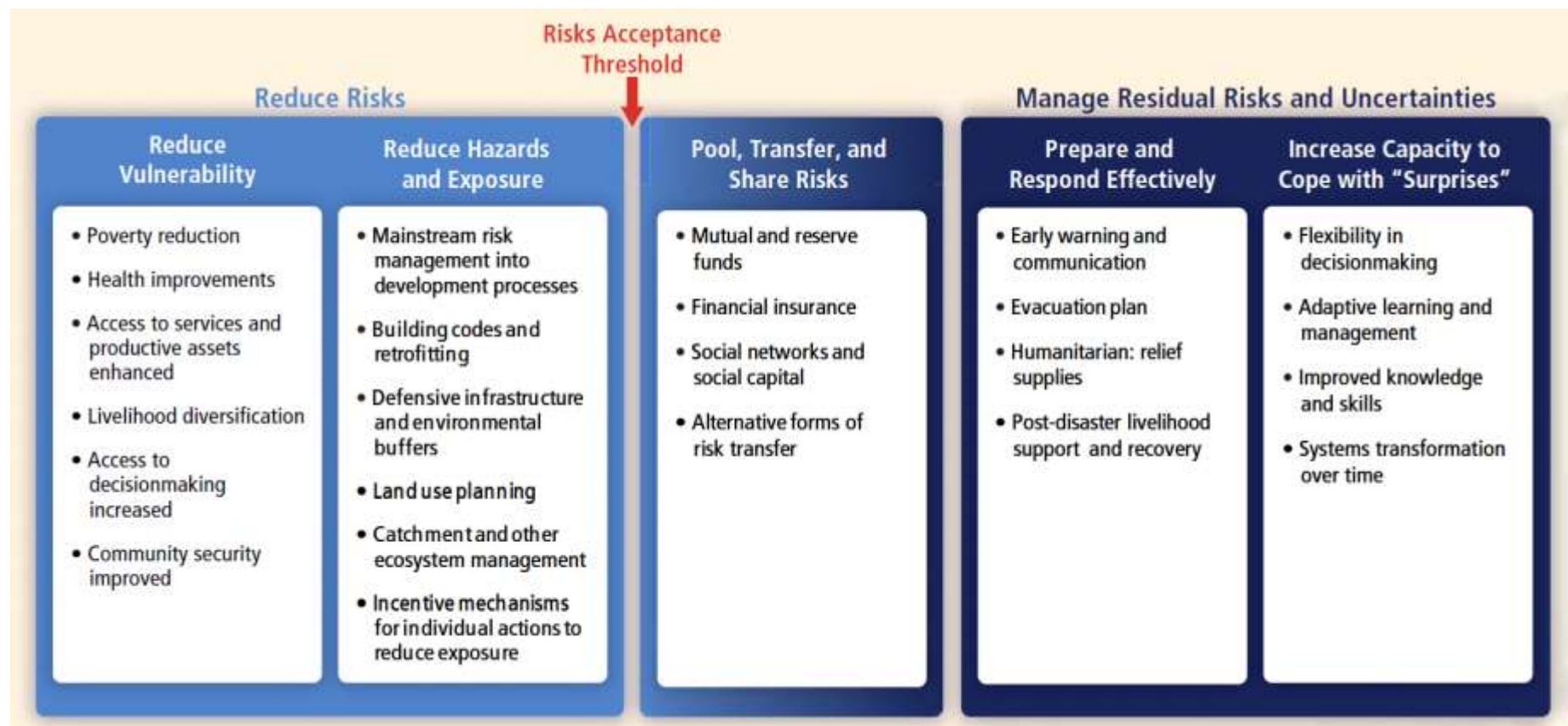
- The United Nations Strategy for International Disaster Risk Reduction (UNISDR) is mandated to coordinate the HFA implementation and reporting.
- The HFA/SFDRR is the most important framework for DRR.
- Conflict / fragile situations has been widely discussed for SFDRR, but was not considered in the end.

Why DRR in development cooperation?



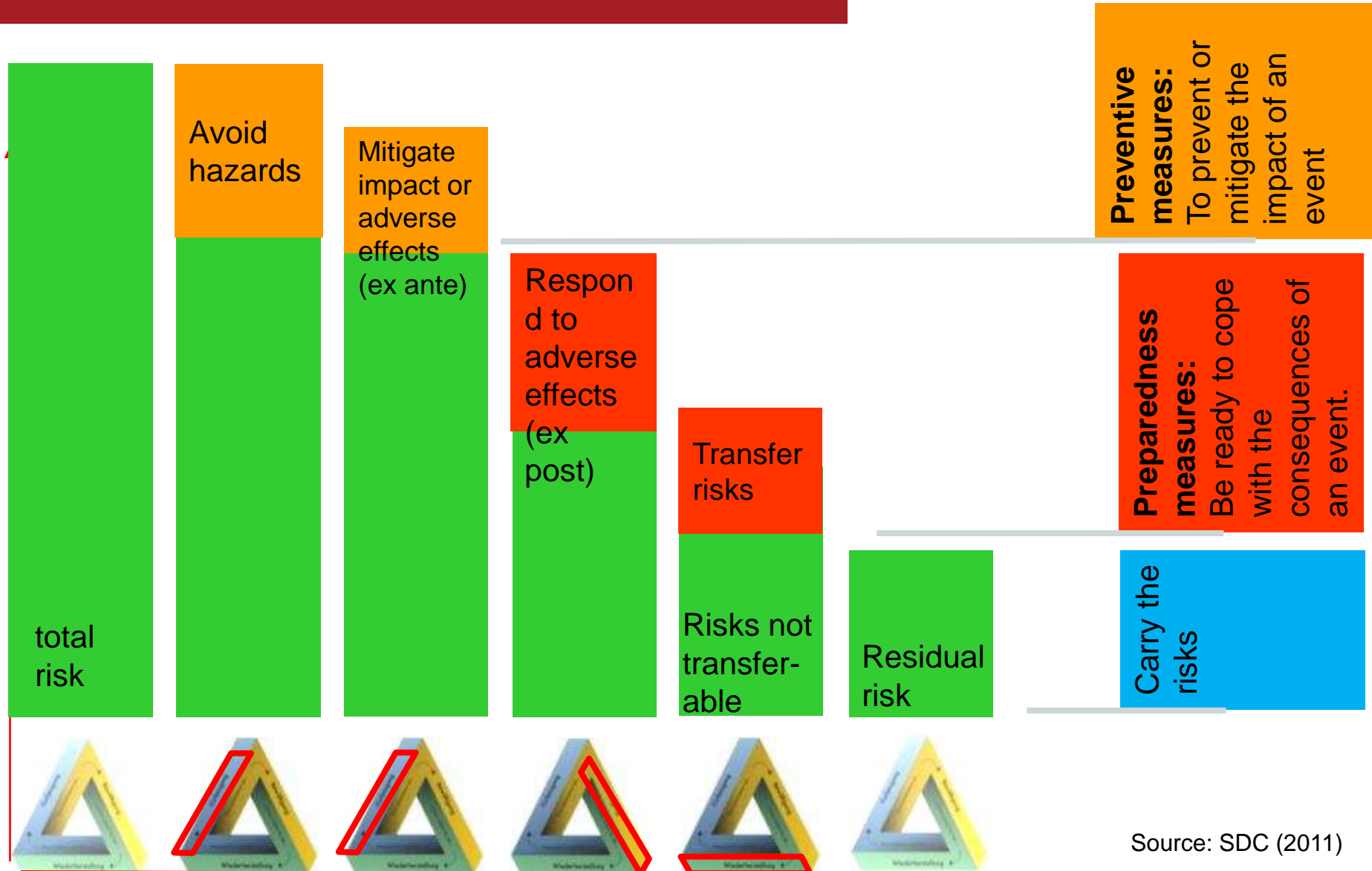
- **Exposure and vulnerability** are main elements for the rise in disaster losses (SREX 2012).
- **Climate change** is often **only one of the drivers of future changes**, and is not necessarily the most important driver at the local scale (SREX 2012).
- Puts development efforts under threat (e.g. MDG).

Risk Management Framework

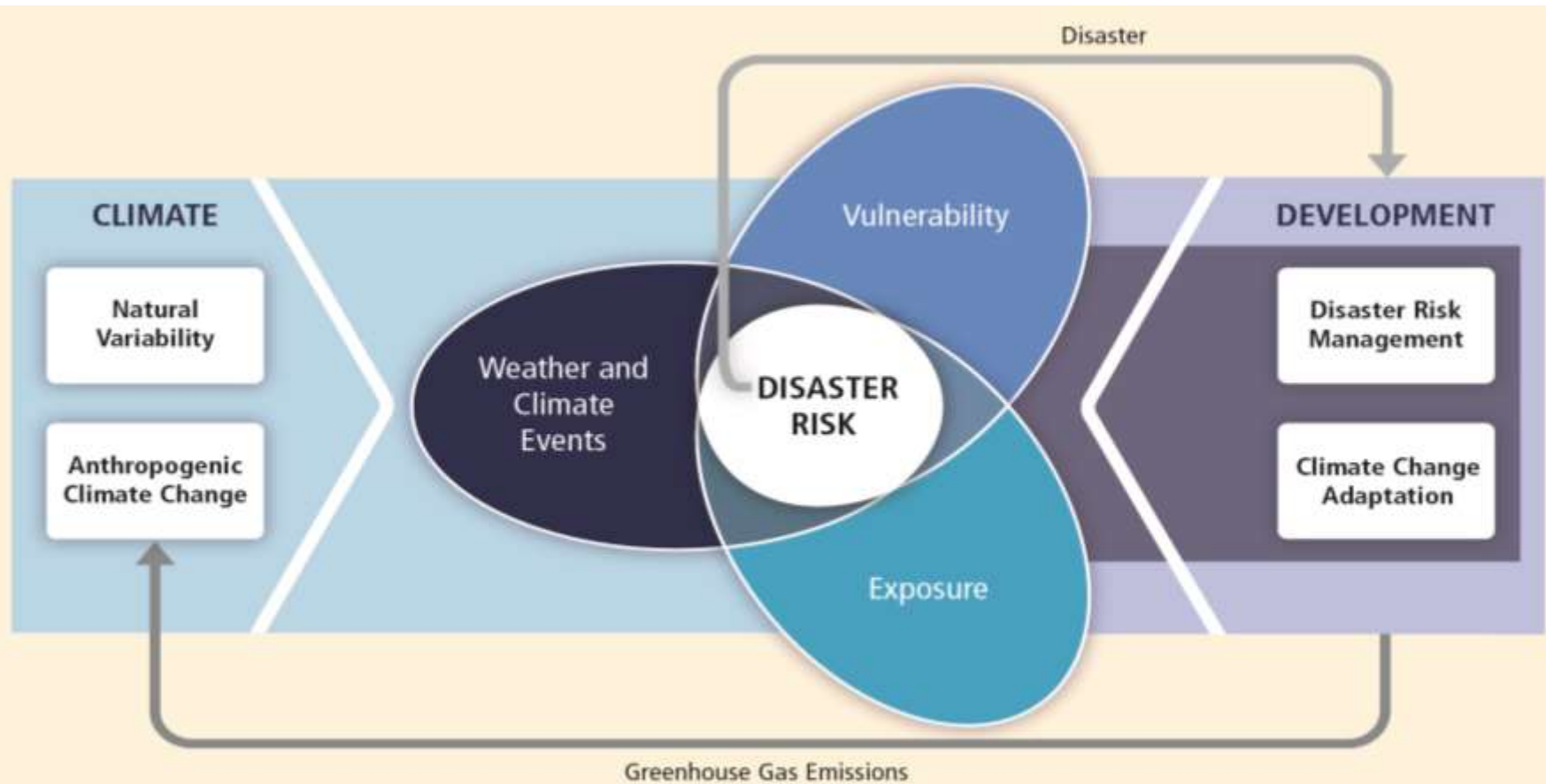


Source: IPCC, Special Report on Extreme Events 2012

Risk Management Strategies



DRM and CCA in the context of development



The most effective strategies offer development benefits in the relatively near term and reductions in vulnerability over the longer term.

- 1. Closer integration of DRM and CCA** along with the incorporation of both into local, sub-national and international development policies and practices.
- 2. Multiple-hazard risk management** provides opportunities to reduce complex and compound hazards.
- 3. Balanced portfolio of measures** including the creation of subsidiary systems, the reinforcement of local collective action and international scales.
- 4. Iterative process of monitoring, evaluation, learning and innovation** can reduce disaster risk and promote adaptive management in the context of climate extremes.

**Increase
in
resilience**

Working in Fragile and Conflict affected Situations



Esther Marthaler

DO WE HAVE LESS VIOLENT CONFLICTS?

- Middle of the last century, many states gained independence.
- Violent conflicts grew in numbers till the 90ties
- Number of democracies also rose in the 90ties.
- This growth has now slowed down significantly.
- The number of anocracies (non-functional democracies) grew.

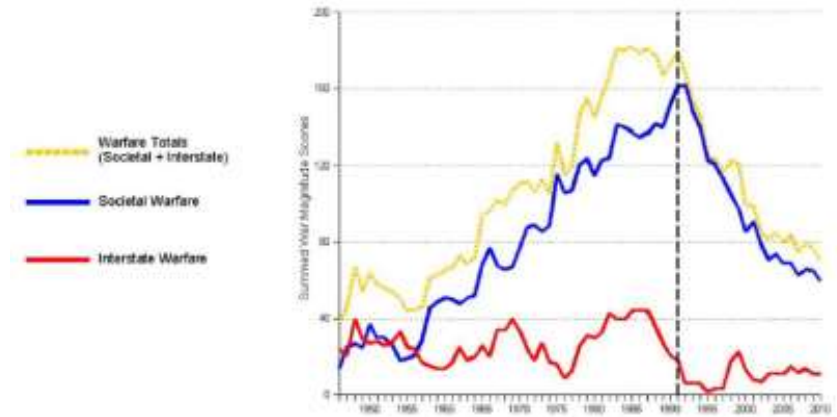


Figure 3. Global Trends in Armed Conflict, 1946-2010

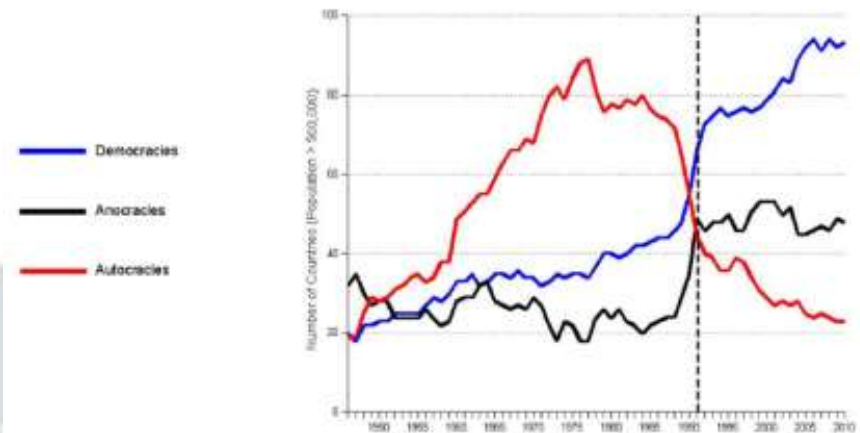


Figure 6. Global Trends in Governance, 1946-2010

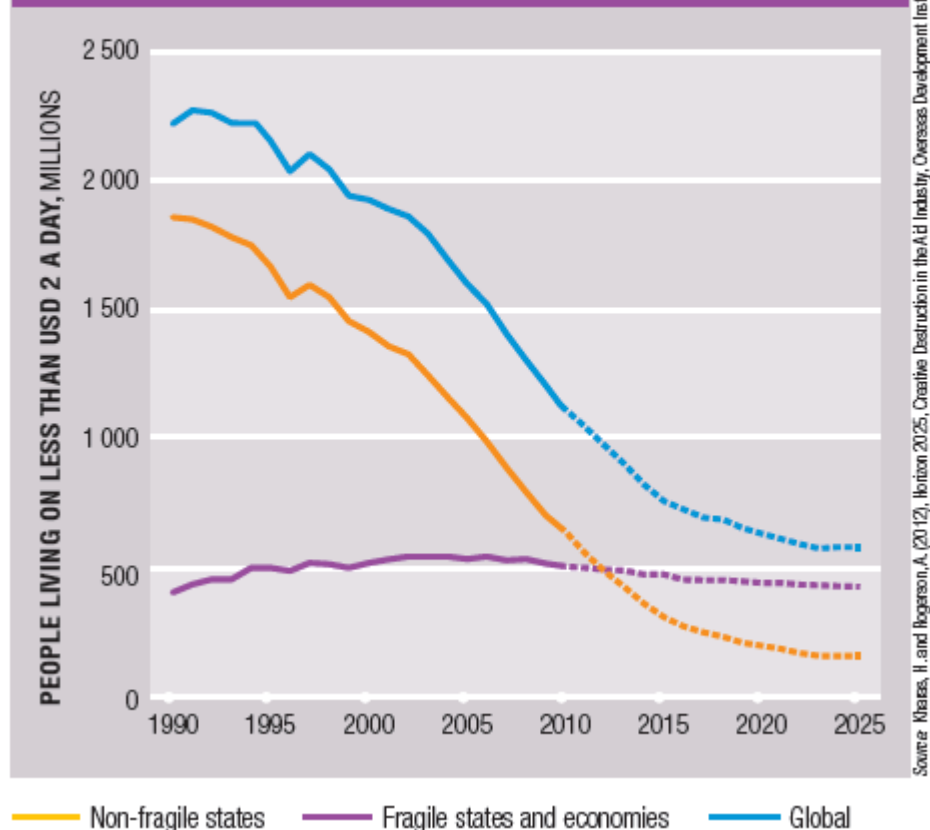
Global Poverty and Fragility / Conflict

States are fragile when:

- State structures lack acceptance (and therefore LEGITIMACY)
- They lack the capacity to provide *basic services and promote sustainable and equitable economic development* (CAPACITY)
- They are unable to safeguard the security and human rights of their populations (MONOPOLY OF FORCE/SOVEREIGNTY)

Fragility can also be localized in pockets or regions

Figure 1. GLOBAL POVERTY IS DECLINING SHARPLY
.... EXCEPT IN FRAGILE STATES



THE MDG Deficits and AID in fragile contexts



... global poverty is increasingly concentrated in fragile states

WHAT IS DIFFERENT FOR DEVELOPMENT COOPERATION?

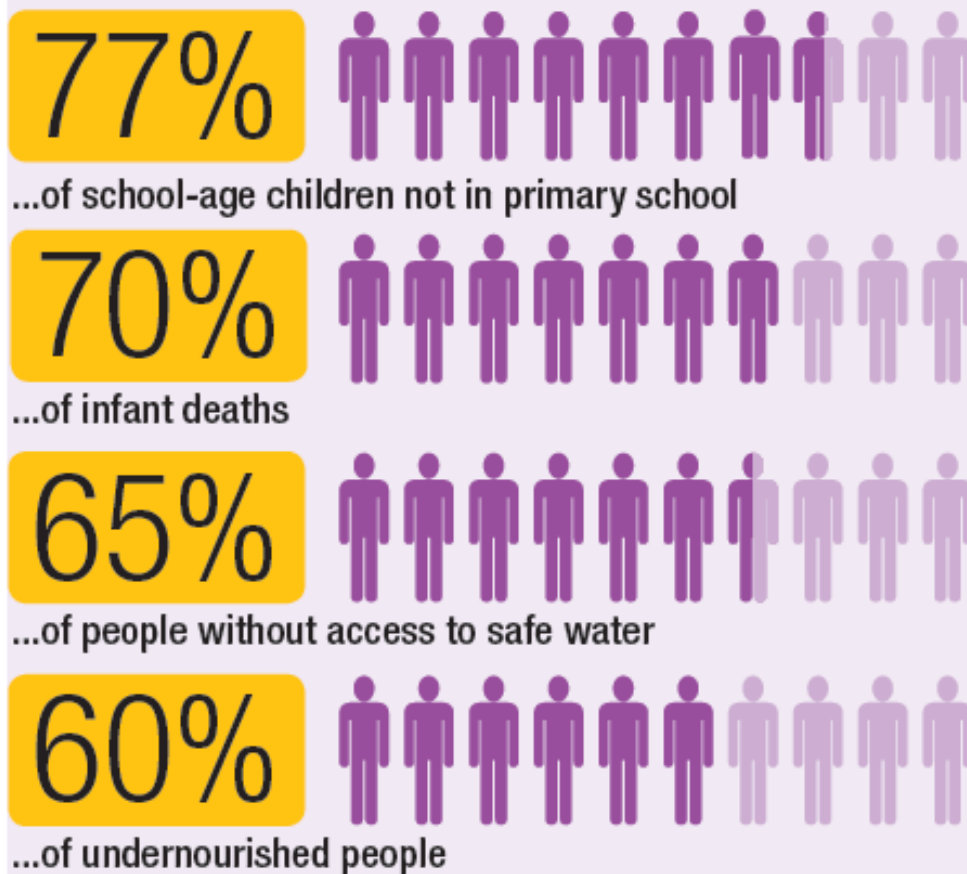
- **Invisible tensions** must be assessed
- **Positive capacities** despite conflict need to be analysed
- **The complex and volatile systems** need to be understood
- **Political and security challenges** need to be recognized

➤ This way we are able to avoid damaging and unplanned consequences

AND

➤ We can foster existing positive and constructive potentials

Figure 2. THE MDG DEFICIT IS CONCENTRATED IN FRAGILE STATES

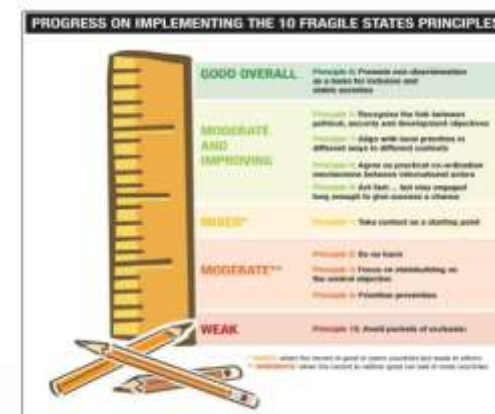


Source: Adapted from World Bank, The (2011), World Development Report 2011, The World Bank, Washington DC.

Linking FRAGILITY to global processes



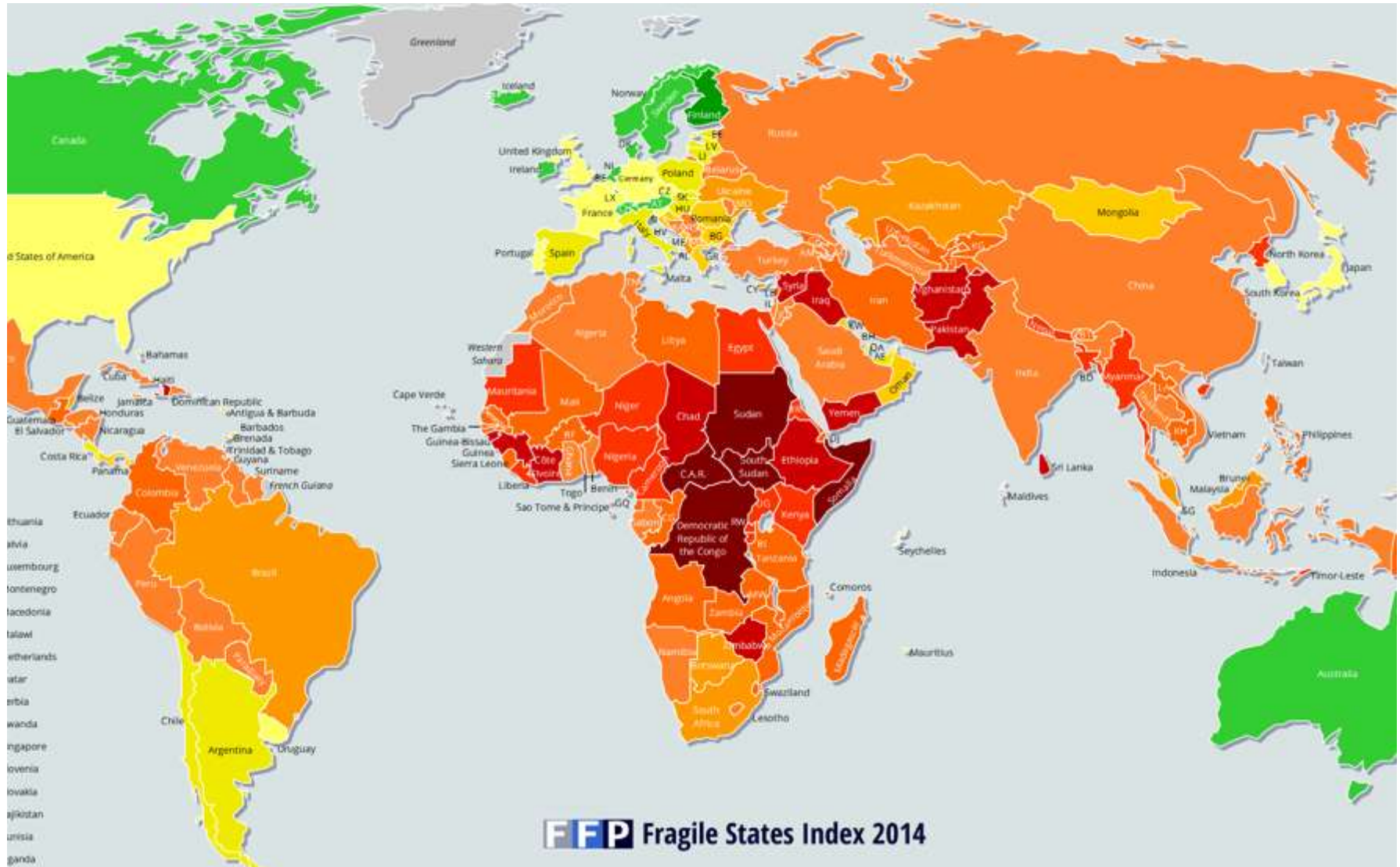
- OECD Fragile States Principles (FSP) 2007
- Monitoring the FSP 2011 in co-ordination with the monitoring survey of the [Paris Declaration](#) by the OECD's [International Network on Conflict and Fragility \(INCAF\)](#), Shortcomings identified
- World Development Report 2011, *Conflict, Security and Development*
- Aid Effectiveness: G7+ New Deal in Busan (2011) developed through the forum of the International Dialogue for Peacebuilding and Statebuilding
- SDC Message 2013-2016
- Fragility indexes



Afghanistan, Burundi, Central African Republic, Chad, Comoros, Cote d'Ivoire, Democratic Republic of the Congo, Guinea, Guinea-Bissau, **Haiti**, Liberia, Papua New Guinea, Sao Tome and Principe, Sierra Leone, Somalia, South, Sudan, Timor-Leste, Togo, Yemen (23)



FRAGILE STATE INDEX 2014



Fragile HELVETAS Countries



7	Afghanistan
8	Haiti
13	Pakistan
18	Niger
19	Ethiopia
26	Myanmar
28	Sri Lanka
29	Bangladesh
30	Nepal
35	Burkina Faso
= 38	Mali
48	Kyrgyzstan
55	Georgia
= 51	Tajikistan
58	Laos
= 62	Bhutan
= 59	Mozambique
61	Madagascar
65	Tanzania
= 67	Bolivia
70	Guatemala
75	Honduras
72	Nicaragua
74	Ecuador
78	Benin
79	India
= 83	Bosnia
92	Serbia
= 97	Vietnam
103	Peru
105	Armenia
112	Macedonia
119	Albania

Change from 2010 to 2013:
Yellow: Previously less fragile
=> Negative trend.

**Indexes as landmarks
or reminders not
normative frameworks**

Indices: Pro's and Con's

- Allow comparisons despite differences within each country
- Orientation tools: "early warning" to identify what needs further analysis

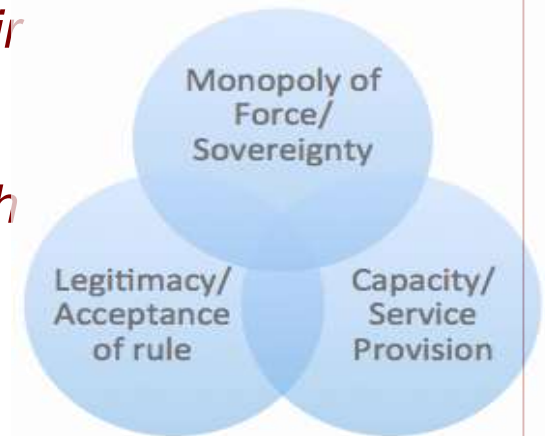
HELVETAS Definition of Fragile States



HELVETAS definition of “Fragility”

States or situations **lack sufficient ability** (or political will) to ...

- Provide **basic services** and promote sustainable and **equitable economic development** to their entire population (→ **capacity**)
- Gain their overall population’s identification with the nation state and maintain **rule of law** through inclusive politics (→ **legitimacy**)
- Maintain **control over all parts of their territories** and protect their overall population from armed violence while adhering to Human Rights (→ **monopoly of force**)



There are different degrees of fragility and fragility refers to the relationship between a state and its **entire population**.

Types of violence we are looking at:

- Inter-personal Conflicts
- Inter-Group Conflicts
- Inter-Community Conflicts
- Intra-Country Conflicts
- Inter-Country Conflicts



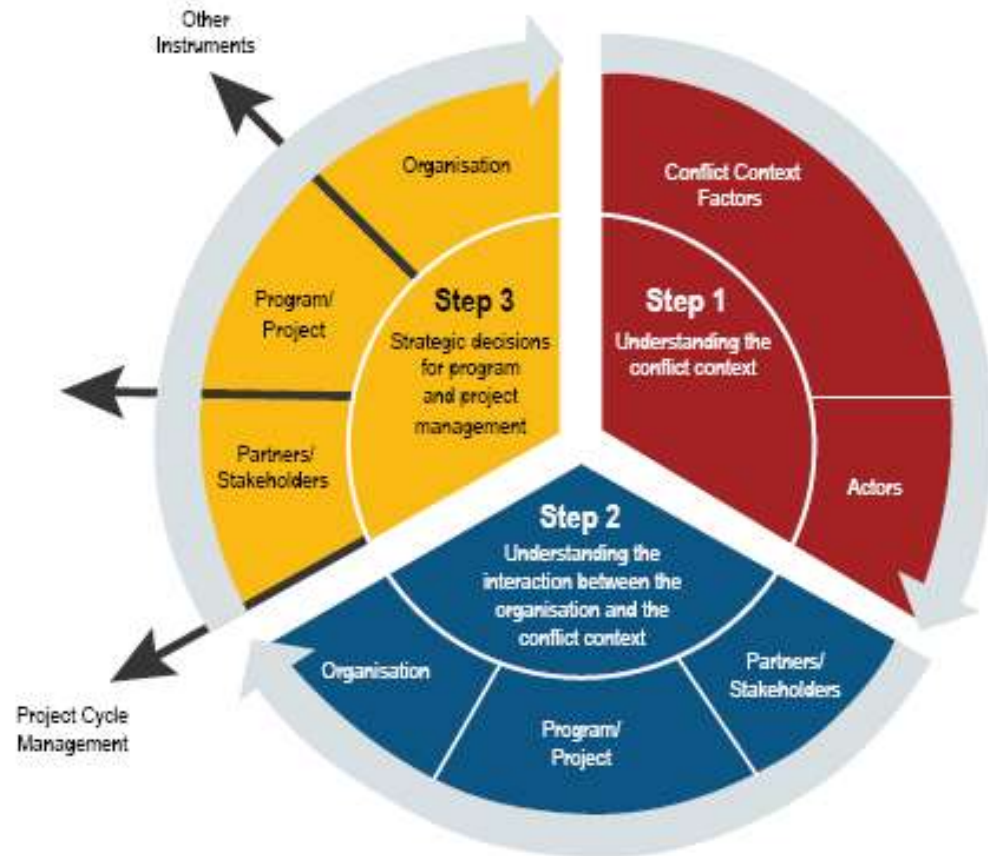
3-STEPS Approach

The 3-Steps approach for working in fragile and conflict affected situations

STEP 1: Understanding the conflict context

Step 2: Understanding the interaction between projects and the conflict context

Step 3: Strategic Choices



The manual and the field guide



MANUAL :

**3 STEPS FOR WORKING IN FRAGILE AND
CONFLICT-AFFECTED SITUATIONS (WFCS)**

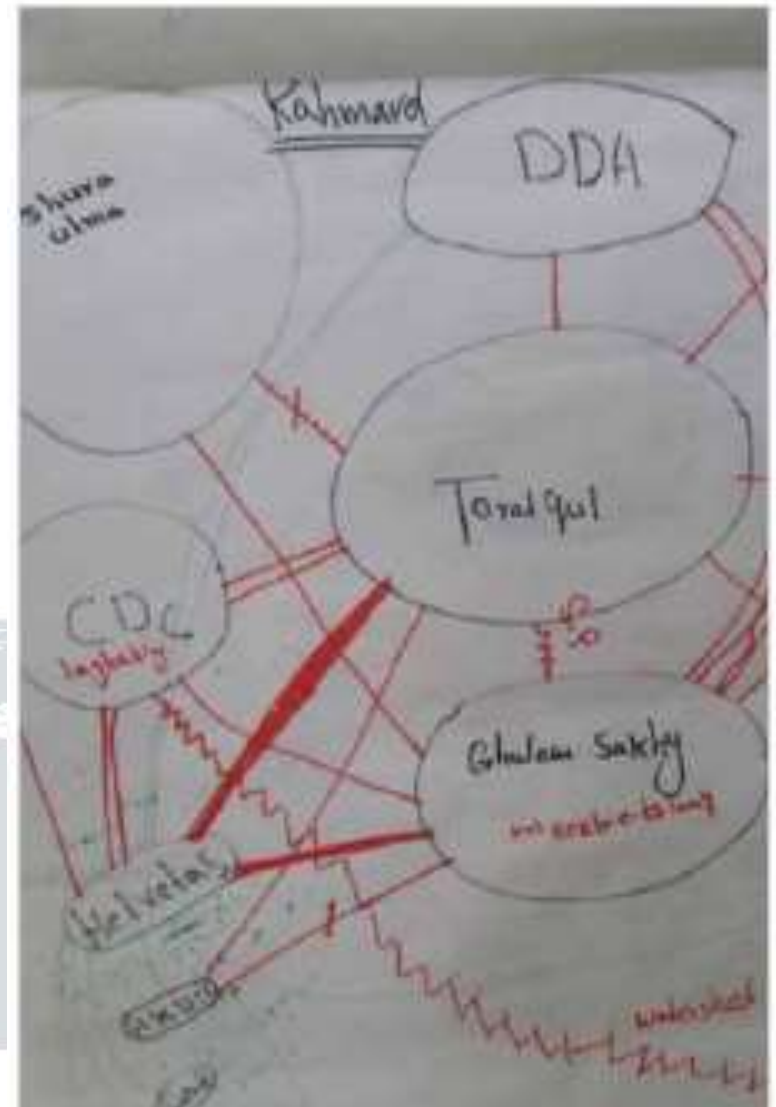
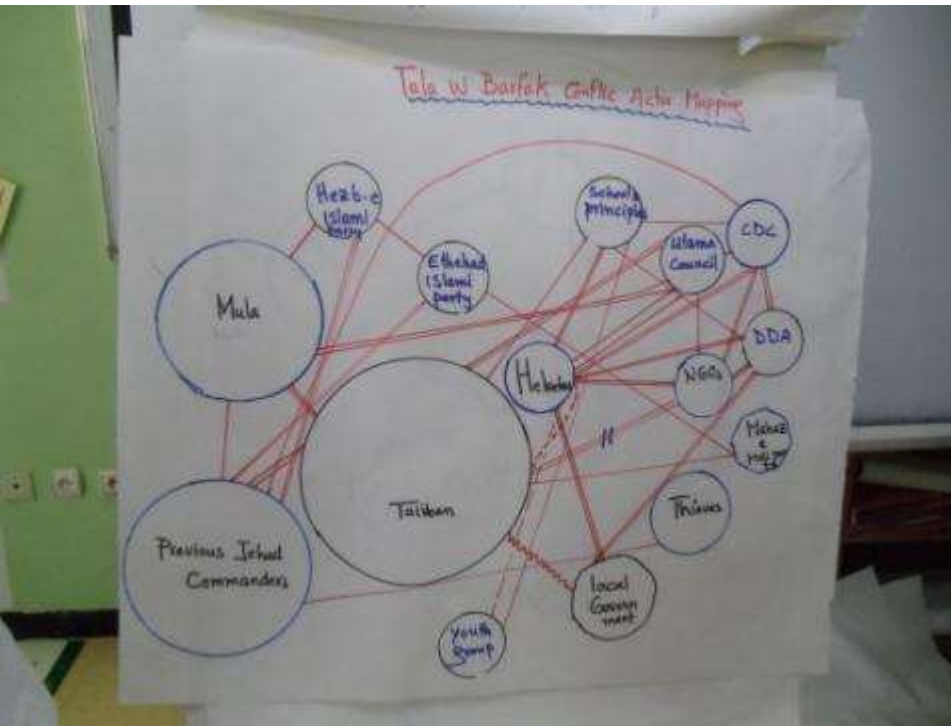


FIELD - GUIDE :

**3 STEPS FOR WORKING IN FRAGILE AND
CONFLICT-AFFECTED SITUATIONS (WFCS)**

STEP 1: Mapping

Mappings in Afghanistan



SOURCES OF TENSIONS (SOT) & CONNECTING ELEMENTS (CE)

Situations of conflict have 2 **driving forces**;

- SOURCES OF TENSIONS (SOT) and
- CONNECTING ELEMENTS (CE)

There are elements in societies, which **divide women and men** = **sources of tension**.

There are also always elements, **which connect people**, facilitate non-violence = **connecting elements**.

We need to:

Understand what divides women and men and where tensions are

Understanding what potentials to build upon exist despite conflict,

GOAL: Mitigate conflict or build on some positive forces for stability and non-violence in society.



CONNECTING ELEMENTS



Some reasonably legitimate local Institutions:

Some 3/4 of DDc and CDC are well functioning. These manage and mitigate local level issues and problems.

Common religion:

In this province, all people are Muslim which creates trust.

Tribal / traditional Institutions/law:

Women probably and certainly men are able to connect and interact across districts through these institutions. They are also managing conflict.

Local sporting event:

Common experiences in cricket create trust and relief from stress.

Bazaar day:

All men come together and trade goods with each others

VALUES
INSTITUTIONS
COMMON
EXPERIENCES
TRADITIONS
STRUCTURES

SOURCES OF TENSION



Post civil war trauma:

There is a significant lack of trust in the population; trust is limited to one's own group.

Weak governance:

Women and men cannot establish or defend their claims on resources.

Unequal distribution of foreign assistance:

Some communities and some groups seem to get more than others and some groups feel discriminated.

Affiliation to different political parties:

The government (and also local strong men) favour some and discriminate others.

VALUES
INSTITUTIONS
COMMON
EXPERIENCES
TRADITIONS
STRUCTURES

GOVERNANCE PROBLEMS



Response to governance concerns with greater emphasis on dialogue and adapting aid instruments and modalities, rather than reducing aid is recommended. *OECD. 2011. International Engagement in Fragile States. Can't we do better?*

GOAL

= understand the relationship between **state and citizens** :

= assess: ♦ **trust** ♦ **equality**
♦ **legitimacy**
♦ **communication** ♦ **fairness**
and ♦ **self-organising capacities**

EXAMPLE Nepal

GOUVERNANCE PROBLEMS

- Lack of trust between state and citizens
- No possibility to hold power holders accountable
- Very limited capacity for disadvantaged groups to have a voice
- No institution which solved conflicts in a fair way



Measures

- The basic data of projects are made public
- The projects are presented before the start and progress is shared with the population
- The government and project implementation unit is answering any question by the population
- Expenses are being discussed in public

Sharing information?

The sharing and dissemination of information (whom for and whom with?)

- **LANGUAGE and SOURCES OF INFORMATION ARE CRUCIAL**
- **Different views might stimulate internal discussions.**
- **Sharing the analysis, at least partially, with other stakeholders, such as partners, bi-or multilateral donor organizations or other NGOs may be considered.**
- **Principles such as impartiality and independence should be astutely balanced and applied.**

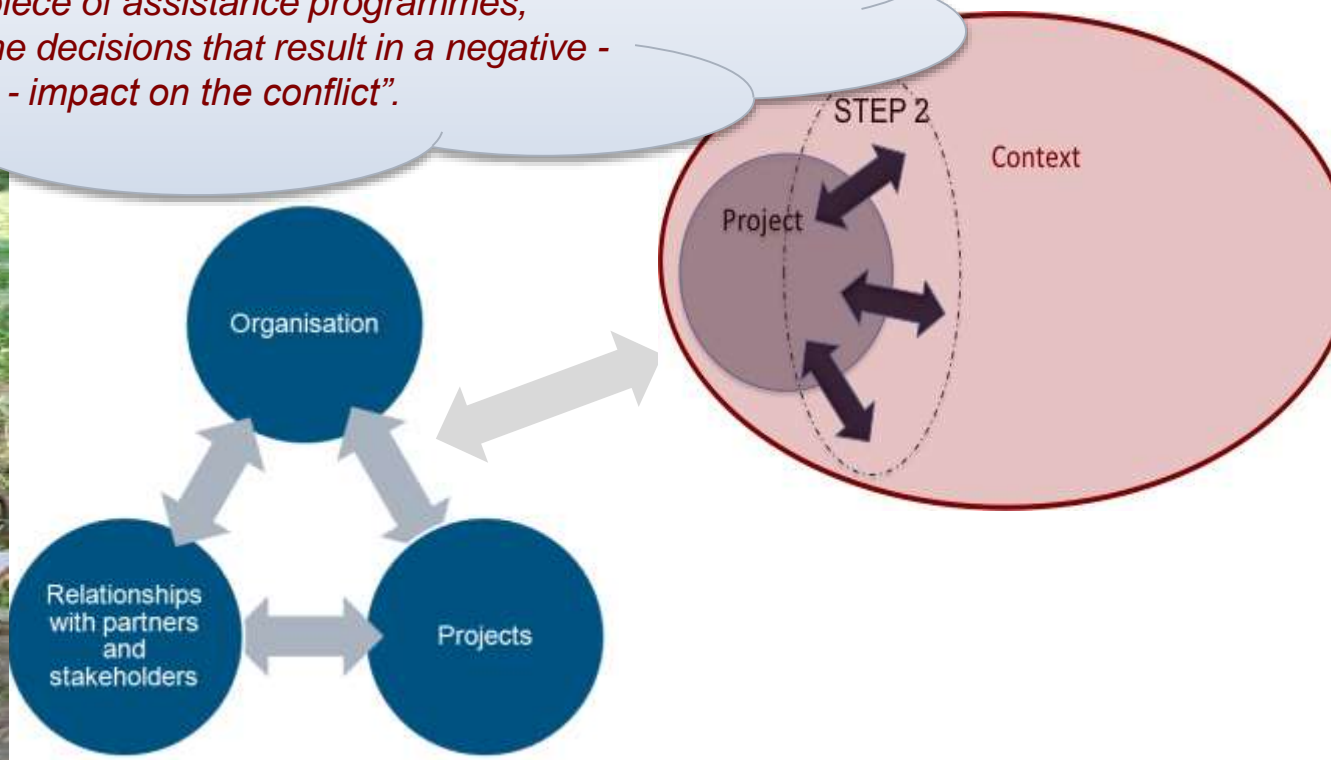


STEP 2

THE INTERACTION BETWEEN THE CONFLICT CONTEXT AND THE ORGANISATION

= Understanding the interactions between the elements identified in the conflict analysis and the intervention/project

It is never a whole assistance programme that is having an impact. It is a piece of assistance programmes, it is one or several of the decisions that result in a negative - or positive - impact on the conflict”.



FIELDS OF OBSERVATION

PROGRAM PROJECTS

- a. Objectives of the entire program
- b. Objectives of specific projects
- c. Project activities
- d. The selection of (groups of) concerned/beneficiaries
- e. Resource transfer to the local environment
(beneficiaries, stakeholders,
communities etc.)
- f. Information gathering and sharing

ORGANISATION

- a. The principles and working approaches
- b. Staff (incl. recruitment policies)
- c. Security management and geographical
intervention areas
- d. Internal communication
- e. Coordination
- f. Fundraising, donors and resource allocation

RELATIONS: : Partners and stakeholders of the program:

The following aspects have to be looked at:

- a. Implementing partners,
- b. Communication with stakeholders
- c. Communication with local authorities
- d. Donors

STEP 3: STRATEGIC CHOICES

The third step is based on Step 1 and Step 2:

- **through different choices or options for adaptations** and
- ends at a few concrete **strategic program/project and management decisions** on the necessary **special features of the projects** to consider conflict and fragility

The outcomes of Step 3 are:

1. The strategic choices for the project, should lead to supporting the **strengthening of Connecting Elements** and the **weakening of those elements, which drive conflict and tensions (Sources of Tensions)**.
2. Necessary actions and integration into PCM to address organisational factors

Today and outlook...

Some of the largest disasters on record have occurred in challenging contexts¹³²



Thank you very much!