

Dealing with Disasters, Fragility and Conflict

Moving towards a comprehensive risk management framework



Nicole Clot and Esther Marthaler

HELVETAS Swiss Intercooperation

Learning Event on DRR and
Fragility

7 April 2015

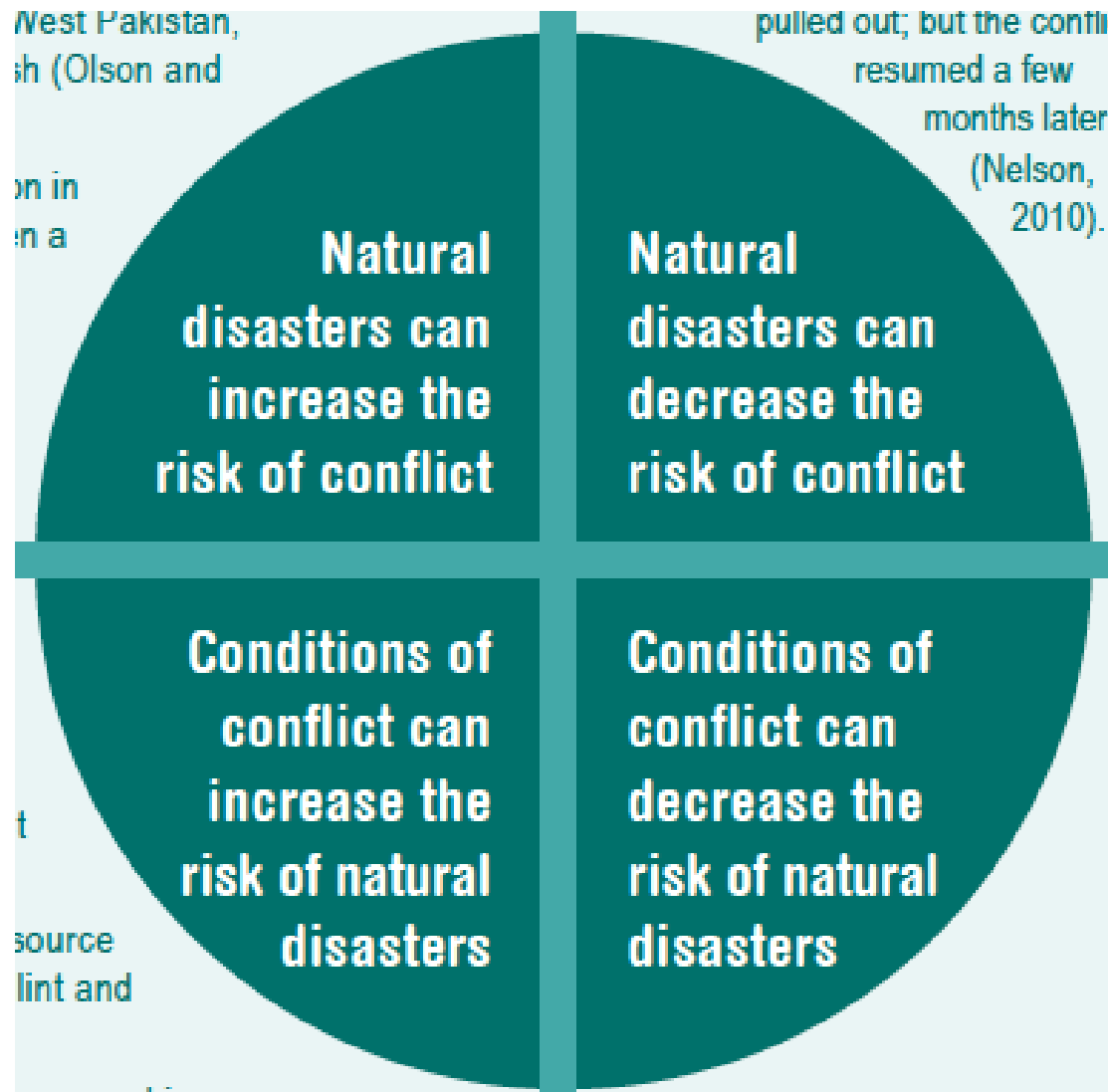
Swiss NGO DRR Platform

Content of the presentation



1. The current debate
2. HELVETAS Swiss Intercooperation's approaches to DRR and Conflict: What are the issues?
3. Towards a comprehensive risk management framework
4. Case Study: Afghanistan

DRR and Fragility



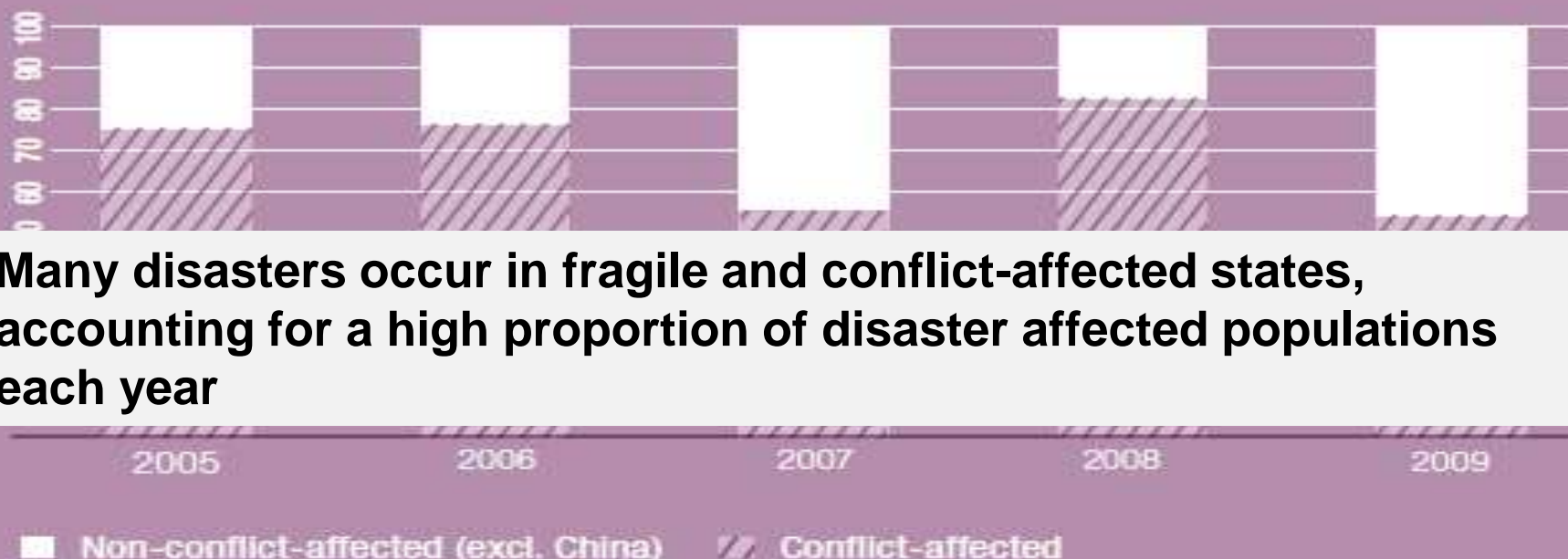
DRR and fragility

50%

Between 2005 and 2009, more than 50% of people impacted by natural hazard-related disasters lived in fragile and conflict-affected states.

80%

In some years the figure was more than 80%.



Many disasters occur in fragile and conflict-affected states, accounting for a high proportion of disaster affected populations each year

DRR and fragility

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



DRR and fragility



The 20 countries ranked most at risk due to high levels of fragility, disaster, poverty and climate change vulnerability combined



IPCC (2014) : Climate Change and Conflict



Causality between climate change and violent conflict is difficult to establish due to country-specific sociopolitical, economic and cultural factors.

Tendency:

- **Violent conflict increases vulnerability to climate change.** Large-scale violent conflict harms assets that facilitate adaptation (including infrastructure, institutions, natural resources, social capital, and livelihood opportunities).
- **Climate change can indirectly increase risks of violent conflicts in the form of civil war and inter-group violence by amplifying well-documented drivers of these conflicts such as poverty and economic shocks.** Multiple lines of evidence relate climate variability to these forms of conflict.

In particular in regard to Africa:

- Climate change and climate variability have the potential to **exacerbate or multiply existing threats to human security** including food, health and economic insecurity, all being of particular concern for Africa.
- As violent conflicts are based on a variety of **interconnected causes**, of which the environment is considered to be one (but rarely the most decisive factor) it remains disputed whether and if so, how the changing climate directly increases the risk of violent conflict in Africa.
- Climate change impacts that **intensify competition for increasingly scarce resources** like freshwater and arable land, especially in the context of population growth, are areas of concern.
- The **degradation of natural resources** as a result of both **overexploitation and climate change** will contribute to increased conflicts over the distribution of these resources.

Current Post-2015 debate: setting the scene



- About 70% of fragile states have seen conflict since 1989.
- For every three years a country is affected by major violence, poverty reduction lags behind by 2.7% points.
- 30% of ODA is spent in fragile and conflict-affected contexts.
- None of the 8 MDGs include a peace and security dimension
- 1 in 4 people on the planet live in areas of fragility and insecurity (WB).

- Only about 1% of the ODA is used for prevention and preparedness between 2000 and 2010 (ODI).
- In the last 20 years, natural disasters have affected 64% of the world population (UNISDR).
- 95% killed by natural disasters are from developing countries (IPCC).
- Economic losses relative to national economies are highest in developing countries (UNISDR).

→ From 2005-2009, more than 50% of people affected by disasters lived in fragile and conflict-affected states (ODI 2013).

→ High-profile disasters from the last 5 years have been shaped by conflicts and insecurity (e.g. Haiti, Pakistan, Burma, Indonesia)

The current Post-2015 debate: what do we have



- The Principles for Good International Engagement in Fragile States and Situations (FSPs), OECD in 2007.
- Geneva Declaration on Armed Violence and Development.
- New Deal for engagement in fragile states (peace- and state building goals developed by the International Dialogue on Peace- and State building of the G7+ and OECD states).
- World Bank World Development Report 2011 on Conflict, Security and Development

- Sendai Framework for DRR (2015-2030) with its 4 main Priorities for Actions.
- SFDRR: addressing social conflicts in relation to DRR.
- UNFCCC negotiations: DRR has been increasingly considered as a key topic (post 2015).
- Special Report on Extreme Events (IPCC 2012).



- Donors are increasingly recognizing that **political instability and conflict** are factors which are compounding already existing vulnerability to disasters.
- **Resilience building**: is often the entry point for linking and addressing DRR and fragility (e.g. DFID's response to the 2011 UK Government's Report on the Humanitarian Emergency Response Review).
- **Resilience definitions** among donors emphasize tackling root causes of recurrent crises – which broadens the scope and definition to include fragile and conflict contexts (e.g. EU Communication May 28 2013, USAID).

But:

- Although resilience is guiding donor reflection on combining DRR and fragility, **the two continue to be addressed separately and funding for a joint approach is so far limited and challenging.**

HELVETAS Swiss Intercooperation's approach: Towards a comprehensive risk management framework

DRM: 4-Step Approach



Step 1

- Risk Analysis

Step 2

- Identification of DRR and CCA options

Step 3

- Priorization of DRR and CCA options

Step 4

- Inclusion of the measures in the logframe

3-STEPS Approach

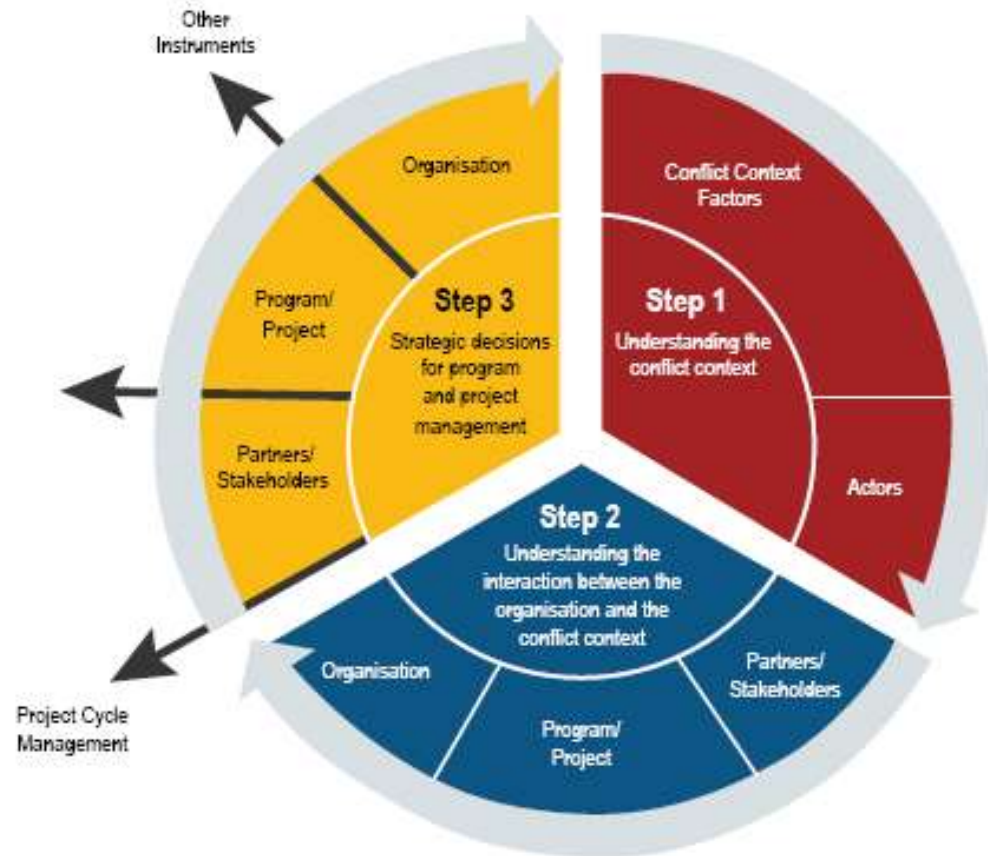


The 3-Steps approach for working in fragile and conflict affected situations:

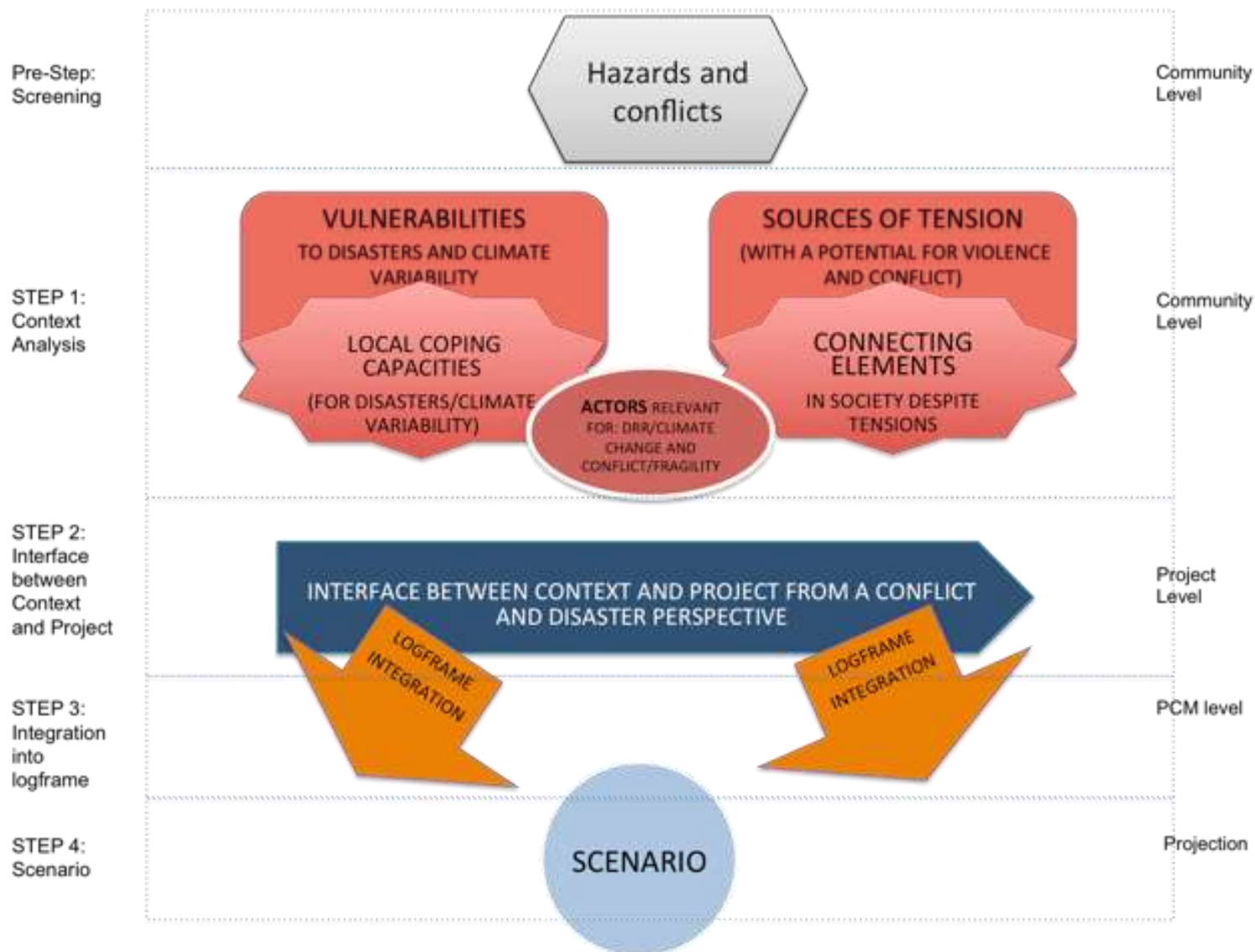
STEP 1: Understanding the conflict context

Step 2: Understanding the interaction between HELKETAS Swiss Intercooperation and the conflict context

Step 3: Strategic Choices



Dealing with Disasters, Fragility and Conflict: Moving towards a comprehensive risk management framework



Pre-Step Screening



Table 1: Identification of major hazards and conflicts

[illegible]

Screening and decision making

► SCREENING: Identification of major hazards and conflicts



**Decision-making
according to major
hazards and conflicts
(screening)**

Focus on DRM

Proceed with DRM
assessments
+ minimal Conflict Aspects

Assess DRM and
Conflict equally

Proceed with the
new combined
approach

Focus on Conflict

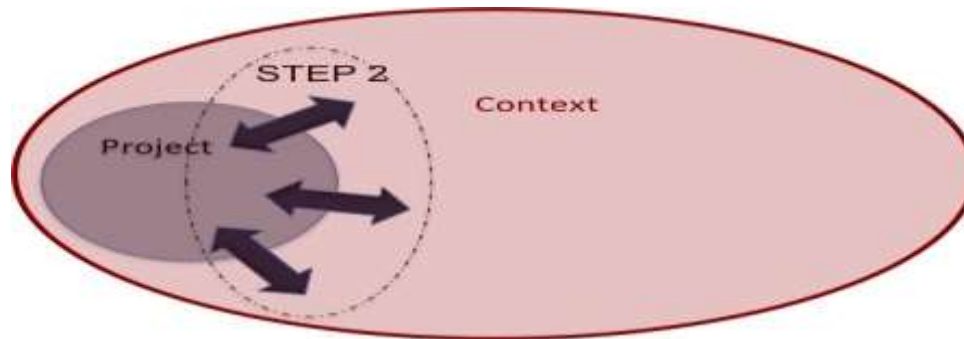
Proceed with 3-Step
Manual
+ minimal DRR Aspects

- ▶ **Step 1a: Actor Mapping**
- ▶ **Step 1b: Vulnerability and local capacity analysis**

Table: RISK and local CAPACITY analysis

Relevant hazards (disasters??) and conflicts in the project region	Vulnerability (of the population to DRR / climate change)	Current local coping capacities (for climate change/DRR)	Impacts on livelihoods and assets	Sources of tensions (with a potential for violence and conflict)	Connecting elements in society despite tensions/fragility
1.					
2.					
3.					
1.					
2.					
3.					

Analysis of the interface between context and project from a conflict and disaster perspective



Step 2a: Impacts and the how of project implementation:

Questions for implementing staff or partners

Step 2b: Implementation and management:

Questions for the (project/program) management

Step 3: Inclusion of identified measures in the logframe



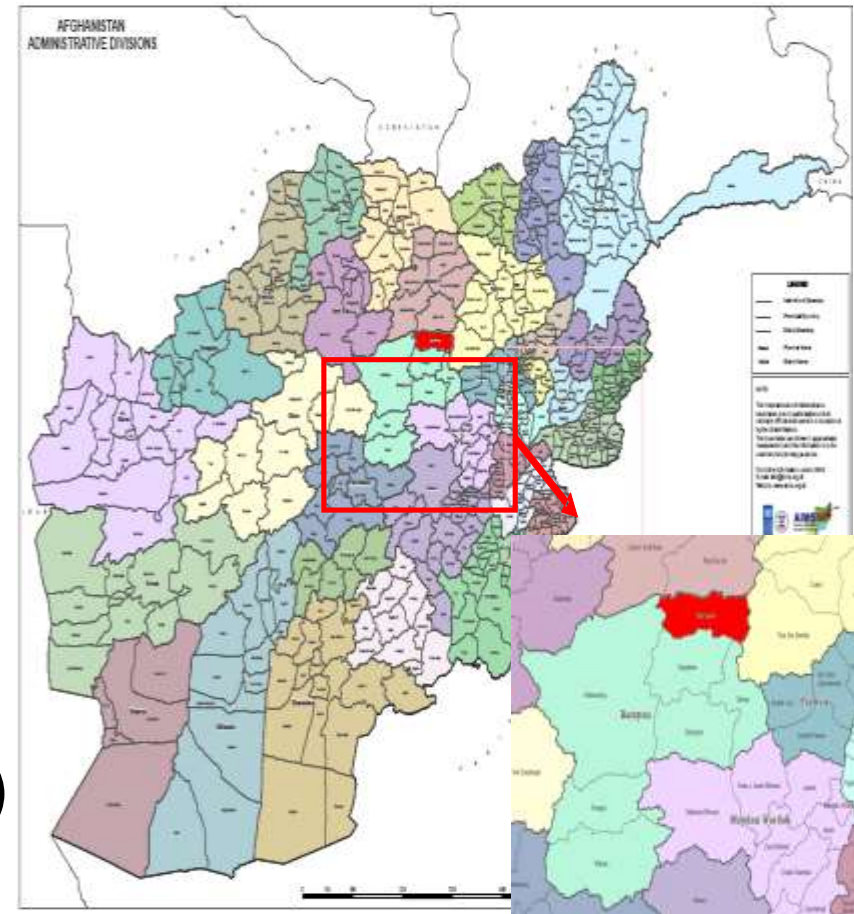
Integration of disaster and conflict in the Logframe		short-term	mid-term	long-term	Resources needed	
					own	external
	Measures identified to be integrated in the logframe					
Objective A						
Activity 1						
Activity 2						
Activity 3						
Objective 2						
..						
Objective 3						
..						
Objective 4						
..						

STEP 4: SCENARIO DEVELOPMENT: Include climate change

Case Study: Afghanistan

Context

- 80% of the population lives in rural areas
- Natural hazards: drought, floods
 - Degradation of watersheds
 - Uncontrolled use of natural resources leads to:
 - increase in flash floods
 - decrease in soil fertility and production
- Continuous war (more than 30 years)





The daily struggle for water



12% farmland



Loss of farmland



Loss of property and houses

Project



Goal: To contribute to **improved livelihoods** of poor rural population by reducing flash flood damages, drought risks and increasing long-term land productivity.



Preparedness and response

- Community based disaster preparedness
- Disaster mitigation and response structures
- Linking relief to development



Sustainable Land Management

- Legal aspects of watershed management
- Natural assets preservation
- Economic value addition



Protective Infrastructures

- Planning and fund mobilization
- Infrastructure projects implementation
- Project operation and maintenance

Gender, Capacity building, Good governance
and Conflict Sensitive Project Management

30 years of conflict



Fragile Context: Afghanistan



- People disconnected from weak government institutions (lack of trust)
- High level of corruption in government, police, army, justice (impartiality?)
- Flourishing war economy & organised crime
- Weakening loyalties among political and economic powerbrokers
- Increasing divides along ethnicities, tribes and religion



Project Cycle Management not fundamentally different than in stable contexts, but with additional features:

- Use of **multiple sources of information** for more intensive/regular context assessment (monitoring of patterns/indicators of fragility, scenarios)
- Programming addressing visible problems (**short term**) and cause and effects of conflicts and fragility (**longer term considerations**)
- **Flexible** programming designs (deteriorating human security situation)
- **Adapting monitoring and accountability** systems (eg. photos, specialized partners, contractors, sms)
- Strict monitoring to ensure **not doing harm**
- **Greater flexibility** in the use of resources (quick decisions)
- **Increased dialogue** with humanitarian actors and other actors
- Enhanced **security management**

Features contributing to resilience building

- DRR can be an **excellent entry point to tackle sensitive change-issues**, conflict issues and to foster **trust**.
- A **detailed understanding of local security and fragility issues** provides the basis to design suitable DRR schemes (attention to security situation in remote areas).
- **It is crucial to link DRR analysis with the analysis of conflict and fragility and pursue a parallel approach.**
- **Legitimate and capable local institutions** are key to successful DRR measures (trust is needed to invest in long term-planning) to guarantee maintenance of DRR systems.
- In the absence of a functioning state, **DRR at the micro level is even more crucial** and can have a significant positive impact at the local level.

Main Lessons Learned



- **Success stories** are even more important in such contexts in order to convince stakeholders to invest in DRR but also to bring them together and show that **joint and coordinated intervention** can have positive impacts (vs. isolated and uncoordinated action). e.g. OECD Dac Evaluation
- Constantly **re-negotiated** DRR solutions are KEY for sustainable and balanced measures.
- Tackling DRR and WFCS in a **holistic approach contributes to improving the management of natural** resources.



Challenges



“In fragile and conflict affected situations, everything is three times as difficult and time consuming.”

(Tania Rohrer, HELVETAS Swiss Intercooperation
Programme Advisor, Kabul Afghanistan)

Challenges



Develop and discuss scenarios for the immediate and long-term future is particularly difficult in fragile and conflict-affected situations.

Natural risks can be **increased through conflicts among stakeholders**. To address the underlying causes of such risks is then particularly difficult as collaboration and **coordination** among the stakeholders is not functioning which would be crucial to mitigate the adverse impacts.

Some **conflict affected areas** are not accessible for international actors, hence response is difficult.

“Build back better” (but how, when considering social/political aspects) is only opportune if sufficient measures are taken to avoid fuelling existing tensions.

In the absence of a **functioning state**, **local stakeholders** have to take over a **stronger coordinating role** during a disaster as regional or even national authorities lack the capacities to intervene and coordinate actions.

In fragile and conflict affected contexts, **corruption** is quite common and can negatively influence or even hinder stakeholders to invest in DRR measures.

Advocacy for prevention and preparedness in fragile situations is even more challenging: Moving away from a purely relief approach to a more proactive and holistic approach demands a lot of **stakeholder coordination** meetings and the **involvement of all actors is key**.



Baqa Kushta watershed (Kahmard) in 2010



Baqa Kushta watershed in 2008

**Thank you
very much!**