



ACF INTERNATIONAL
POLICY DOCUMENT

DISASTER RISK MANAGEMENT FOR COMMUNITIES



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EXECUTIVE SUMMARY

The impacts of disaster and undernutrition are increasing. Compounded by an increase in the number of disasters, the numbers of people affected and the amount of economic damage to livelihoods is increasing and more people are being displaced and are experiencing longer periods of vulnerability. Evolving regional and global drivers, including climate change, environmental degradation, market fragility, economic marginalisation and unplanned urbanisation, are exposing more people to more frequent hazards, whilst incrementally eroding the resilience of people to these hazards. Poor governance and insecurity threats magnify the components of disaster risk.

The causes of disaster and undernutrition are increasingly linked. Crisis and disaster may not directly cause undernutrition, but act to reinforce or accelerate underlying structural factors leading to undernutrition. The vulnerability of people to disaster is greatly affected by discrimination, lack of self-determination, lack of access to economic systems such as markets and institutions and policies that neglect people. Poor governance and aid-agency practice reinforce the impact of hazards and drive long-term trends, resulting in more disasters and further risks.

Disaster losses and risk are concentrated in developing countries where most the poorest live. In these countries, marginalised and discriminated groups are particularly vulnerable to disaster and undernutrition. Without disaster risk management, families can experience self-reinforcing spiral of poverty, undernutrition and further disaster risk. This has resulted in a backwards step in the gains made by the Millennium Development Goals and a continuous ballooning of those suffering from hunger and undernutrition.

In response to these challenges, ACF advocates for integrated DRM at community level that expands on the humanitarian mandate from saving lives to saving livelihoods and creating an enabling environment for successful development to help solve world hunger, poverty and vulnerability to disaster. Here, ACF action aims to do (I) the right thing, (II) at the right time, (III) in the right way, to manage the risk of disaster and undernutrition. This means aligning action towards (I) five key risk management outcomes (systematic ACF contingency planning, preparation of communities for hazards, mitigation and prevention of risk, capacity building of local institutions, minimisation of the impact of key drivers of risk), (II) taking into account the timing of the action in the disaster cycle, and (III) recognising that the role of communities should be adapted according to their context and wishes, whilst structuring action using programme and project cycle management.

ACF DRM programming should have an open vision of disaster risk that (I) considers future impacts of natural hazards, insecurity and other man-made shocks, and undernutrition, and, (II) that more closely links the management of risk with emergency response. The tripartite partnership and the quality of relationships between communities, civil society and institutions are central to determine the most relevant DRM action. Programming should both learn from lessons from the past and anticipate disaster risk in the immediate and long-term future, particularly for climate change. ACF recognises that the main risk management approaches of DRR, CCA, social protection, natural resource management and undernutrition prevention (defined in Section 2.2) are a means to achieve its risk management objectives. At each step, DRM action ensures that the vulnerability of different groups within communities is addressed and that their capacities are harnessed. Owing to the uncertain future that climate change and governance issues will bring, ACF aims to combine indigenous and external best practices and science to manage risk and to work with communities to design the most appropriate response.

Relying on reactive response and on increasingly insufficient emergency finance to meet the burgeoning needs of disaster, no longer represents an ethical or a feasible mode of operation. Especially as the cause and effect of disaster and undernutrition is increasingly understood. Integrated action between disaster operations and DRM will maximise the impact of ACF to address humanitarian and undernutrition needs, especially in difficult contexts which normally do not suit operations and tools of long-term actors.

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List of acronyms

AAH	Action Against Hunger
ACF	Action Contre la Faim international network
ACH	Accion Contra el Hambre
CCA	Climate Change Adaptation
CRED	Centre for Research on the Epidemiology of Disasters
CMAM	Community-based Management of Acute Malnutrition
DFID	UK Department for International Development
DIPECHO	The European Commission Humanitarian Aid department's Disaster Preparedness Programme
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EC	European Commission
ECHO	European Commission on Humanitarian Aid and Civil Protection
EWS	Early Warning System
EM-DAT	Emergency Events Database
FAO	Food and Agriculture Organizations of the United Nations
FSL	Food Security and Livelihoods
GAM	Global Acute Malnutrition
GDP	Gross Domestic Product
GFDRR	Global Facility for Disaster Reduction and Recovery:
GIS	Geographical Information System
HFA	Hyogo Framework for Action 2005-2015
IFRC	International Federation of Red Cross and Red Crescent Societies
IGA	Income Generating Activity
IDP	Internally Displaced Person
INGO	International Non-Governmental Organisation
IPCC	Intergovernmental Panel on Climate Change
LFA	Logical Framework Approach
NGO	Non-Governmental Organisation
OECD DAC	Organisation for Economic Co-operation and Development -Development Assistance Committee
PCVA	Participatory Capacity and Vulnerability Analysis
SAM	Severe Acute Malnutrition
SNRM	Sustainable Natural Resource Management
SP	Social Protection
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations International Strategy for Disaster Reduction
UNSCN	United Nations Standing Committee on Nutrition
VCA	Vulnerability and Capacities Analysis
WASH	Water, Sanitation and Hygiene
WB	World Bank



1. INTRODUCTION: PURPOSE OF THE POLICY

Increasing numbers of people suffer from the effects of disaster and undernutrition and the causes of disaster are becoming more complex. Other man-made threats, particularly for insecure contexts with poor governance, amplify disaster risk. This is challenging humanitarian agencies to re-evaluate their largely reactive programming.

The relative impact of different types of disasters demonstrates why DRM programming needs to equally consider natural hazards, conflict *and* undernutrition: 53 major armed conflicts led to 3.9 million deaths in the 1990s *alone*, compared to 2.28 million killed by natural disaster from 1975-2008². Furthermore, 3.5 million children and mothers die *per year* of undernutrition³, far above the human losses of conflict and natural disaster *combined*. The total number of people exposed to disaster from natural hazards has tripled over the past decade to 2 billion⁴, whilst the food, fuel and financial crises in the last several years pushed the total people suffering from hunger in the world to over one billion in 2009⁵. This is a 16% increase since 1990, eroding progress towards seven out of the eight Millennium Development Goals⁶. Although recent trends in deaths due to natural disaster are decreasing, the economic cost is rapidly ballooning. For example, the amount of GDP exposed to cyclones in the last 30 years has tripled and six times as many houses were damaged by cyclones in the last 20 years⁷.

In response, the mandate of humanitarian action has expanded to include long-term, chronic crises, to build anticipatory local response to prepare for, mitigate and prevent disasters, and contribute to the resilience of communities to emergencies⁸ (including initiatives such as Linking Relief, Rehabilitation and Development – LRRD). Adaptation actions to address climate change also exist (CCA).

This policy is written for ACF field practitioners and HQ staff, and the DRM stakeholders and communities that ACF works with. It aims to:

1. Define the issues of disaster risk and the different approaches to manage risk – it is important to use a coherent way of communicating DRM to others, given the lack of global coherence in terminology and concepts (Section 2),
2. Outline the current and likely future dynamics of disaster risk – it is equally important to understand why we do DRM and what we do for DRM. (Section 3),
3. Present the commitment of ACF for DRM in communities (Section 4) and how to make this practice sustainable within ACF via an institutional strategy (Section 5).

This policy is supported by more extensive and detailed guidelines that inform programming on the ground and a capacity building programme to disseminate these guidelines.

This policy emphasises joint *proactive* action addressing the risk, and *reactive* action addressing the impact of natural and man-made disaster with a special focus on undernutrition. It integrates the different approaches used to manage disaster risk into a DRM programming process which is underpinned by community livelihood analysis. It is aligned with the five pillars of the 2010-2015 ACF Strategic Framework (see Annex 2) focused on undernutrition, disaster management, partnership, capacity building and advocacy. It is also aligned with the five disaster risk reduction (DRR) priority actions of the Hyogo Framework for Action⁹, and with the climate change adaptation actions of the United Nations Framework for the Convention on Climate Change (UNFCCC).

2. DEFINING RISK DYNAMICS

ACF defines and analyses disaster risk using a sustainable livelihoods approach with special focus on undernutrition: a holistic view of how people access and control the factors that determine their livelihood choices. The following section clarifies the definitions used by ACF when referring to risk and the means to manage it. When using the term disaster risk, ACF incorporates the risk of negative impacts of natural phenomena and insecurity together with undernutrition. Undernutrition is a key as it represents the nexus of humanitarian needs in many communities.

2.1 Disaster risk

The risk of disaster and undernutrition results from the interaction of hazards (mostly natural phenomena) and threats (insecurity threatening whole communities) with vulnerable people. The capacity of people to cope or adapt to these hazards reduces risk. Thus, to successfully manage risk, programming needs to address the following four aspects:

Risk (disaster, undernutrition) = (hazard + threat) x vulnerability / capacity

However, for insecure contexts where conflict happens within a community due to, for example, ethnic or religious friction, then ‘threats’ affect all facets of risk, with important operational changes to be taken into account (e.g. community approaches are difficult to use):

Risk (disaster, undernutrition) = (hazard x vulnerability / capacity) x threat

Most hazards result from the interaction of man with natural processes, and occur rapidly (termed *rapid-onset* e.g. a flood), or slowly (termed *slow-onset* e.g. a drought), as listed in Annex 3. These events result in shocks (punctual impacts) and *stresses*¹⁰ (cumulative and continuous impacts) on people’s livelihoods and harm people when these events go beyond local and institutional capacity to cope or adapt. Other normal changes in *seasonality* heighten the vulnerability of people’s livelihoods at specific times during the year. This results in annual ‘hunger gaps’: periods of income shortages and increased health problems.

Vulnerability is related to the exposure of people to the hazard, their *sensitivity* to the hazard, and a lack of *capacity* to address the hazard. For example, people living in a zone characterised by high cyclone activity (exposure), who have significant undernutrition and health issues (sensitivity), and who live in communities that do not have the means to prepare for, and react to, the passing of a cyclone (capacity), are at high risk from a disaster. People’s capacity is divided into their ability to *cope* (e.g. reduction of household food consumption) using short-term unsustainable strategies, and to *adapt* (e.g. using drought- or salt-resistant crop varieties), using methods that keep pace with the changing nature of hazards and threats.

Trends are widespread phenomena occurring over decades and can be divided into changes in local climatic parameters, environmental degradation, changing demographics, economic marginalisation and informal/formal governance issues (these are outlined in the following section). Many natural hazards are worsened by these trends. *Climate change* refers to long-term changes in weather patterns leading to more frequent and intense extreme weather events, including severe dry seasons or flooding, and longer-term incremental changes, such as increases in average temperature and the alteration of seasons and sea levels.

2.2 Disaster risk management

Disaster risk management acts to reduce, accept or avoid disaster risk through¹²:

- ✕ *Disaster risk reduction* - managing hazards via preparedness, mitigation and prevention measures whilst working to build resilience;
- ✕ *Climate change adaptation* - actions taken to cope, evolve, or profit from changes in climate;
- ✕ *Sustainable natural resource management* - the management of ecosystems resulting in direct benefits and protective measures for livelihoods;
- ✕ *Social protection* - provision of income or transfers targeting disadvantaged people in order to address their vulnerability; and;
- ✕ *Prevention of undernutrition* - tackling the underlying and basic causes of undernutrition, commonly related to interventions in health, water, sanitation and hygiene, food security, nutrition, and maternal and infant care practices.

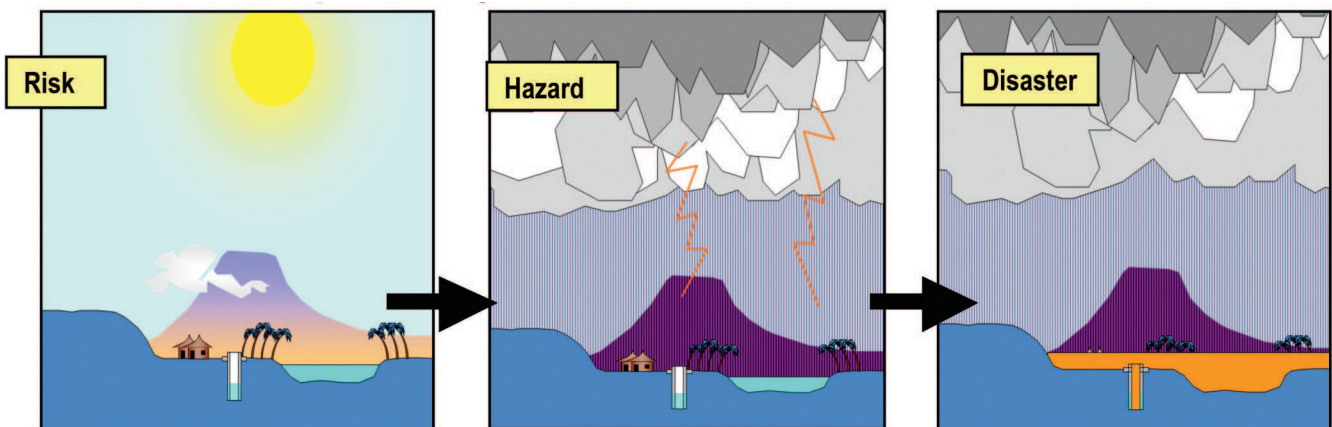
On the ground this includes helping communities to work on the factors leading to risk, bolstering preparation and efforts to respond to the next inevitable disaster, or deciding that nothing can be done by ACF for the community (leaving communities with the choice to move or to engage with other actors).

As outlined in Box 1, strategies common to the above generic approaches include *preparation*, *mitigation* and *prevention* of disaster, coupled with the reduction of vulnerability and strengthening of resilience. In order to ACF to address acute and structural humanitarian needs, *reducing vulnerability* aims to restore the livelihoods system to the pre-disaster state using traditional livelihood activities.

In contrast, *resilience building*¹³ aims to improve the pre-disaster state of a community by improving vulnerability reduction measures and by introducing new livelihood activities and promoting changes to traditional practices. Communities are able to recover from each disaster whilst developing new methods to keep pace with the evolving nature of the disasters. In the latter case, in practice this means (I) diversifying livelihoods, (II) building a culture of safety and (III) ensuring strong community cooperation with functional institutions that have integrated DRM into their system. For example, following a year of drought and excessive rainfall, a community is able to rebuild its livelihoods but learns to diversify crop varieties to profit from drier and wetter times.

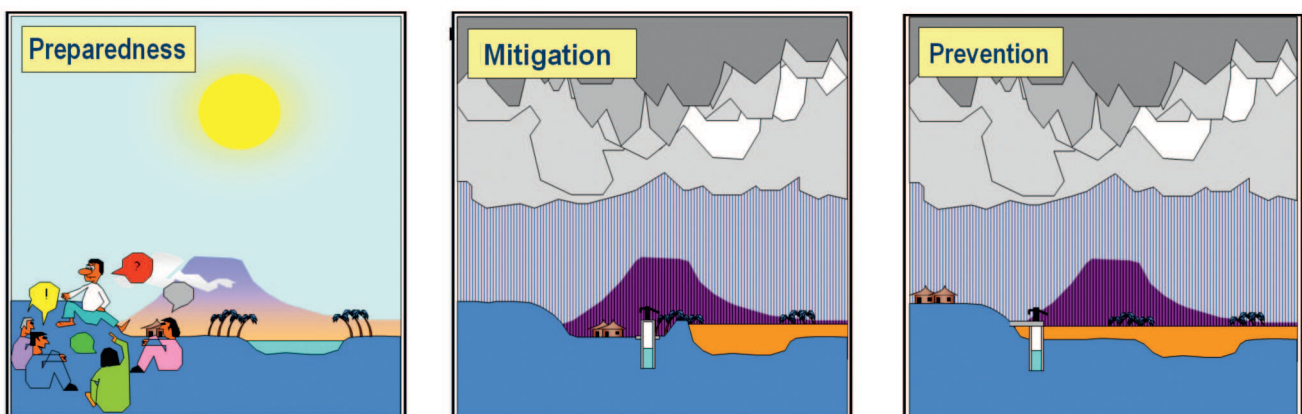
Box 1: What is the difference between preparation, mitigation and prevention?

Many villages and cities can be at risk from disaster because there has been inadequate planning and capacity developed for hazards. Poorer people have no choice but to live in places at risk from disaster. Here, a village located on the edge of a river bank and at risk from disaster, is exposed to flooding (the hazard) that destroys houses and contaminates the water point, resulting in disaster.



There are three classic ways in which disaster risk can be reduced.

- 1. Preparedness:** action is taken before a disaster happens, to forecast or warn against hazards and to put in place contingency planning and means to allow a community to respond to hazards.
- 2. Mitigation:** any action taken to minimise the impact of a disaster or potential disaster: it is normally done before a disaster, and can involve structural (e.g. building a dyke to block flood water and/or raising the height of a well and protecting this with a hand-pump) or non-structural activities (e.g. community training in disaster risk management).
- 3. Prevention:** measures taken to avoid hazards and potential disaster (e.g. relocating the village to higher ground above flooding, ensuring the water point is accessible and protected).



3. DISASTER RISK CHALLENGES

The framework¹⁴ in Figure 1, summarises the complexity of cause and effect factors leading to disaster and undernutrition for communities and how this process is cyclical at two levels (I) at the household (*household cycle*) (II) and at the community and higher levels (*context cycle*). This analysis is central to the formulation of ACF DRM action, as outlined in Section 4. A more detailed framework designed by ACF (Annex 4), demonstrates the links between food and nutrition insecurity and disaster risk.

3.1 Risk for households...

For many households, risk is the outcome of a vicious, self-reinforcing circle: pressure is put on people and their livelihoods by natural hazards, conflict, seasonality and longer-term trends (*stressors*) and by groups or systems that determine how people control or access their resources (*policy, institutions and processes*¹⁵). Where people employ inappropriate strategies to cope or adapt to their situation, this can lead to a set of harmful consequences (or *outcomes*) that result in disaster and undernutrition. These outcomes include short-term suffering such as death, sickness, or disability together with the longer-term impacts of undernutrition and poverty.

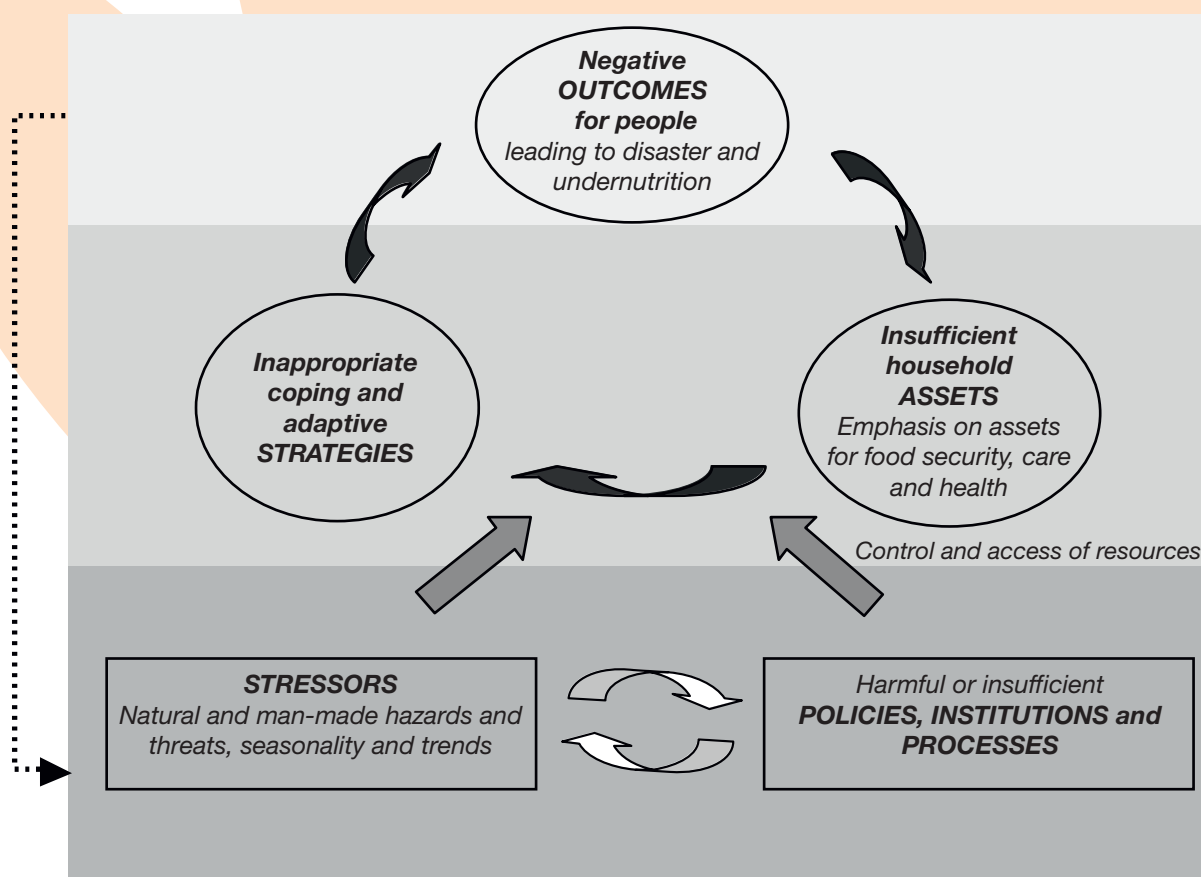


Figure 1: A framework linking the main factors which can lead to disaster, with an emphasis on undernutrition. A household cycle of risk (arrows in black) is driven by a context cycle (arrows in white) (Modified from DFID, 2002, based on the work of Chambers, and Maxwell, 1999¹⁶).

For example, a Sahel community in a drought-prone area which has never experienced flooding, does not have the infrastructure to cope with it and has inadequate health and agricultural support from the government, would have their agricultural system and possibly homes overwhelmed by unexpected flooding. People would drown and homes would be damaged or destroyed. To cope with the flooding and to buy additional food after losing crops to the floods, families may use their savings, which would erode their financial and physical assets, decrease their dietary diversity and access to food and ultimately lead to a decline in the nutritional status of their children. The flooding would increase the overall vulnerability of families, leaving them more exposed to the next disaster which will cause more damage and suffering,

causing a downward spiral of poverty and undernutrition within the household cycle. Whether harmful consequences occur suddenly as a result of a cyclone, accumulate over time in a long-running conflict or drought, or as a result of the accumulation of different stresses from longer-term trends, the end-result is the same.

Many ongoing changes are increasing both hazards and vulnerability: climate change is leading to changes in flooding, heat waves and drought (and ENSO¹⁷ effects that in turn drive these events); environmental degradation is increasing landslides and heightening the impact of floods; unplanned urbanisation means more people are settling in areas exposed to hazards; fragile markets erode the purchasing power of household incomes.

The vulnerability of people to disaster is greatly affected by discrimination, lack of self-determination, lack of access to the benefits of economic systems such as markets, and institutions or policies that neglect people¹⁸. When they are prevented from managing risk by a lack of means, voice (or access to political power), understanding (that change is required) and knowledge, people have limited options to manage risk.

Women and children are particularly vulnerable to disaster as they often have less access to livelihood assets, particularly education, knowledge and decision-making power. They can be specifically targeted in conflict or have their mobility restricted in some cultures¹⁹. The result is that they are often not sufficiently involved in the design of DRM initiatives, before, during or after disasters strike²⁰. Conflict places men, women and children at different risks relating to conscription or direct targeting, violence and exploitation. The risk of undernutrition in children begins with the well-being of women before and during pregnancy, and continues after birth with the level of knowledge, care practices and time available to mothers for their infants²¹. Other marginalised groups, such as people living with a disability, the elderly or those suffering discrimination (due to beliefs, caste or ethnicity), also require special consideration when managing risk.

Poor government and aid-agency practices reinforce the impact of hazards, resulting in disaster and further risk²². For example, poor development and planning policies can contribute to environmental degradation, which places more people at risk from flooding during the wet season, and more stress on water supply during the dry season.

The risks of disaster are further increased by conflict²³. People can be targeted because they have resources or can be forced to risk their lives to continue their traditional practices²⁴. Coping or adapting strategies that people have used in the past may no longer be viable and may place the person at risk of violence, abuse and exploitation. Women and young people are particularly at risk in these cases²⁵. People may unwittingly adopt poor strategies that appear to offer gains in the short-term but can lead to losses in the longer-term. For example, in Darfur, by adopting charcoal selling to diversify livelihoods in IDP camps, refugees strip the surrounding camp of trees leading to land degradation and impact on the water table, resulting in further friction with the host population²⁶.

The source of the hazard, normally considered as an external event such as a storm or drought, can come from *within* communities, where empowered groups exploit more vulnerable groups²⁷. Community approaches to DRM in these situations may not be effective.

3.2 ...is driven by the context...

Behind this livelihood cycle is the interaction of hazards, seasonality and trends with formal and informal policies, institutions and processes that operate within and beyond communities. **Many trends are driven by irresponsible governance, unfair economic policies and ideologies:** poor global governance and policies and unsustainable development are driving climate change, making the poor poorer, destroying natural resources critical for rural livelihoods, and forcing many people to move to sprawling, unplanned and dangerous urban settings.

Furthermore, **trends and accompanying hazards significantly weaken the capacity of institutions:** increased melting of glaciers and changing monsoon and cyclonic patterns have led to abnormal flooding and cyclone damage in Asia, overwhelming national disaster response capacity; fragile economic markets have undermined aid funding by rich governments and the allocation of social sector finance by poor governments; environmental degradation and scarcer natural resources are promoting conflict in fragile pastoralist contexts across the Horn of Africa.



Finally, the outcomes of disaster and the long-term effects of undernutrition in particular can amplify stressors themselves: For example, in pastoral contexts, inappropriate livelihood strategies such as brick and charcoal making or overgrazing, can lead to significant environmental degradation, further fuelling community conflict. Also, large-scale wasting of children can lessen their intellectual ability and hence economic productivity during their adult life, affecting regional and national economies²⁸.

Given this dynamic of disaster risk, it is not surprising that developing countries, particularly across Sub-Saharan Africa and South Asia, have witnessed some of the largest disasters and suffer from the bulk of the world's poverty and undernutrition. Conflict adds additional pressure to all parts of the cycle of risk causing people to spiral rapidly from vulnerability to disaster, poverty and undernutrition.

In this global context of disaster and risk, all aspects of the framework are currently weak and will continue to worsen in the future, with major implications for humanitarian needs and undernutrition in all cases.

3.3 ...with escalating exposure to hazards...

People are increasingly exposed to local and rapid-onset climate-related hazards because of the increasing influence of widespread long-term trends. The total number of people exposed to disaster from natural hazards has tripled over the past decade to 2 billion²⁹. In addition, more informal guerrilla groups are targeting civilians and their livelihoods and aid organisations in conflict zones. This is resulting in more displaced and vulnerable people for longer periods of time and is significantly shrinking the operating space of aid agencies who serve these people³⁰. There were around 50 million highly vulnerable refugees, stateless people and IDPs in 2008 representing a 50% increase in IDP numbers since 1997³¹. This reflects both an increase in natural hazards owing to climate change and increasing numbers of people living in areas at risk from both climate-related hazards and geophysical hazards, such as built up urban areas in earthquake zones.

Resulting disaster losses and risks are concentrated in developing countries where many of the poorest people live³². These people are more sensitive to the hazards, seasonality and trends they are exposed to, and have the least capacity to cope or adapt. For example, one in 19 people were affected by climate-related hazards in developing countries, with only one in 1,500 people affected in affluent countries³³.

3.4 ...is driven by deteriorating long-term trends.

The following widespread and long-term trends can worsen natural and man-made hazards and incrementally erode the resilience of people to these hazards. Overtime, these are expected to change for the worse:

1. Climate change: Developing countries are those which are most affected by changing seasonal patterns, which can lead to more drought, floods and storms³⁴. Even if the man-made factors contributing to climate change are rapidly reduced, current atmospheric carbon dioxide levels will lead to an increase in climate-related disasters for decades to come³⁵. Landless rural labourers and subsistence farmers, who represent around 70% of those who are hungry, are at particular risk³⁶. Warmer nights and days are a certainty; increasing frequency of heat waves and heavy rainfall are very likely; and an increase in droughts, tropical cyclone activity and high sea levels are likely³⁷. The percentage of those at risk from climate related disasters could increase by 50% by 2015³⁸; and by 2025, 50% of those living in developing countries could be at risk³⁹. As temperatures increase, fresh water, ecosystems, food, health and coastlines are predicted to suffer major impacts (see Annex 5).

2. Environmental degradation: Ecosystem damage, caused by unsustainable development practices (such as commercial agriculture or other natural resource extraction industries) and increasing population density, is resulting in more people having to cope with fragile rural livelihoods⁴⁰. Climate change may lead to further pressure on, and loss of, agricultural land and water resources. This would result in a larger global grain deficit, significant impacts on all underlying causes of undernutrition and the increase of vectors of disease⁴¹. For example, by 2020 up to 250 million more people in sub-Saharan Africa⁴² could have their livelihoods eroded by a combination of drought, rising temperatures and increased water stress⁴³.

3. Global market instability: Since 2008, fragile economic, food and fuel markets have undone much of the progress made towards achieving the Millennium Development Goals, by affecting the food and nutrition security for those dependent on purchasing food and fuel⁴⁴. Most affected are poor, landless families and female headed households⁴⁵, and longer-term impacts could put an additional 200 million people at risk from poverty by 2015. Continuing levels of food price volatility mean that many poor people who buy their food are at risk from shocks to their livelihoods in the short-term future.

4. Economic marginalisation: Poor and vulnerable people in developing nations have been marginalised by the world economy, leading to inadequate job security, social protection and food security. For example, per capita incomes in the world's poorest 20 countries have not changed much since 1960, whereas average GDP in the world's richest 20 countries is now 30 times more than in the poorest countries⁴⁶.

5. Demographics: A rapidly increasing world population⁴⁷ has outstripped development planning in rural and urban areas, forcing many people to live in peri-urban slums which are at great risk from disaster⁴⁸. Although around 75% of poor people currently live in rural settings⁴⁹, continuing trends in urbanisation will see around 2 billion people living in urban slums by 2025⁵⁰. For humanitarian workers, this means shifting humanitarian operations, including the treatment of undernutrition, from the countryside to urban centres.

Box 2: What are the links between undernutrition and climate change?

Climate change will increase the risk of hunger and undernutrition over the next few decades through different causal pathways that impact food security, sanitation, water and food safety, health, maternal and child health care practices and underlying socioeconomic factors. Serious setbacks in terms of food and nutrition security are likely due to changes in the pattern of climate-related extreme events, such as heat waves, droughts, storms, heavy precipitation and floods, and increased risks of disasters. The IPCC (2007) concluded that undernutrition caused by extreme climatic events may be one of the most significant consequences of climate change due to the large numbers of people affected.

Climate change can negatively affect food availability, conservation, access and utilization. It can also exacerbate socioeconomic risks and vulnerabilities. Between now and 2050, calorie availability is likely to decline throughout the developing world resulting in an additional 24 million undernourished children; 21% more than in a world with no climate change, almost half of whom would be living in sub-Saharan Africa (IFPRI, 2009). Climate change has an impact on water availability and quality, sanitation systems and food safety. It also increases the prevalence of diseases from water, food and vectors as well as other infectious diseases which can ultimately increase nutritional needs and reduce the absorption of nutrients and their utilization by the body. The poorest and most vulnerable, including women, children and marginal communities, are at greatest risk of suffering from the potential impacts of climate change.

Sources: UNSCN, 2010. Climate Change and Nutrition Security: Message to the UNFCCC Negotiators; UNSCN policy brief and Crahay P., Mitchell A. et al, 2010. The Threats of Climate Change on Undernutrition — A Neglected Issue That Requires Further Analysis And Urgent Actions, in UNSCN News 38.

Poor governance reinforces these trends, and risk from natural disasters dramatically increases due to conflict, as large disasters can fuel further conflict⁵¹. Many countries face cycles of repeated violence, weak governance and instability. One in four people on the planet, more than 1.5 billion, live in fragile and conflict-affected states; none of which have managed to achieve a single MDG⁵². Climate change and unplanned urbanisation are likely to make these issues worse. Continued interaction of climate change with economic, social and political problems could lead to further political instability, economic weakness, food insecurity and large-scale migration in 46 countries.



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4. ACF INTEGRATED DISASTER RISK MANAGEMENT

ACF aims to integrate DRM into its undernutrition and emergency operations because:

- ✧ it is unethical to wait for the onset of suffering resulting from a disaster to trigger a reactive, emergency reaction: the dynamics of undernutrition and emergencies are increasingly known, and should be addressed proactively before hazards strike;
- ✧ it makes good operational sense to protect the gains made by humanitarian and development initiatives in communities and households;
- ✧ it makes good economic sense to spend proactively before an emergency strikes, thus protecting investments made by the community, governments and their aid partners. Many large DRM actors report that the economic losses which are avoided due to risk reduction are much higher than the initial preparedness cost.

Action proposed in this policy reflects the integration of DRR and CCA into the operations of 19 countries over the last 10 years (Annex 6). The systematic incorporation of DRM into humanitarian action represents the continued evolution of the humanitarian mandate: from saving lives, to saving livelihoods and preparing the enabling environment for successful community development. For ACF this means having an open vision of disaster risk that (I) considers future impacts of natural hazards, insecurity and other man-made shocks as well as undernutrition and, (II) that more closely links the management of risk with emergency response. ACF supports the principles behind international initiatives addressing disaster risk reduction and climate change adaptation including the Hyogo Framework for Action and the United Nations Framework on the Convention for Climate Change (see Annexes 7 and 8 for a list of international initiatives that ACF action is aligned to).

ACF action aims to do **(I) the right thing, (II) at the right time, (III) in the right way** to manage the risk of disaster and undernutrition. In practice this means aligning action towards (I) five key risk management outcomes, (II) taking into account the timing of the action in relation to disaster cycles, and, (III) recognising that the role of communities should be adapted according to their context and needs, whilst structuring action using programme and project cycle management. DRM is integrated at each step of the programme and project cycle (see Annex 9).

4.1 Doing the right thing...

ACF DRM Objectives

ACF aims to achieve operational outcomes based on the following five key DRM objectives. These are focused at the community level, recognising the causes of disaster risk, and are aligned with the priority actions of the Hyogo Framework for Action⁵³:

- 1. To put in place and maintain systematic ACF contingency planning in all operations.**
- 2. To prepare for hazards and threats.**
- 3. To mitigate and prevent risk by reducing vulnerability and strengthening resilience to disaster.**
- 4. To build the capacity of local institutions and stakeholders which are mandated with supporting communities.**
- 5. To minimise the impact of key drivers of risk in ACF action.**

ACF DRM action occurs within a partnership between civil society, communities and local institutions which support communities. This tripartite partnership and the quality of relationships between parties are central in determining the most relevant DRM action. A comprehensive risk assessment and analysis tool (Participatory Capacity and Vulnerability Analysis –PCVA) determines what this partnership must achieve and is a pre-requisite for all DRM objectives. ACF encourages the assessment, analysis and design of programs and projects keeping in mind past, present and future disasters.

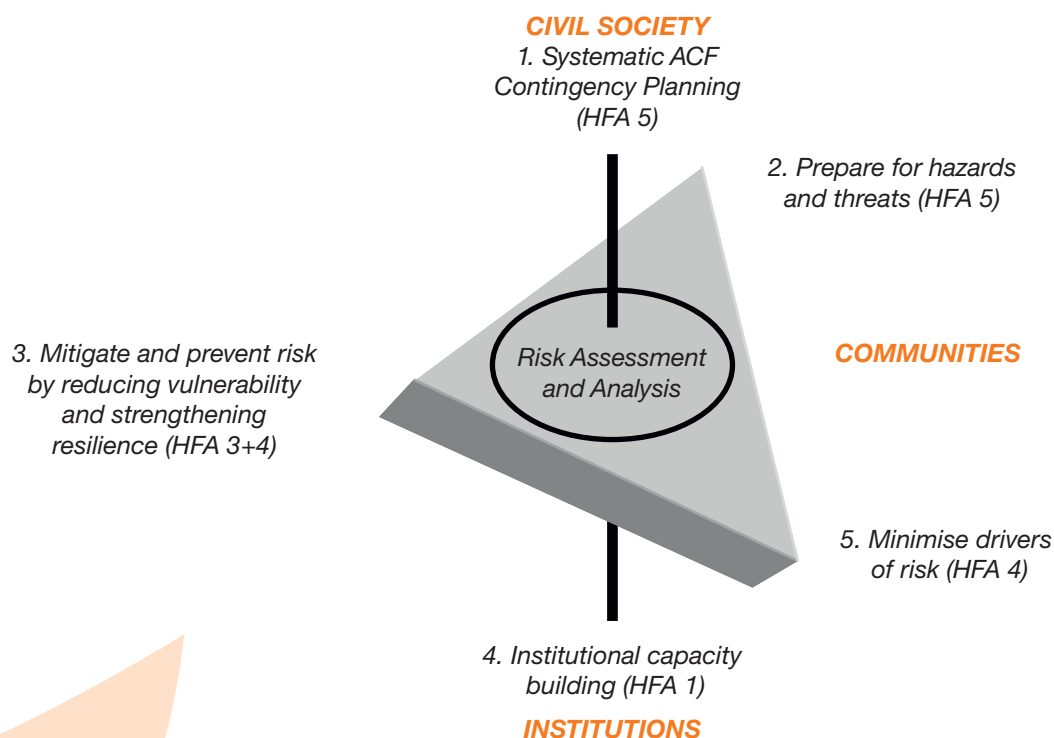


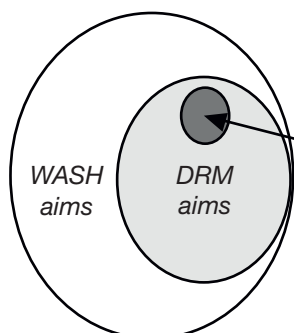
Figure 2: The five main DRM Objectives of ACF, structured in an ACF-community-institutional partnership, aligned to the five main priorities for action of the Hyogo Framework for Action (the main global agreement governing disaster risk reduction).

Subsequent action focuses on addressing hazards, threats and vulnerability to disaster whilst recognising that dynamic pressures and roots causes of vulnerability should be considered so that DRM action avoids adding more risk in the medium- or long-term. All actors must coordinate and prepare for disasters whilst ensuring that an integrated approach addresses all aspects of disaster risk. This partnership fits within, and coordinates with, national and global initiatives, as well as with other sectors beyond the mandate of ACF and with long-term action directly targeting the root causes of risk. ACF usually chooses to *reduce risk*, integrating all of the five DRM Objectives or to *accept risk*, focusing on contingency planning and relief activities in partnership with communities and local institutions.

Box 3: What is the difference between mainstreaming, stand-alone and integrated DRM?

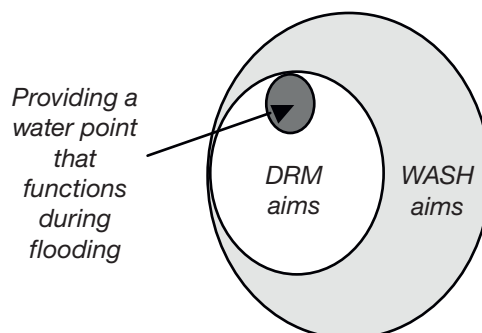
DRM is *integrated* into ACF operations as *mainstreamed* or *stand-alone* action, depending on the operational context in which DRM activities are done. Mainstreaming DRM refers to DRM actions that are secondary objectives within a larger operational objective. For example, “supplying emergency water and sanitation” is the overall objective, whilst “modifying water infrastructure to resist future flooding” is the mainstreamed DRM element. Stand-alone DRM refers to actions whose sole objective is to manage disaster risk. For example, the action could be to put in place a system of flood-resilient water systems and providing disaster preparedness training. While the overall action could be mainstream or stand-alone, the type of DRM activity could be the same. What changes is its application to the context, as shown below. In both cases, the activity of providing a water point that is resistant to flooding does not change.

To provide water



DRM activity mainstreamed into a WASH project

To provide a disaster-resilient water supply



DRM stand-alone project with a WASH component

Box 4: The main activity groups for each of the DRM objectives

Risk assessment and analysis

✓ *PCVA linked to other ACF assessments, transversal for all DRM Objectives and surveillance systems*

1. To put in place and maintain systematic ACF contingency planning in all operations

✓ *Construction and activation of contingency plans using the ACF Contingency Planning Guidelines*

- Context, hazard and risk analyses, scenario construction, positioning and training of human resources, stocks, planning for adjustments to WASH, FS, nutrition and care practices programming

2. To prepare for hazards and threats

✓ *Community contingency planning - emergency resources, plans and infrastructure*

- Disaster committee, mapping of risk and resources, evacuation and storage, emergency stocks, response, shelters and resourcing, seed and cereal banks, blanket distributions for infants, epidemic measures

✓ *Build knowledge and skills for a community 'culture of safety'*

- Sensitisation on disaster and response, training, simulation exercises, support for safe environment, psychological preparation, and safe dietary/eating practices with adjustments for special groups

✓ *Disaster information management and sharing mechanisms – early warning systems and surveillance*

- Putting in place surveillance and multi-hazard and multi-sector early warning systems (EWS) and alert systems, connecting communities to external affairs, hunger surveillance, water quality, disease information, low cost alert systems and communication systems with external agencies

3. To mitigate and prevent risk by reducing vulnerability or strengthening resilience to disasters (expanding livelihood diversity)

✓ *Hazard-proofing livelihoods and infrastructure*

- Elevating and strengthening WASH systems, soil protection measures, flood water control barriers/drainage; provision of drought/flood/salt resistant seeds and livestock, tools, storage bins for harvested crops, ; protecting health posts and schools, retrofitting infrastructure for earthquakes

✓ *Ensuring a healthy living environment and adequate access to health services*

- Provision of shelter, health-care, proper water/sanitation/garbage control measures, promoting optimal child and women's health and care practices, Community managed acute malnutrition, management of HIV, prevention of water-borne disease

✓ *Equitable access to and control over productive assets*

- Food security and livelihoods analysis, watershed management, crop diversification, livestock destocking/ stocking, organic and conservation agriculture and fish-farming, irrigation, seed/cereal/fodder banks, land and water management

✓ *Equitable access to markets, employment, income, savings and safety nets*

- Food security and livelihoods analysis, cash and food-based safety nets, seasonal hunger safety nets, social protection and income-generating activities, market support interventions, water point spare parts network, food and cash-for-work, micro-insurance

✓ *Promoting adequate dietary intake through household food security*

- Food preparation, cooking and processing food hygiene, food storage, fuel-efficient cooking, intra-household food access, diet diversification (food groups, indigenous foods), kitchen gardens, fresh-food vouchers, bio-fortified food, complementary feeding

✓ *Reinforcing the social fabric and education/skills of communities*

- Social marketing, empowerment of women (decision-making, access to assets, reduction of workload and time), access to education and training, inclusion of marginalised groups in risk mapping and planning, inclusion of DRM into school curricula/competitions, use of new communication technologies to sensitise on DRM (text messages, internet, radio), training of skilled and non-skilled labourers on hazard-resistant infrastructure methods, peer-to-peer training, model projects, farmer/women's/youth groups, breastfeeding spaces, positive deviance

✓ *Promoting community organisation and engagement with external actors*

- Support for decision-making processes (community groups, farmer associations, social institutions, cooperatives), linking community groups with local/provincial/national bodies, inter-community exchanges, consultation on urban/land/watershed management plans, community advocacy for water, food and nutrition policy development, Public-Private Partnerships, savings and revolving funds groups.

4. To build the capacity of local institutions and stakeholders who are mandated to support communities

✓ *Supporting the development of policy, organisational capacities and coordination of institutions*

- Formation of disaster committees, support for sector development policy, management structures for alert, response, preparation and vulnerability reduction, school-based disaster committees, strengthening of sector outreach centres, support to structure disaster management agencies, coordination with UN Cluster system, global DRR and CCA platforms, support for external funding processes

✓ *Supporting technical capacity of local institutions*

- Support for EWS and forecasting information and systems, communication/alert systems, GIS mapping, undernutrition protocols, capitalisation and production of locally translated guidelines, multi-actor simulation exercises, development of indigenous practice, technical upgrading of extension services, training of human resources

5. To minimise the impact of key drivers of risk in ACF action

✓ *Integration of CCA, environment, urban and market fragility issues into assessment, design and implementation activities*

- Sustainable natural resource management: basic environmental assessments, small-scale mitigation protecting water resources and soil, mangrove reforestation, intercropping, land use mapping and plans, conservation agriculture, pasture management, local seed recovery, watershed management, anti-erosion work/soil conservation, planting trees, tree nurseries, plantation to improve water retention soil capacity, use of local and natural methods for pesticides and fertilisers
- Focus on strengthening urban household livelihoods, income generating activities, urban kitchen gardens, coordination and lobbying of local planning agencies, water and sanitation supply systems coordinated with user-pay systems, formation of suburb disaster committees
- Market surveillance supported by social protection and micro-insurance measures, investment in local food production

Programming should both learn from past lessons and anticipate disaster risk in the immediate and long-term future, particularly for climate change. ACF recognises that the main risk management approaches of DRR, CCA, social protection, natural resource management and undernutrition prevention (defined in Section 2.2) are a means to achieve its risk management objectives. These approaches are used to define major groups of activities. Box 4 summarises the experiences of ACF projects and other key external agencies.

Whilst ACF DRM action targets hazards and unsafe conditions while building capacities, it also needs to consider the roots causes of disasters and undernutrition. If these are not incorporated into planning, there are real risks that short- or medium-term activities may lead to longer-term increases in disaster risk. Although ACF is not mandated to target and solve these root causes, it is particularly important to consider these during the execution of country strategies and field assessment, with field actions reflecting the humanitarian needs of communities that ACF supports:

- ✂ *Climate change, environmental degradation and seasonality* are important for the assessment and implementation of projects.
- ✂ *Changing demographics/urbanisation and economic market fragility* (economic, food and fuel price shocks) are normally considered within existing ACF food security-livelihoods tools.
- ✂ *Governance* is analysed as part of the country strategy and field assessments, especially for insecure contexts. ACF has a specific interest in the role of governance and undernutrition.

Box 5: What is climate change adaption?

[Climate change is gradually altering average temperature, sea level, and the timing and amount of precipitation, with potential for more drastic changes if carbon emissions are not successfully limited and reduced. Climate change also contributes to more frequent, severe and unpredictable weather-related hazards such as droughts, tropical cyclones, floods and heat waves (IPCC, 2007).] Therefore, climate change adaptation can be understood as: (a) adapting to gradual changes in average temperature, sea level and precipitation; and (b) reducing and managing the risks associated with more frequent, severe and unpredictable extreme weather events, including those for which there may be no historic precedent (UNISDR, 2011 - Global Assessment Report). Adaptation is considered as a continuum of actions:

Vulnerability Focus		Impact Focus	
Addressing Drivers of Vulnerability	Building Response Capacity	Managing Climate Risk	Confronting Climate Change
<i>Activities seek to reduce poverty and other non-climatic stressors that make people vulnerable</i> Examples: - Diversification of livelihood strategies in areas vulnerable to flooding - Provision of crossbred goats and information and instructions in graze-free feeding - Vaccination programmes to eradicate diseases in low-income areas	<i>Activities seek to build robust systems for problem-solving</i> Examples: - Participatory reforestation to combat flood-induced landslides - Reinstating pastoral networks to foster appropriate rangeland management practices in arid lands - Reviving traditional enclosures to encourage vegetation regeneration and reduce land degradation	<i>Activities seek to incorporate climate information into decision-making</i> Examples: - Monitoring of salinisation of drinking water and drilling of new wells no longer useable - Teaching farmers to collect climate data and integrate into their planting decisions - Using nationally standardised risk assessment procedures to develop a community adaptation plan of action	<i>Activities seek to address impacts associated exclusively with climate change</i> Examples: - Managing coral reefs in response to widespread coral bleaching - Reducing risk of glacial lake outburst floods (GLOFs) - Erection of sea wall defences to combat rising sea levels

Source: ODI, 2010. *Responding to a changing climate*

4.2 ...at the right time...

Disaster Cycle Management

Given that many of the dynamics of disasters and undernutrition are cyclical, particularly natural hazards and the impacts of seasonality, the timing of ACF DRM action uses the concept of a **disaster cycle**. The disaster cycle represented in figure 3 demonstrates how programming provides a response to the most recent disaster (in blue) whilst managing the risk of the next disaster (in green). Context needs and appropriate DRM actions are not separated by specific boundaries, but are likely to be composed of different projects which are staggered and overlapping in time (a *contigua*). This means that the DRM programme will put a different emphasis on the ACF DRM objectives (in white) depending on how the context evolves (in yellow).

In figure 3, four overlapping, dominant operational phases change according to the evolving status of the context (Annex 10 details the timing of the main types of DRM activities): (I) an Alert phase, a pre-disaster stage focusing on preparedness action, (II) an Emergency phase and (III) a Recovery phase, post-disaster stages that focus on disaster response which incorporate basic risk management, and (IV) a Stable phase that commonly bridges medium-term humanitarian action with long-term development action, incorporating the full range of DRM measures. Dominant forms of DRM action change according to these contexts:

- ✧ **Preparedness** (in alert contexts): measures directed towards ensuring effective preparation and response to the impact of future hazards are strengthened (e.g. prepositioning WASH items stocks). Normally preparedness for the next hazard should have already started in the recovery context after a disaster.
- ✧ **Response** (in emergency contexts): activities which protect and save lives and livelihoods (e.g. evacuations, emergency food distributions). The local response by communities and institutions is normally predefined in pre-disaster contingency planning.
- ✧ **Rehabilitation** (in recovery contexts): a broad range of activities are directed towards rehabilitating the areas affected and reducing vulnerability to disaster, all of which should have a component of DRM (e.g. hazard-proofing new and permanent infrastructure, such as water systems).
- ✧ **Mitigation/Building Resilience** (in stable contexts): efforts are made to prevent or mitigate damage (e.g. construction of dikes and dams against floods) with a focus on building resilience to disaster by significantly changing livelihoods and the prevailing culture to cope with disasters.

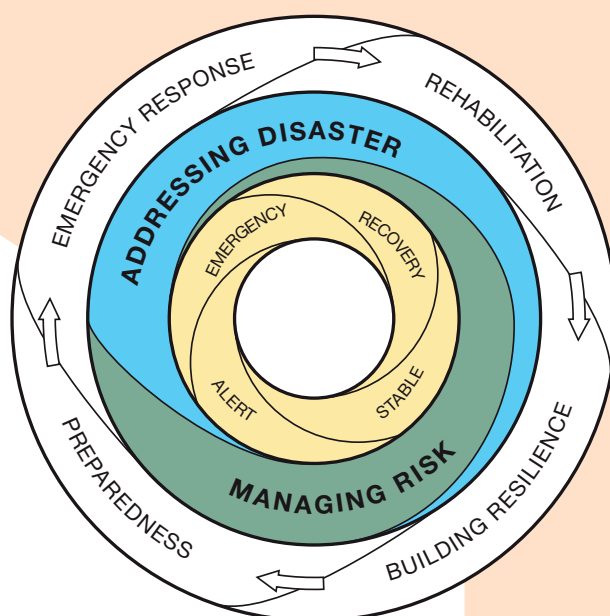


Figure 3: Disaster cycle management showing changes in the DRM focus (white) depending on the context (yellow), with overall ACF action progressively emphasising risk management (green) in comparison to disaster operations (blue) after a disaster occurs.

4.3 ...in the right way.

Community partnerships

There is no prescribed community approach for ACF DRM action: **ACF recognises that the context, capacities and wishes of the community will dictate the approach used when planning its action.**

For example, in major emergency or conflict situations when communities lack the capacity to react to a disaster (whether they have contingency planning in place, or not), they are often totally dependent on external assistance. This is heightened when local institutions do not have capacity or to the point when they only support certain communities due to discrimination or conflict. Similarly, the capacity of the community to organise, unite and take total responsibility is limited in complex humanitarian emergencies, in communities with internal discrimination due to caste/ethnicity or religion, or in post-emergency contexts. The capacity and commitment of external actors which have a responsibility towards communities can also be limited in these cases.

However, the capacity of people to participate is frequently underestimated in emergency contexts. For example, in the aftermath of the devastating Cyclone *Nargis* in Myanmar, ACF saw that communities themselves were leading responses rather than acting under the direction of the government or INGOs. Indigenous knowledge for managing disaster risk should be harnessed and combined with external scientific analysis wherever possible, to provide communities with the most relevant options. Community participation is also a key security approach in conflict zones.

Therefore, ACF acknowledges a spectrum of community approaches (which are compared and summarised in Annex 11) Communities should participate at each step of the project cycle wherever possible:

- ✂ **A direct approach:** used to save lives and livelihoods and to enhance the protection of people, normally used during emergencies and early response.
- ✂ **A community-based approach:** where communities have limited participation and planning capacities or lacks motivation to do so, normally used in early recovery and rehabilitation contexts.
- ✂ **A community-managed approach:** where communities can fully participate and have planning capacities, normally used in rehabilitation and stable contexts.

Defining the level of participation is therefore paramount during the preparation for, and execution of, PCVA. Community participation sets the basis for programme design and implementation.

ACF recognises the differing vulnerabilities and capacities of groups within communities, particularly in insecure contexts. Thus, community disaggregation should be applied to DRM assessments, design and execution of programmes, ensuring that the most vulnerable are targeted and the different capacities of groups are harnessed. For example, those who are unable to move quickly or swim in case of a hazard are at more risk, whereas youth groups often serve as important sources of community energy and learning. However, given the great number of groups to consider, ACF will pay particular attention to: gender-balanced action, children, pregnant/lactating women, people living with disabilities, HIV or other illnesses, and discriminated groups (based on ethnicity, religion or caste). The success of DRM initiatives depend on equal relations between women and men, and between different social groups.

ACF adds value by combining local and external best practices for managing risk and working with communities to choose the most appropriate response. Communities require clear, relevant and timely information on future trends in order to manage uncertainty. This is especially the case for climate information and in contexts of insecurity and political uncertainty. This means:

- ✂ adopting 'no-regrets' measures that benefit communities whether disaster materialises or not. For example, diversifying food production to incorporate the cultivation of root crops which result in a better diet for households and are also more resistant to flooding,
- ✂ building flexibility into programming to allow for unplanned events. For example, by creating partnerships with community-based organisations, local NGOs and authorities, or by establishing remote programming procedures in conflict zones, in order to manage changing access to the vulnerable, and,
- ✂ working with communities on adaptation strategies for livelihoods and building their knowledge of how to adapt to changing or new disasters. For example, by enabling access to seasonal weather forecasts and climate information, by providing different livelihood options for communities to choose from or by facilitating social protection measures that give people the confidence and space needed to experiment and change livelihood strategies.

Although ACF is not the sole provider of information, it should be aware of, and coordinate with, other information providers to enable sustainable access of information to communities.

ACF can also play a vital role in linking communities with external groups that support livelihoods and risk, especially in insecure contexts or where institutions lack capacity. Building capacity to adapt is a long-term process which requires time, resources and confidence to alter behaviour: ACF can begin this process in more stable environments in partnership with other organisations and should plan long-term DRM strategies as early as possible in order to define the exit strategy and sow the seeds for long-term programming and sustainability

Programme and project management

ACF DRM action on the ground is structured according to programme and project cycle management, and is supported by a larger institutional structure, as outlined in Figure 4:

- ✧ Operations are supported by a **Disaster Risk Management Platform** which supplies technical and strategic guidance, supports research and advocacy initiatives, and ensures resources and capacity building for operations. This is aligned with the 2010-2015 ACF strategic framework
- ✧ Overall DRM action is structured using **Programme Management**, which helps to define the basis of DRM in the country strategy and ensures coherence between the different DRM objectives in operations.
- ✧ Each of the programme components, or projects, is managed using **Project Cycle Management**, the main operational management tool of ACF. Where programme management aims to choose and integrate the right projects, project cycle management aims to effectively manage and monitor a project⁵⁵.

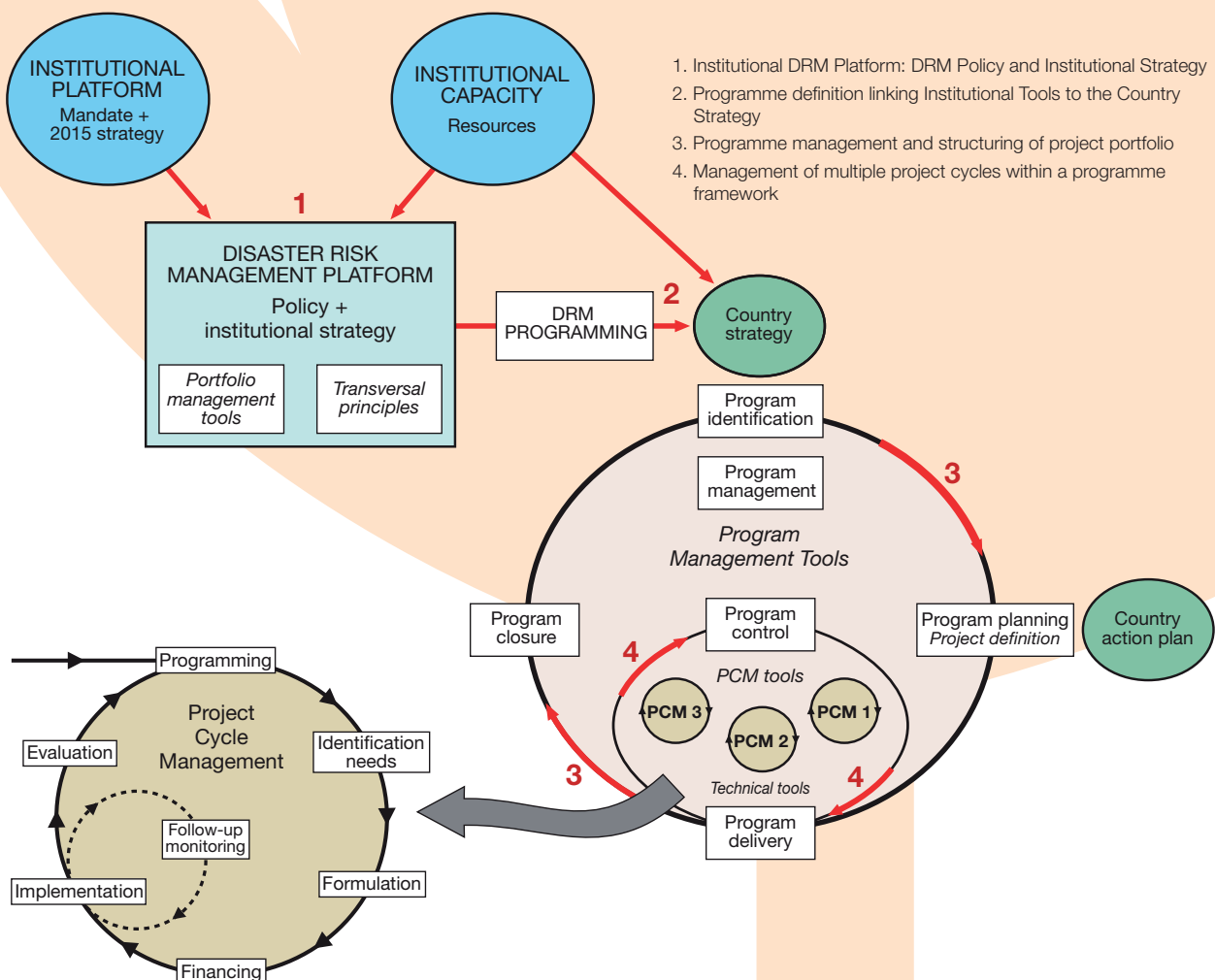


Figure 4: The structure of ACF DRM action, articulating the Institutional Strategy, programmes and projects.

5. BUILDING SUSTAINABLE PRACTICE – THE DRM INSTITUTIONAL STRATEGY

The DRM Institutional Strategy aims for the sustainable integration of DRM into ACF operations whilst aiming to support DRM action on the ground. The institutional strategy is comprised of four global objectives:

- ✦ **Objective 1:** All ACF missions strive for integrated DRM action, which works towards community resilience against disaster, conflict and undernutrition and is adapted to the context.
- ✦ **Objective 2:** ACF becomes a reference humanitarian organisation for DRM relating to undernutrition, insecure contexts and urban households.
- ✦ **Objective 3:** ACF actively contributes to national and international advocacy on the impact of undernutrition and disaster risk (particularly regarding climate change), and the application of DRM in zones of insecurity and conflict.
- ✦ **Objective 4:** ACF promotes shared DRM action and resources across its network, striving for operational partnerships between ACF headquarters, regions and countries where ACF intervenes.

These institutional objectives are detailed as follows:

Objective 1: All ACF missions strive for integrated DRM action, which works towards community resilience against disaster, conflict and undernutrition and is adapted to the context.

1. Key geographical areas for DRM action are targeted based on significant vulnerability to, and impact of, natural hazards, undernutrition, conflict and climate change.

The strategy uses entry points in countries where ACF operates to prepare for the integration of the more challenging aspects of DRM later. It centres on:

- ✦ prioritising operations that are in high-risk multi-hazard zones with risk of undernutrition.
- ✦ reinforcing existing ACF strengths, including disaster preparedness for rural communities, undernutrition prevention to reduce vulnerability, action in relief and early recovery contexts and climate change/undernutrition advocacy.
- ✦ prioritising 'no-regrets' decisions in programming: this means, even if no disaster takes place in the future, there are still benefits to the community from the DRM action e.g. our actions to reduce vulnerability will lead to the reduction of undernutrition whether a disaster happens or not.

Box 6: What is a minimum DRM package for missions? THE TOP TEN

1. **Basic country risk analysis, feeding into a country strategy** that outlines the main axes of DRM. This means having a general vision of how trends will impact on undernutrition and disaster in the future. It also means ensuring the dissemination and discussion of key ACF DRM guidance material.
2. **Coordination with key national DRM or climate change platforms** to enhance information collection, partnerships and common action for the most vulnerable, particularly those suffering from undernutrition.
3. **Analysing the risks – more specifically shocks and seasonality** – in ACF's areas of operations, and the local coping and adaptation strategies, with basic questions included as part of all assessments.
4. **Development of, or coordination with, local or regional early warning systems** (EWS for natural hazards, livelihoods, food and nutrition security and insecurity). Surveillance systems are connected with EWS.
5. **Contingency plans in place**, following the ACF Contingency Planning Guidelines, including better proactive management of caseloads of wasted children.
6. **Contributions to reduce the seasonal peak of wasting.**
7. **Hazard-proofing** key assets for food security, care and health.
8. **Ensuring that new operations consider the potential impacts of hazards** in the area of operation, and adapting its new operations accordingly to.
9. **Ensuring that livelihood strategies are more resilient to potential hazards** and diversifying livelihood options. In particular, promoting climate-resilient livelihood options.
10. **Raise the awareness and capacities of current and future partners** in all the initiatives listed above.



II. PCVA should be linked to other key ACF assessments and tools, and DRM is integrated within all new technical policies.

Much information has already been gathered supporting our undernutrition operations which can be used when assessing and analysing disaster risk. This provides information to help us understand community vulnerabilities as well as elements related to hazards and livelihood shocks. In Bangladesh and Ethiopia ACF is piloting an assessment methodology drawing together a PCVA with focus on climate change, food security and undernutrition.

III. DRM action aims for operations to integrate sectors and to formulate partnerships with local stakeholders.

Much of the work addressing vulnerability to disaster requires an approach which incorporates the four traditional sectors of ACF expertise. Methods to promote integration are summarised in ACF International's review of integrated approaches to treat and prevent acute malnutrition. Partnerships with local stakeholders are supported by the ACF Partnership Policy, with detailed methodologies outlined in the ACF National Partners Guidelines.

IV. ACF develops systematic operational partnerships with long-term DRM actors, ensuring that DRM actions are integrated sustainably.

Large-scale and long-term initiatives in collaboration with other operators are the key to achieving significant impact on disaster risk and undernutrition, together with better delivery during emergencies. Internally, ACF is structuring regional strategies for West and East Africa after piloting this approach in Central America. DRM is an important issue in each of the three strategies in Objective 4. Externally, three different ACF DRM initiatives represent models for different types of consortium:

- ✂ **Cambodia Preparedness programme** – ACF with Mekong River Commission (regional body) and the Cambodian Red Cross.
- ✂ **Kenya livelihoods diversification and resilience programme** – the ARC⁵⁶ INGO consortium including AAH, Food for the Hungry, World Vision, CARE and Catholic Relief Services.
- ✂ **Bolivia integrated DRM programme with undernutrition** – ACH with a range of actors including academic institutes, the Hydrological and Meteorological National Department, and other local government departments.

Objective 2: ACF becomes a reference humanitarian organisation for DRM relating to undernutrition, insecure contexts and urban households.

V. Further technical and operational research to produce best practice DRM-undernutrition tools, with an emphasis on climate change and the utilisation of GIS techniques.

Applied research in Bangladesh and Ethiopia on nutrition security that encompasses DRM, livelihoods and nutritional causal analysis, has built on previous research on pastoral livelihoods and climate change in Mali and Ethiopia⁵⁷. This research is accompanied by a second GIS EWS predicting the vulnerability of pastoralists across the Sahel, which measures biomass and surface water availability and the movement of animal herders. This is of particular use during droughts.

VI. Reinforcement and diffusion of DRM best practices in insecure and conflict zones.

The application of DRM to insecure contexts is under review as part of a larger exercise mapping ACF DRM interventions. This work is being combined with an external review of different approaches that have touched upon DRM in insecure zones including: (a) climate change, security and conflict, (b) conflict operations and trends, (c) environment and conflict, (d) livelihoods and chronic conflict, (e) social protection and fragile states, and (f) human rights and DRM. ACF is consulting with a group of external DRM actors to develop guidelines for the field. ACF is also piloting remote management tools in Somalia.

VII. Development of a household and community DRM approach for urban contexts

ACF will build on past urban DRM experience, such as the Jakarta urban preparedness project in collaboration with local government, the Indonesia Red Cross and communities, and the Port-au-Paix preparedness project working with local Haitian authorities. Given the flow of vulnerable people towards

urban centres, ACF is investing increasingly in research in the urban context, and DRM will be part of this overall positioning of ACF. An urban-DRM research programme will build on the existing *ACF Livelihoods Assessment Guidance for the Urban Context*.

Objective 3: ACF actively contributes to national and international advocacy on the impact of undernutrition and disaster risk (particularly regarding climate change), and the application of DRM in zones of insecurity and conflict.

ACF contributes different DRM issues to different international working groups (VOICE, Bond, UNSCN, Coordination Sud, CAN⁵⁸) in order to:

- ✕ Ensure that donor and recipient governments better understand the role of DRM, promoting coherence between policy and field actions.
- ✕ Ensure that policy makers better understand the reality of field work and that sufficient focus and resources are provided to those who most need them.
- ✕ Promote linkages between DRR and CCA operators and other actors working in DRM, especially those linked to climate change adaptation and new climate change funding, therefore enhancing the ability to form operational partnerships.
- ✕ Promote linkages between the risk management and undernutrition communities.

VIII. Climate change is a critical issue for undernutrition in the future, and currently the linkages between the two are poorly recognised by both the nutrition and climate change communities.

ACF has advocated for linking undernutrition and climate change within (I) the nutrition community via the UNSCN and (II) the climate change community, as part of the UNFCCC process. ACF has been working with the UNSCN to establish a position on the UNFCCC negotiations, leading to a position paper on *Climate Change and Nutrition Security* for the COP 16 negotiations in Cancun. ACF has participated over the last two years in climate change negotiations, advocating for undernutrition to be considered as an issue within large international coalitions which are directly lobbying the national negotiators. In coordination with the ACF global undernutrition advocacy campaign, the aim is to have undernutrition introduced within the negotiating text, to highlight the need for extra resources from the international community to address the problem.

IX. While the priorities of the HFA and international donor and local government policies lie with natural hazards, insecurity as a result of conflict must also be considered as a threat leading to disaster. Current DRM policy and tools must be adapted to suit the operational reality of humanitarian contexts which are affected by insecurity.

Owing to the HFA, most donor and recipient government policy is oriented towards natural disaster. However agencies managing conflict and peace-building should appreciate DRM approaches. ACF, working with the VOICE and the Bond DRR working group, is reviewing the issue, leading to better guidelines for the field and an increased sensitisation of the support necessary for DRM action in insecure contexts.

Objective 4: ACF promotes shared DRM action across its network, striving for operational partnerships amongst ACF headquarters, and regions and countries where ACF intervenes.

ACF must pool its financial and human resources to support the capacity building, technical and resource needs of missions for DRM, along the following axes:

- ✕ **To develop DRM within regional ACF strategies**, with a focus on West and East Africa, Central America and South East Asia.
- ✕ **Joint training and career development** for DRM practioners, sector technicians (nutrition, food security and livelihoods, WASH, Care practices), managerial staff, and national partners. Capacity building is aligned with human resources strategies, with training initiatives at headquarter, regional and country levels. ACF encourages joint capacity building with other agencies. For example, ACF and Care ran a joint WASH-DRM training in 2010.
- ✕ **Strengthening of the ACF DRM Working Platform**: a working group which is dedicated to the collection, analysis and dissemination of DRM issues within the ACF network, including mapping and analysis of DRM donor trends.



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6. CONCLUSION

Many of the issues causing disaster and undernutrition continue to be inadequately addressed by global and national decision makers. For example: we are a long way from having a signed commitment to the reduction of greenhouse gases and compensation to those who suffer due to climate change; the major disagreements in the world trade negotiations of the Doha Development Round coupled with the continuing development of the new economic superpowers, continue to create a gap between the poor and the rich, whilst degrading the environment; accelerating population growth and settlement in unplanned and unsafe urban areas exposes more people to hazards; economic fragility and austerity measures, coupled with continuing significant expenditure on national security, continues to lead to inadequate spending on social sectors; and government sectors, which are burdened with poor governance and other factors, are failing to consider those most vulnerable to disasters.

These issues, and the resulting increase in hazards and the numbers of those exposed to hazards and to suffering from undernutrition, are challenging traditional aid agency practice - particularly those with humanitarian mandates. The increased understanding of the dynamics of disaster and undernutrition and the new interest shown by national governments and other actors, provide an opportunity for aid agencies to evolve and offer relevant programming to the changing needs of those who require assistance most.

This policy paper proposes a humanitarian vision of DRM programming which has evolved beyond natural disasters to include conflict and the impacts of undernutrition. Operations require integrated actions which simultaneously target the impact *and* risk of disaster, and manage urgent needs in an environment of uncertainty. Systematic partnerships and coordination with other agencies that operate in the long-term ensure significant impact and a smooth transition for development actors once the operations of ACF has finished. Furthermore, the skills and experience of ACF for operating in insecure zones play an important role in minimising disaster and undernutrition in cases where operational space of aid agencies continues to shrink. Those most vulnerable to disasters are increasingly found in conflict zones, high-risk stable zones with chronic and emergency levels of undernutrition and poverty, and uncertain, disaster-prone, crisis-driven and unstable fragile states⁵⁹.

This policy demonstrates how ACF and other humanitarian practitioners increasingly need to look to the future to predict and address both the inevitable increase in hazards and the impact of long-term trends on disasters, and to embrace uncertainty in programming. Communities and ACF and its partners will continue to adapt their actions together, as the lessons learnt today are not necessarily the complete solution for tomorrow.

Glossary

Adaptive capacity: The ability of a system to adjust to changing shocks and trends, to moderate potential damages, to take advantage of opportunities, or to manage the consequences (Adapted from Crahay, 2010).

Climate change adaptation: An adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities (IPCC, 2007).

Complex emergencies: A humanitarian crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single agency (Adapted from IASC, 1994).

Coping capacity: The ability of people, organizations and systems, using available skills and resources, to face and manage adverse conditions, emergencies or disasters (Adapted from Villagran de Leon 2006).

Disaster: A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources (UNISDR, 2009).

Disaster risk management: The systematic process of using administrative directives, organisations and operational skills and capacities to implement strategies, policies and improved coping and adaptive capacities, in order to address vulnerability and lessen the adverse impacts of hazards and the possibility of disaster. Generic risk management employs various strategies to reduce, avoid or manage risk including mitigation, deferral, sharing, transfer, acceptance and avoidance (Adapted from UNISDR, 2009).

Disaster risk reduction: The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events (UNISDR, 2009).

Exposure: The degree to which people, property or other elements are located within zones affected by hazards, and thereby subject to potential losses (Adapted from Crahay, 2010).

Hazard: The probability or possibility that a harmful event manifests itself in a certain geographical area within a certain interval of time. Hazards can be classified as natural or man-made (Adapted from Villagran de Leon, 2006).

✂ Rapid onset hazards refer to hazards that occur suddenly and that cannot be predicted long in advance (e.g. flooding or a cyclone).

✂ Slow-onset hazards refer to hazards that develop throughout a limited period of time (a few months/ years), and that can generally be predicted

Mitigation: Any action taken to minimise the extent of a disaster or potential disaster. Mitigation can take place before, during or after a disaster, but the term is most often used to refer to actions against potential disasters. Mitigation measures are both physical or structural (such as flood defences or strengthening buildings) and non-structural (such as training in disaster management, regulating land use and public education) (Twigg, 2004).

Permanent emergencies: These are the result of widespread structural poverty that requires more or less permanent welfare, but can be made worse by natural hazards (Byrne and Baden 1995).

Preparedness: Specific measures taken before disasters strike, usually to forecast or warn against them, take precautions when they threaten and arrange for the appropriate response (such as organising evacuation and stockpiling food supplies). Preparedness falls within the broader field of mitigation (Twigg, 2004).

Prevention: Activities to ensure that the adverse impact of hazards and related disasters is avoided. As this is unrealistic in most cases, the term is not widely used nowadays (Twigg, 2004).

Resilience: The ability of a community, household or individual to resist, absorb and recover from shocks and stresses while fulfilling its needs, retaining its functionality and developing its ability to learn, cope with or adapt to hazards and change (Adapted from IPCC, 2007; Mayunga, 2007).

Risk: The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazards and vulnerable conditions (Olhoff and Schaer, 2010)

Risk analysis: The systematic use of information to identify hazards and to estimate the chance for and severity of, injury or loss to individuals or populations, property, the environment, or other things of value. (GTZ, 2003)

Scenario: An account or synopsis of a possible course of events that could occur, which forms the basis for planning assumptions (ACH 2009, Contingency Planning Package).

Sensitivity: The degree to which a community, household or individual is affected by, or responsive to, hazards (Olmos 2001).

Social protection: All public and private initiatives that provide income or consumption transfers to the poor, protect vulnerable people against livelihood risks, and enhance the social status and rights of marginalised people; with the overall objective of reducing the economic and social vulnerability of poor, vulnerable and marginalised groups (Devereux and Sabates-Wheeler, 2004).

Sustainable natural resource management: The identification, monitoring and sustainable management of ecosystem services to support resilience and sustainable livelihoods. This includes ecosystem services with direct material benefits to human livelihoods such as water, food, energy sources, or construction material as well as those ecosystem services which have protective functions for livelihoods (Adapted from Sudmeier-Rieux et al., 2006).

Vulnerability: A function of the character, magnitude, and rate of hazards to which a community, household or individual is exposed, its sensitivity, and its capacity to cope and adapt (Adapted from IPCC, 2007).



ANNEX 02

ACF Charter and the 2010-2015 Strategic Framework

Charter of Principles

Whilst carrying out its activities, Action Contre la Faim respects the following principles:

Independence: Action Contre la Faim acts according to its own principles so as to maintain its moral and financial independence. Action Contre la Faim 's actions are not defined in terms of domestic or foreign policies nor in the interest of any particular government.

Neutrality: A victim is a victim. Action Contre la Faim maintains a strict political and religious neutrality. Nevertheless, Action Contre la Faim may denounce human rights violations that it has witnessed as well as obstacles put in the way of its humanitarian action.

Non discrimination: Action Contre la Faim refutes all discrimination based on race, sex, ethnicity, religion, nationality, opinion or social class.

Free and direct access to victims: Action Contre la Faim demands free access to victims and direct control of its programmes. Action Contre la Faim uses all means available to achieve these principles and will denounce and act Contre la Faim any obstacle preventing it from doing so. Action Contre la Faim also verifies the allocation of its resources to ensure that the resources reach those individuals for whom they are destined. Under no circumstances can partners working together with or alongside Action Contre la Faim become the ultimate beneficiaries of Action Contre la Faim aid programmes.

Professionalism: Action Contre la Faim bases the conception, realisation, management and assessment of its programmes on professional standards and its years of experience to maximise its efficiency and the use of resources.

Transparency: Action Contre la Faim is committed to respecting a policy of total transparency to beneficiaries, partners and donors and encourages the availability of information on the allocation and management of its funds. Action Contre la Faim is also committed to providing guarantees of its good management.

2015 ACF International Strategy

Aim 1

Increase our impact on acute malnutrition, curatively and preventively, especially for young children.

Aim 2

Respond to, and prevent humanitarian crises, address vulnerability and reinforced longer-term resilience to food, water and nutritional crises.

Aim 3

Develop partnerships with local, national and international stakeholders to increase the number of people we assist and promote sustainability.

Aim 4

Build our capacity to ensure effective and efficient responses to humanitarian crises.

Aim 5

Maximise our pre-eminence as an advocate and reference source on hunger and malnutrition.

ANNEX 03

Hazard Classification

HAZARD GENERIC GROUP	HAZARD SUB-GROUP	MAIN TYPE	SUB-TYPE if applicable	ONSET/ DURATION	INFLUENCE ON HAZARD
NATURAL	Geophysical: Events originating from solid earth.	Earthquake		★ ◎	N A T U R A L
		Volcano		★ ◎	
		Mass movement (dry)	Rockfall	★ ◎	
			Avalanche	★ ◎	
			Landslide	★ ◎	
			Sudside	★ ◎	
	Hydrometeorological: Events caused by atmospheric processes, deviations in the water cycle, and intra-seasonal to multi-decadal climate variability. Can be partly human-induced (climate change) although the exact extent to which a climate-related hazard is human-induced cannot be determined.	Storm	Tropical storm	★ ●	
			Extra-tropical storm (winter storm)	★ ●	
			Local (convective) storm	★ ●	
		Flood	General river flood	★ ●	
			Flash flood	★ ●	
			Storm surge/ coastal flood	★ ●	
		Mass movement (wet)	Rockfall	★ ◎	
			Avalanche	★ ◎	
			Landslide	★ ◎	
			Sudside	★ ◎	
		Extreme temperature	Heat wave	★ ●	
			Cold wave	★ ●	
			Extreme winter conditions	★ ●	
		Drought		★ ●	
		Wild fire	Forest fire	★ ●	
			Land fire	★ ●	
MAN-MADE	Biological: Events caused by the exposure of humans, livestock or crops to germs and toxic substances. Can be partly human-induced (e.g. climate change, migration) although the exact extent to which a climate-related hazard is human-induced cannot be determined.	Affecting non-human organisms (livestock, crops, fish stocks)	Viral	★ ●	
			Bacterial	★ ●	
			Parasitic	★ ●	
			Fungal	★ ●	
			Prion*	★ ●	
			Insect infestation	★ ●	
			Animal stampede	★ ●	
		Affecting humans	WASH-related diseases	★ ●	
			Malaria	★ ●	
			HIV/aids	★ / ★	
	Climate Change:	Sea level rise Coastal erosion		★ ○	
				★ ○	
	Unsustainable Natural Resource Management: Hazards resulting from unsustainable natural resource use by human populations.	Overfishing Overgrazing Deforestation Forest fires Desertification Pest invasion		★ ◎	
				★ ◎	
				★ ◎	
				★ ●	
				★ ○	
				★ ○	
MAN-MADE	Sociological: Hazards caused by interactions between humans.	Conflict	Low-intensity non-violent contact	★ ◎	M A N
			Violent crisis	★ ◎	
			War	★ ◎	
	Technological: Events caused by the exposure of living organisms to the destructive forces of technology.	Industrial hazards Structural collapse Power outage Fire Hazardous material Transportation		★	
				★	
				★ ◎	
				★ ●	
				★ ◎	

* prion: an infectious agent primarily composed of proteins which causes untreatable and fatal diseases in humans and animals.

Structure adapted from EMDAT Database, Havaria Information System Alert Map and Tearfund 2008.

ONSET

- ★ very rapid
- ★ rapid
- ★ slow

DURATION

- ◎ long-lasting
- ◎ punctual
- limited
- irreversible

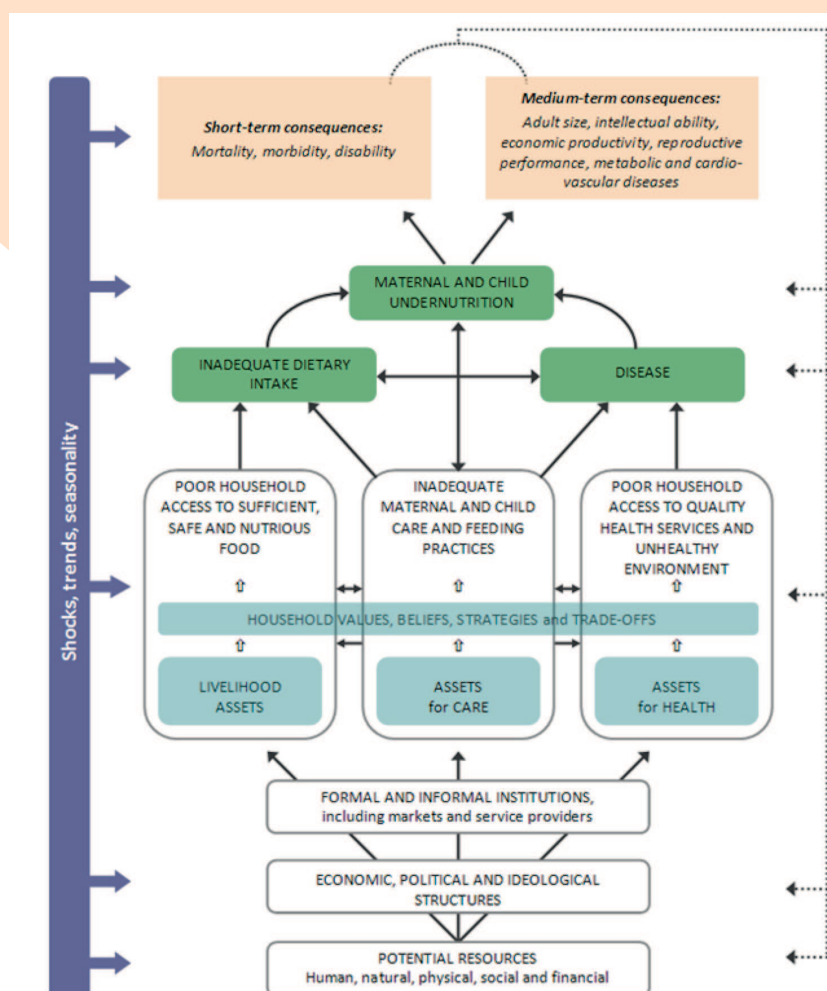
ANNEX 04

An integrated conceptual framework for maternal and child undernutrition

The framework⁶⁰ illustrates three levels of causes or risk factors for undernutrition:

- ✂ **Immediate causes or 'risk factors' of undernutrition** ('inadequate dietary intake' and 'disease'), which refer to the individual level.
- ✂ **Underlying causes or 'risk factors' of undernutrition** ('poor household access to sufficient, safe and nutritious food'; 'inadequate maternal and child care and feeding practices'; and 'poor household access to quality health services and unhealthy environment'), which refer to the household level.
- ✂ **Basic causes or 'risk factors' of undernutrition** ('formal and informal institutions'; 'economic, political and ideological structures'; and 'potential resources'), which refer to the national and society/community level.

The *short- and medium-term consequences* of maternal and child undernutrition act as 'feedback loops' or leading to vicious circles of undernutrition creating inter-generational health problems, loss of economic productivity and costs to society. In addition to the '*potential resources*' at national and society/ community level, a set of '*assets for food security*', '*assets for care*' or '*assets for health*' occur at the community/ household level. The *household's values, beliefs, strategies and trade-offs* influence the intra-household distribution of these assets and their uses, either for household food access, care and feeding practices, and/or access to health services and healthy environment. These resources are fundamentally affected by long-term *trends* as well as by *shocks* and *seasonality* at local, regional and national levels – over which people have limited or no control. These stresses are defined here as 'pressures which are cumulative and continuous, such as seasonal shortages and climate variability, soil degradation, population pressure, and shocks as sudden events such as floods, epidemics, droughts, but also wars, persecution and civil violence' (Chambers and Conway, 1991).



ANNEX 05

The impacts of climate change and areas of high risk ⁶¹

Impacts associated with global temperature change	+1°	+2°	+3°	+4°	+5°
Global mean annual temperature change relative to 1980 - 1999					
WATER	Increased water availability in moist tropics and high altitudes Decreased water availability and increase in droughts in mid-altitudes and semi-arid low latitudes People affected: 0.4 to 1.7 billion	1.0 to 2.0 billion	1.1 to 3.2 billion		Additional people with increased water stress
ECO-SYSTEMS	Increased amphibian extinction Increased coral bleaching Increasing species range shifts and wildfire risk	About 20 to 30% of species at increasingly high risk of extinction Most corals bleached	Widespread coral mortality Terrestrial biosphere tends toward a net carbon source ~15% of ecosystems affected	Major extinctions around the globe ~40% of ecosystems affected	
FOOD		Low latitudes: Crop productivity decreases for some cereals Mid to high latitudes: Crop productivity increases for some cereals		All cereals decrease Decreases in some regions	
COASTS	Increased damage from floods and storms Additional people at risk of coastal flooding each year: 0 to 3 million		2 to 15 million	About 30% loss of coastal wetlands	
HEALTH	Increased burden from malnutrition, diarrhoeal, cardio-respiratory and infectious diseases Increased morbidity and mortality from heatwaves, floods and droughts Changed distribution of some disease vectors		Substantial burden on health services		
SINGULAR EVENTS	Local retreat of ice in Greenland and West Antarctic		Long term commitment to several metres of sea-level rise due to ice sheet loss Ecosystem changes due to weakening of the meridional overturning circulation	Leading to reconfiguration of coastlines worldwide and inundation of low-lying areas	

Impacts will vary by extent of adaptation, rate of temperature change and socio-economic pathway

Those most vulnerable live in the semi-arid dry land belt countries, sub-Saharan Africa, South and Southeast Asia, Latin America, Small island developing states and the Arctic ⁶²

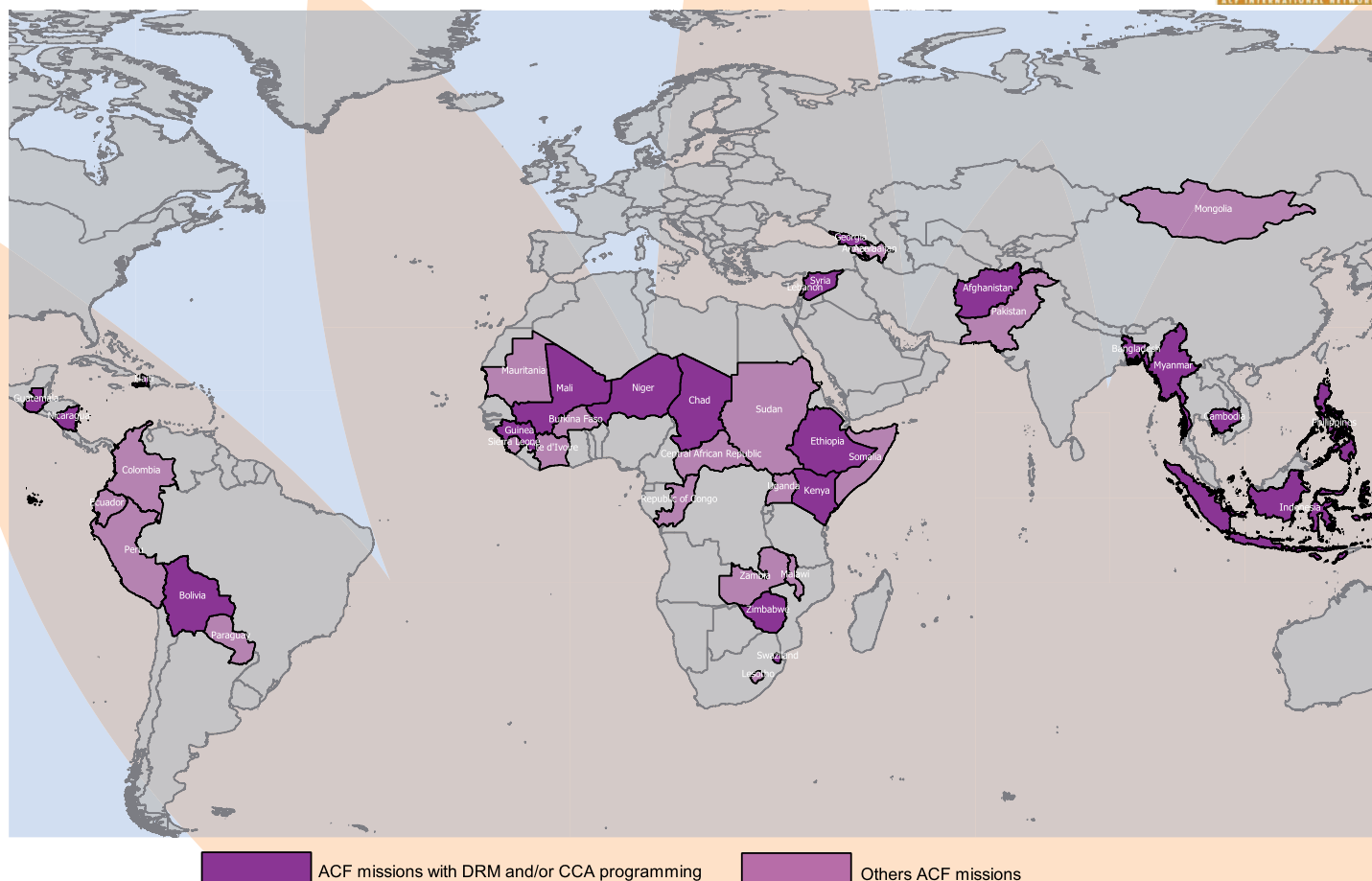
People living in low-lying areas, the semi-arid dry land belt along the Sahel that separates Africa's arid north from more fertile areas, easily flooded regions on the Equator, and glacier regions are most likely to be affected. The following countries and regions are considered the most vulnerable to climate change:

- The semi-arid dry land belt countries because of overall vulnerability to droughts from the Sahara/Sahel to the Middle East and Central Asia. (The most affected countries include Niger, Sudan, Ethiopia, Somalia, Yemen, and Iran, all the way to Western/Northern China.)
- Sub-Saharan Africa because of vulnerability to droughts and floods. (The most affected countries include Kenya, Uganda, Tanzania, Nigeria, Mozambique, and South Africa.)
- South and Southeast Asia because of the melting Himalayan ice sheets, droughts, floods and storms. (The most affected countries include India, Pakistan, Bangladesh, southern and eastern China, Myanmar, Vietnam, Philippines and Indonesia.)
- Latin America and parts of the US because of water shortages and floods. (The most affected countries include Mexico, Andean countries like Peru and Brazil.)
- Small island developing states because of sea level rise and cyclones. (The most affected countries include the Comoros islands, Kiribati, Tuvalu, the Maldives and Haiti.)
- The Arctic region because of the melting of ice caps.



ANNEX 06

Overview of previous DRR and CCA projects of ACF



ACF is humanitarian network operating for the last 30 years, working in 44 countries addressing the emergency and hunger needs of over 4.5 million people in contexts of natural disaster, chronic humanitarian needs and conflict. 2008 beneficiary estimates totalled 492,000 for nutrition and health, including mental health, care practices and HIV, 2,060,000 for water, hygiene and sanitation, and 1,644,000 for food security and livelihoods. ACF has a high engagement and experience working in insecure and conflict zones. Our current intervention caseload comprises: 9 high risk countries (risks of kidnapping, bombing, armed aggression, terrorism and sexual assault) 18 medium risk countries (risks of threats, banditry, mines, arrest, aggression) and 18 low risk countries (risks of accident, illness).

ACF has integrated DRR and CCA into the operations of 19 countries over the last 10 years. Many countries run both mainstreamed and stand-alone projects, addressing a range of the usual natural hazards, but also addressing HIV and cholera epidemics, disaster due conflict and unsustainable natural resource management. Both urban and rural programming under conflict, disaster and post-disaster contexts have targeted household to local government levels. Although some projects have been linked to national or regional initiatives, the main focus of ACF has been at the community level.

International codes and initiatives acknowledged by ACF

INTERNATIONAL INITIATIVE	WHAT IS IT?	HOW DOES IT WORK?
Code of Conduct International Red Cross and Red Crescent 1994 http://www.ifrc.org/publicat/conduct/	Agreed in 1994 by the eight largest disaster response agencies to set fundamental standards in relief delivery.	Ten principal commitments around ideological and political neutrality, respect for the local context and involvement of beneficiaries, vulnerability reduction, accountability and human dignity
People in Aid -Code of Conduct http://www.peopleinaid.org/code	An internationally recognised management tool that helps humanitarian aid and development agencies enhance the quality of their human resources management	Seven principles on 1. health, safety, security, 2. learning, training, development, 3. recruitment and selection, 4. consultation and communication, 5. support, management, leadership, 6. staff policies and practices, 7. HR strategy
The Sphere Project http://www.sphereproject.org	A voluntary initiative aimed at improving the quality of assistance to people affected by disaster and improving the accountability of states and humanitarian agencies to their constituents, donors and the affected populations	Minimum standards common to all sectors as well as sector-specific standards (WASH, Food Security, Nutrition, Shelter and Settlement, Health). SPHERE is based on human and humanitarian rights, refugee law and IRC Code of Conduct.
The Right to Food http://www.ohchr.org	The human right to adequate food is defined in the International Covenant on Economic, Social and Cultural Rights (ICESCR)	"The right to adequate food is realized when every man, woman and child, alone or in community with others, has the physical and economic access at all times to adequate food or means for its procurement" comment 12 on ICESCR.
The Right to Water	The right to water is has not yet been officially recognised under the ICESCR, but several organisations including ACF-IN advocate for its official recognition in human rights law	
MDGs http://www.un.org/millenniumgoals	An agenda of eight internationally set goals for improvements in human development to be achieved by 2015.	Eight MDGs on 1. poverty and hunger, 2. education, 3. gender and women empowerment, 4. child mortality, 5. maternal health, 6. HIV/AIDS, other diseases, 7. environmental sustainability, 8. global partnership
Hyogo Framework for Action (HFA) http://www.unisdr.org	An international framework for action on DRR, signed by 168 countries, endorsed by the UN General Assembly, and supported by the UN International Strategy for Disaster Reduction Secretariat (UNISDR). Contrary to the UNFCCC, the HFA does not contain an inherent financial mechanism and is not legally binding ⁶³	Five priorities for Action 2005-15: 1. DRR as national and local priority, 2. Risk identification, monitoring, assessment, 3. A culture of safety, 4. Reducing underlying risk factors, 5. Strengthening disaster preparedness
OECD DAC criteria http://www.oecd.org/dac	Criteria used by the OECD Network on Development Evaluation to evaluate development projects/ programmes	Relevance/appropriateness, Connectedness, Coherence, Coverage, Efficiency, Effectiveness Impact
UNFCCC and Bali Action Plan http://www.unfccc.int	The United Nations Framework Convention on Climate Change was initially concerned with mitigation - reducing carbon emissions. With the Bali Action Plan (2007), adaptation to climate change was recognised as a key area of action alongside mitigation.	Enhanced action on adaptation including international cooperation, risk management and reduction, disaster reduction, economic diversification, cross-level synergies, technical support and cooperation, and funding
Conflict sensitivity Conflict Sensitivity Resource Pack	A concept developed in response to the realisation that humanitarian operation can sometimes exacerbate conflict situations rather than improving them.	The ability of an organisation to understand the context of operation and the interaction between an intervention and its context, and to act upon the understanding of this interaction in order to avoid negative impacts and maximise positive impacts
Do No Harm http://www.cdainc.com Do No Harm Project Handbook	The core principle from the Do No Harm Project developed in the early 1990s by local and international NGOs. It acknowledges possible interactions between humanitarian assistance and conflict and calls for avoiding negative impacts	Main steps: understanding context; analysing dividers and tension, connectors and capacities for peace, the assistance programme, the programme's impact on dividers and connectors; considering and generating programming options, testing and redesigning programming

ANNEX 08

Hyogo Framework for Action⁶⁴



International Strategy for Disaster Reduction

SUMMARY of the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (Hyogo Framework)

Expected outcome, strategic goals and priorities for action 2005-2015

Expected Outcome

The substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries

Strategic Goals

The integration of disaster risk reduction into sustainable development policies and planning

Development and strengthening of institutions, mechanisms and capacities to build resilience to hazards

The systematic incorporation of risk reduction approaches into the implementation of emergency preparedness, response and recovery programmes

Priorities for Action

1. Ensure that disaster risk reduction (DRR) is a national and a local priority with a strong institutional basis for implementation

- DRR institutional mechanisms (national platforms); designated responsibilities
- DRR part of development policies and planning, sector wise and multisector
- Legislation to support DRR
- Decentralisation of responsibilities and resources
- Assessment of human resources and capacities
- Foster political commitment
- Community participation

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

- Risk assessments and maps, multi-risk: elaboration and dissemination
- Indicators on DRR and vulnerability
- Data & statistical loss information
- Early warning: people centered; information systems; public policy
- Scientific and technological development; data sharing, space-based earth observation, climate modeling and forecasting; early warning
- Regional and emerging risks

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

- Information sharing and cooperation;
- Networks across disciplines and regions; dialogue
- Use of standard DRR terminology
- Inclusion of DRR into school curricula, formal and informal education
- Training and learning on DRR: community level, local authorities, targeted sectors; equal access
- Research capacity: multi-risk; socio-economic; application
- Public awareness and media

4. Reduce the underlying risk factors

- Sustainable ecosystems and environmental management
- DRR strategies integrated with climate change adaptation
- Food security for resilience
- DRR integrated into health sector and safe hospitals
- Protection of critical public facilities
- Recovery schemes and social safety-nets
- Vulnerability reduction with diversified income options
- Financial risk-sharing mechanisms
- Public-private partnership
- Land use planning and building codes
- Rural development plans and DRR

5. Strengthen disaster preparedness for effective response at all levels

- Disaster management capacities: policy, technical and institutional capacities
- Dialogue, coordination & information exchange between disaster managers and development sectors
- Regional approaches to disaster response, with risk reduction focus
- Review & exercise preparedness and contingency plans
- Emergency funds
- Voluntarism & participation

Cross Cutting Issues

Multi-hazard approach

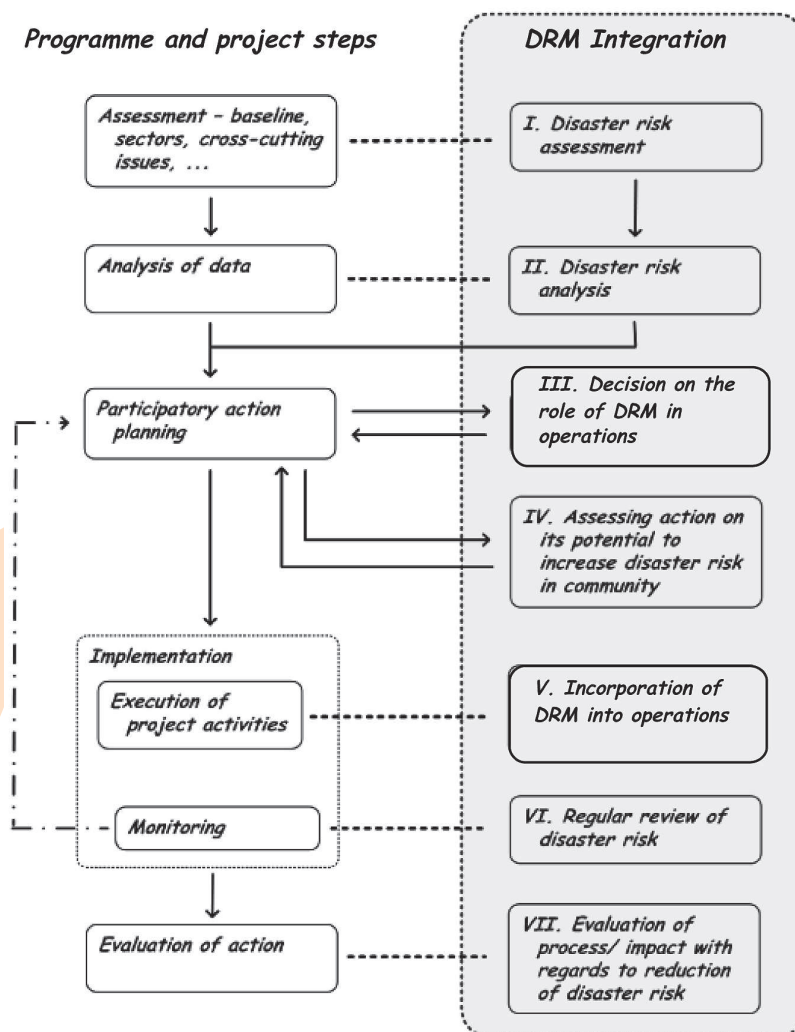
Gender perspective and cultural diversity

Community and volunteers participation

Capacity building & technology transfer

Contributing to the achievements of the internationally agreed development goals (including the MDGs)

Integrating DRM within programme and project cycles⁶⁵



I. Disaster risk assessment: Participatory Capacity and Vulnerability Analysis (PCVA) Part 1 – participatory hazard and risk assessments where hazards are identified, their probability and potential impact determined alongside the perception of risks, all compared with scientific knowledge and research on disaster issues. The vulnerability of communities towards these hazards is determined, as are the attitudes of the community towards these. Capacities in the communities are identified. Based on this, potential options to reduce disaster risk are determined.

II. Disaster risk analysis: PCVA Part 2- based on the disaster risk assessment several scenarios are proposed. The probability, potential impact of hazards is analysed. Based on the level of disaster risk, DRM actions are identified. Disaster risk alongside vulnerability information is used in developing DRM actions, and how these are best integrated with other activities in conjunction with community priorities and attitudes.

III. The role DRM in project: in the participatory action planning, and based on the disaster risk analysis and community input, the risk management approach is chosen: (I) stand-alone actions are developed that specifically aim to reduce or accept disaster risk (II) DRM is mainstreamed into programming, or disaster risk is not addressed.

IV. Assessing the action's potential to increase disaster risk: activities developed can have negative effects and increase disaster risk. This step ensures that the DRM action will not increase disaster risk ('do no harm').

V. Incorporation of DRM: into project and programme implementation, where explicit DRM interventions are developed, or where DRM is mainstreamed by making the project activities and outputs 'disaster resilient'.

VI. Regular review of disaster risk: the level of disaster risk in a community changes over time. These changes have to be monitored and the project may adapt its approach to disaster risk.

VII. Evaluation of the process/impact with regards to the reduction of disaster risk: to ensure that actions lead to institutional learning they have to be evaluated and results disseminated.

ANNEX 10

Recommended DRM action around the disaster cycle

ACF DRM Objective	1. Systematic ACF Contingency Planning	2. Prepare for hazards and threats	3. Mitigate and prevent risk by reducing vulnerability and strengthening resilience	4. Institutional capacity building	Minimise drivers of risk
EMERGENCY CONTEXT	- Implementation of contingency plan for primary disaster impacts - Assessments of secondary disaster risks and update of contingency plan (e.g. epidemics, landslides)	- Assessments of secondary disaster risks - Temporary mitigation of urgent risks	- Saving livelihoods (additional to saving lives) - Mainstreaming DRM into semi-permanent/permanent infrastructure-hazard-proofing focus - Focus on rapidly securing a healthy living environment by temporary measures, emergency safety nets	- Initial engagement and coordination with local stakeholders - Joint needs assessments	Do No Harm principles applied to all interventions
RECOVERY CONTEXT	- PCVA feeding information into ACF Contingency Plan formulation/update - Beginning of implementation of contingency plan - logistics and positioning of ACF and resources	- Full PCVA carried out - Definition of disaster cycle programming: community DRM plan - Start of implementing preparedness activities - Design/update of EWS, linking communities with external information - Beginning of 'Culture of Safety' activities	- Full PCVA carried out - Definition of disaster cycle programming: community DRM plan - Start of implementing small-scale mitigation activities: hazard-proofing infrastructure and livelihoods - Securing a healthy living environment permanently - DRM mainstreamed into all vulnerability reduction actions - Simple resilience building activities that diversify livelihoods activities-productive assets, income, dietary intake, safety nets - Reinforcing/creating disaster management committees, linkage with external actors - Beginning of community social fabric strengthening activities	- Full PCVA carried out: definition of role of institutions in community DRM plan - Definition of disaster cycle programming - Analysis of institutional capacity - Definition of coordination/capacity building action - Implementation of support focusing on reducing exposure to hazards and response	- Full PCVA carried out: community DRM plan - Definition of disaster cycle programming - Positioning with other actors or initiatives directly addressing dynamic pressures - Mainstreaming of environment, urban planning, climate change factors in all projects
STABLE CONTEXT	- Continuation of implementation of - capacity building of staff and partners - Continued monitoring and surveillance	- Focus on 'Culture of Safety' activities - Continued monitoring and surveillance - Focus on managing uncertainty according to local and scientific knowledge	- Larger-scale and long-term mitigation activities - Focus on long-term activities building resilience that diversify livelihoods and sustainably secure a healthy environment - Reinforcing/creating disaster management committees, linkage with external actors - Focus on organisation and linkage with external actors, education and community social fabric strengthening activities - Preparation for exit strategy, where relevant - Continued monitoring and surveillance	- Implementation of support adding vulnerability reduction/building resilience articulating with reducing exposure to hazards and response - Consolidating links of local stakeholders with provincial actors and communities - Continued monitoring and surveillance - Preparation for exit strategy, where relevant	- Focus on activities building resilience, greater emphasis on drivers - Continued coordination with other large initiatives - Mainstreaming of environment, urban planning, climate change factors in all projects
ALERT CONTEXT	- Re-assessments of risks according to EWS/surveillance information - SIMEX and reverification of contingency plan	- Re-assessments of risks according to EWS/surveillance information - SIMEX and reverification of contingency plan	Preparation for down-scaling or replanning of long-term activities	- Re-assessments of risks according to EWS/surveillance information - SIMEX and reverification of contingency plan	Preparation in down-scaling or replanning of long-term activities

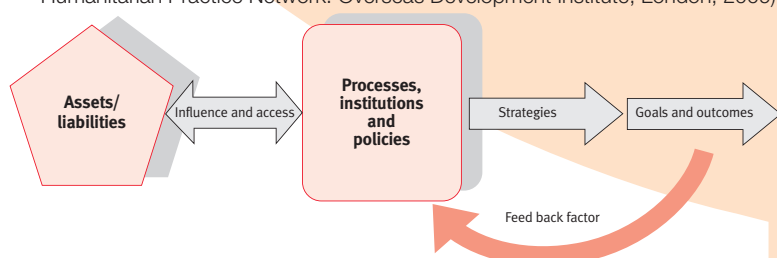
ANNEX 11

Characteristics of community approaches along a spectrum of DRM action

Direct response	Community-based DRM	Community-managed DRM
In emergency and early recovery contexts	In recovery and rehabilitation contexts	In rehabilitation and stable contexts
Centralised and top-down, managed by the external agencies, process owned by outsiders	Centralised and top-down, managed by the external agency, process owned by outsiders	Decentralised and bottom-up, managed by the community, process owned by the community
Driven by extreme needs-saving lives and livelihoods, and protection	Supply-driven	Demand-driven
Target oriented	Target oriented	Process oriented
Total dependency of the community on external actors	External agency as key player, dependency of the community	Community-based organisation as the key player, self-reliance
Minimal participatory and planning capacity	Reduced participatory and planning capacity	Significant participatory and planning capacity
Community reliant on external agencies	Community used to service providers	Community open to autonomy
Aid agency staff implement actions directly	Aid agency staff implements actions directly	Facilitating people to implement
Externally financed	Externally financed	Cost sharing with the community
Technological approach dominant	Technological approach important	Social approach dominant
Incorporates expert's knowledge into project assessment, design/planning and implementation	Incorporates expert's knowledge into project assessment, design/planning and implementation	Incorporates local people's knowledge into project assessment, design/planning and implementation
M&E by professionals	M&E by professionals	Participatory M&E
Short-term timeframe (except complex humanitarian emergency)	Short/medium-term time frame	Long-term time frame
Flexible donor funding rules	Rigid donor funding rules	Rigid donor funding rules

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- ¹³ There is no clear consensus within the aid community on a precise definition. For example, Bahadur (2010) revised 15 resilience systems, and concluded the revision with common characteristics, but with no common definition (see Bahadur, 2010. The resilience renaissance? Unpacking of resilience for tackling climate change and disasters. Strengthening Climate Resilience Discussion Paper 1. IDS, Brighton UK)
- ¹⁴ The reader is directed to the DFID Sustainable Livelihoods Guidance sheets (2000), and the ACF Food Security and Livelihoods Assessment Guideline (2010) for an in-depth treatment of the sustainable livelihoods approach.
- ¹⁵ The trends listed here and man-made hazards such as insecurity are distinguished from policies, institutions and policies in this policy, given that these may or may not be directly linked.
- ¹⁶ Maxwell and Wiebe (1999). Land Tenure and Food Security: Exploring Dynamic Linkages. Development and Change. Vol. 30(4), pp. 825-849.
- ¹⁷ El Niño/La Niña-Southern Oscillation
- ¹⁸ DFID, 2006. Reducing the risk of disasters – helping to achieve sustainable poverty reduction in a vulnerable world: a DFID policy paper. London; Oxley and Wisner 2008. Modified pressure and release model: linking DRR and climate change. Internal document
- ¹⁹ up to 80% of people who died in some areas affected by the 2005 Indian Ocean tsunami were women (Inforesources Focus, 2009).
- ²⁰ InfoResources, 2009. Disaster risk reduction: a gender and livelihood perspective. Focus no. 2/09, Zollikofen, Switzerland; UNISDR, 2009. Global Assessment Report on Disaster Risk Reduction -Risk and poverty in a changing climate. Geneva.
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- ²² This includes the lack of regulation of extractive natural resource industries such as forestry or mining and underinvestment in sustainable agriculture leads to ecosystem degradation; the lack of planning for population movement and changing demographics leads to unsafe living environment in urban settings; the lack of responsible economic policy leads to fragile markets for basic necessities, and so on. Poor policy on disaster management and nutrition results in poorly educated and informed communities, a lack of prepositioned resources and planning for relief operations, and a lack of extension services through which people can access assistance to address or prevent risk.
- ²³ aid workers understand this chronic conflict contexts using an adapted livelihoods framework (see Lautze and Raven-Roberts, 2006 endnote 24), as illustrated below (from Jaspars and Maxwell, 2009. Food security and Livelihoods programming in conflict: a review – Humanitarian Practice Network. Overseas Development Institute, London, 2009).



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- ²⁷ This leads to specific implications for programming, outlined in Section 6. Importantly, the causes of the conflict may change into purely economical drivers feeding war economies, which systematically exploit people, their livelihoods, and natural resources. These can be sourced within the community and its networks rather than from an external party (Jaspars and Maxwell, 2009).
- ²⁸ ACF, 2010 – Taking Action: Nutrition for Survival, Growth & Development -White Paper
- ²⁹ Khan, S., A. Najam, 2009). The Future of Globalization and its Humanitarian Impacts. Medford, MA, Feinstein International Famine Centre, Tufts University., in HFP, 2010 (see endnote 49)
- ³⁰ The 31 out of 34 armed conflicts from 1997-2008 were civil crises where, often, non-state actors were actively supported by governments, particularly in fragile or failed states (Harbom and Wallensteen, 2009. Patterns of major armed conflicts, 1999-2008 Appendix 2; Cohen and Deng, 2009. Mass displacement caused by conflicts and one-sided violence: national and international response; Stepanova, 2009. Trends in armed conflicts: one-sided violence against civilians pp. 39-68; Cohen and Deng, 2009. Mass displacement caused by conflicts and one-sided violence: national and international response, pp. ;15-38 - all in SIPRI Yearbook 2009).

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