

Brief on the Status of Hyogo Framework of Action and Post-Hyogo Framework Recommendations submitted to the National Disaster Management Authority

9 October 2014

1. The present brief is being circulated within WWF-Pakistan and the National Disaster Management Authority (NDMA). It concerns highlighting the present national and local progress in implementing Hyogo Framework of Action (HFA) goals in Pakistan, the shortcomings of the current HFA, and what can be some important recommendations for the second phase of HFA or HFA2 in light of best practices in disaster risk reduction (DRR) and lessons learnt through WWF-Pakistan's coastal climate change adaptation, disaster risk reduction, and food security projects.

Background:

2. The Hyogo Framework of Action (HFA) 2005-2015 is a set of global priority actions agreed by 168 countries in 2005 at the Second World Conference on Disaster Risk Reduction in Kobe, Hyogo, Japan. The 5 priority areas for action under HFA include: (a) make DRR national and local priority, (b) identify, monitor, and assess disaster risks and enhance early warning, (c) build a culture of safety and resilience at all levels, (d) reduce the underlying risk factors, and (e) strengthen disaster preparedness at all levels.

HFA and Pakistan – Current Status:

3. In view of the recurring disasters that continue to affect Pakistan and hamper developmental goals, WWF-Pakistan believes that disaster risk reduction needs radical rethinking in the country. Under a CDKN/START funded study, WWF-Pakistan in collaboration with the London School of Economics (LSE) estimated productivity losses incurred by the 2010 floods in Sindh, which showed that all income groups that were hit by the flood in Chotiari (District Sanghar) had lost 50% of assets in the post-flood period, amounting to approximately PKR 70,000 on average, per household.
4. Current development pathways are characterized by social, economic, environmental, and geo-political risks that require innovative solutions and practical actions shaped by top-down and bottom-up processes. The task at hand involves ensuring strong coordination between different frameworks and actors dealing with climate change, sustainable development, and disaster risk reduction to work together to build mutually reinforcing agendas and integrated planning and implementation at district, provincial and federal levels.
5. Like many other countries, Pakistan has not been able to fully implement the HFA priority areas on DRR. Most indicators for national progress reveal that while institutional commitment has been attained for many actions, however, achievements and outcomes are, so far, *neither comprehensive nor substantial*. Significant challenges have contributed to this lack of progress in Pakistan, including but not limited to, incapacity of various stakeholders, especially at sub-national levels; limited financial and technical resources; and, lack of political will and continuity of national policies.

6. It is noteworthy to mention that Pakistan is one of the countries that had successfully taken significant policy and legislative measures to implement DRR schemes and plans including the enactment of the National Disaster Management Act (2010) by the Parliament, development of the National Disaster Risk Reduction Policy and the 10-year National Disaster Management Plan. The challenge remains their effective implementation at all levels.

Strengths and shortcomings of the current HFA:

7. In a nutshell, since its inception, the HFA has increased awareness on DRR among governments, planners, practitioners, and other concerned actors. As a result, several countries have since been able to strengthen their DRR legislative and institutional arrangements, which have contributed to a decrease in mortality risk, especially from weather related disasters.
8. However, the current HFA has some limits as well. More specifically, the HFA has unable to create systemic change at the local level, particularly for the most vulnerable. There also appears to be an implementation gap reflected in the HFA between national DRR policy intent and local practices. A significant reason behind this is that DRR has not sufficiently been connected or mainstreamed with other developmental priorities, policies, and planning (such as in context of sustainable development, poverty, health).
9. The HFA also lacks measurable and quantifiable targets for assessing reduced losses as a result of implementing HFA priorities. There were no national baselines conducted nationally in Pakistan in 2005 when the HFA was agreed. This leads to the problem of lack of accountability among stakeholders and measuring actual progress made since 2005.
10. A more pertinent shortcoming of the HFA is that it focuses largely on intensive risk, and fails to adequately address extensive risk (low-severity and high frequency disasters such as droughts, landslides) that affect many more poor and marginalized populations with severe effects.

Recommendations for post-2015 Framework on DRR:

- **Equity, people-centered, and environmental integrity driven framework:** While equity, people-centered, environmental integrity, and rights based approach to disaster management, preparedness and response may not be new to HFA discussions, they were not explicitly articulated in the current HFA. It is important for the international community to integrate these principles as the guiding principles for future DRR framework to allow countries to address underlying causes of natural hazards and disasters. An effective way of doing this is to align the post-2015 framework with existing domestic and international legal instruments (such as the Vision 2020 for Pakistan and the International Human Rights Law and Standards).
- **Measurable and quantifiable targets based on baselines:** The post-2015 framework should include measurable and quantifiable targets for governments to monitor the progress in reducing human cost, financial costs, and the impact on the most vulnerable. The targets should be set for both extensive and intensive risks and local and national levels. The new framework should require all countries to conduct

nationwide gender-differentiated risk assessments through participatory processes as soon as possible supported by financial and technical resources to serve as baselines.

- **Strengthen accountability:** Indicators should be developed for the post-2015 framework to monitor the progress of countries and their roles and responsibilities in implementing DRR priorities, including reporting on financial contributions by states towards national and global disaster management and preparedness.
- **Provision of increased funding towards DRR actions:** For successful implementation of DRR commitments agreed in the post-2015 framework, it is important that adequate funding is available through national budgets and international mechanisms. The commitments made under the Busan Aid Effectiveness Forum to increase DRR spend need to be endorsed, materialized, and reflected in the post-2015 agreement.
- **Integrate DRR into developmental planning and policy:** Disasters affect a range of societal factors which include peoples' lives, livelihoods and assets, and economic sectors such as agriculture, fisheries, livestock, and health. This further exacerbates developmental challenges, including increased poverty. Hence, disaster should not be reflected as a stand-alone issue, but rather a stronger commitment should be agreed by governments in the post-2015 framework to mainstream DRR into development plans and budgets.
- **Encourage gender sensitive, community level approaches to DRR:** The post-2015 framework should focus on building the local resilience of communities and vulnerable groups such as women and children who are often more exposed to natural hazards and disasters.
- **Promote the responsible role of private sector in DRR:** Private sector can play a pivotal role in disaster management and risk mitigation by developing risk management tools such as risk transfer and risk insurance mechanisms. This can be further promoted through public-private partnerships. However, before engaging with the private sector, it is important that the new framework set clear criteria to determine which private sector actors are eligible to become post-2015 DRR partners (e.g. no record of human rights or environmental violations, tax evasion or corruption).
- **Seek partnerships with the civil society:** Civil society actors can help governments reach out to local communities and help to integrate community voices into national plans and policies. This should be promoted by engaging civil society more through DRR dialogues and consultations.
- **Systemize disaster learning and management:** Disaster can be effectively studied and, therefore, managed if countries develop and maintain national databases on losses incurred by disasters. The post-2015 framework should adopt, within a certain timeframe, a national loss database decision in compliance with HFA standards that can facilitate disaster risk assessments and DRR planning.