

VIEWS FROM THE FRONTLINE: BEYOND 2015

Findings from VFL 2013 and recommendations for a post-2015 disaster risk reduction framework to strengthen the resilience of communities to all hazards



Global Network
of Civil Society Organisations
for Disaster Reduction

THE VIEWS FROM THE FRONTLINE STORY SO FAR...



The Global Network of Civil Society Organisations for Disaster Reduction (GNDR) was founded in 2007 in the belief that civil society would have greater impact in strengthening the resilience of vulnerable people by working together. To support this aim, GNDR initiated Views from the Frontline (VFL) in 2008. VFL is a ground-breaking participatory monitoring programme designed to strengthen public accountability for DRR policy execution by providing the first independent global review of progress towards the implementation of disaster risk reduction at the local level. VFL gathers a broad cross-section of perspectives from communities, local authorities and civil society organisations who are most affected by disasters. The biennial programme recognises the value of a consolidated civil society voice across different regions and draws attention to DRR challenges seen by local stakeholders as critical to strengthening community resilience.

VFL 2009 – “Clouds but little rain...” was undertaken in 48 countries across Africa, Asia and the Americas. It provided substantial evidence that progress in establishing national DRR policies and legislation had not generated widespread changes in local practices. Most progress was seen in countries where capable, accountable and responsive local governments worked collaboratively with civil society and at-risk communities.

VFL 2011 – “If we do not join hands...” focused on the critical role of *local risk governance* – the importance of state and non-state actors working together to ensure the safety and well-being of their communities. The 2011 survey found very limited progress across a range of local risk governance indicators: lack of political authority; inadequate capacities and financial resources; and minimal support from central government were all identified as significant barriers to implementation of policies and plans at local level.

VFL 2013 – Beyond 2015 – was designed to better understand how at-risk people and local actors can support local change processes addressing differential vulnerabilities and strengthening community resilience. It draws lessons from the approaches local households adopt when faced with multiple hazards in the context of poverty, uncertainty, informality and fragility. This summary report contributes to discussions on the post-2015 HFA at the Global Platform for Disaster Risk Reduction 2013. The report’s core themes and headline recommendations are backed by an extensive evidence base including information from the VFL surveys, relevant case studies and human stories, together with the results of regional dialogues and consultations including the Global Network international conference in the Hague in March 2013.

THE VFL 2013 HEADLINES

57% of all respondents to VFL 2013 report that disaster losses are increasing. This is the widely held perception of 21,455 people from 57 countries living and working at the frontline of the battle to reduce the impact of disasters and is consistent with the findings from VFL 2011. Amongst the poorest groups 68% report an increase rather than a decrease in disaster losses. With over one billion people living in urban poverty (UNHABITAT) and 43% of the world's population living on under US\$2 per day (World Bank) these findings reflect reality for millions if not billions of people.

The perspectives of progress towards the HFA priorities for action from 76 governments (58 of which are low and middle income countries) who participated in the UNISDR's HFA biennial progress review finds only slight progress of 4.5% over a six year reporting period (see graph 1¹). At this rate of progress it is projected the review will report 'Institutional commitment attained, but achievements are neither comprehensive nor substantial' by 2015.

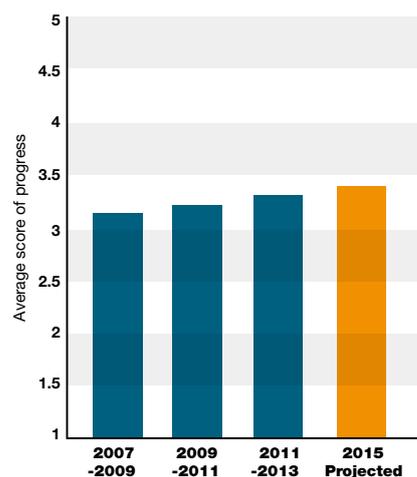
It is clear therefore, from both a national government and a local community perspective that a step change is needed for substantial progress to be achieved. There is an urgent need to close the gap between policies that seek to address disaster losses and actual progress at the frontline.

VFL shows that learning from the realities of experiencing disasters at the frontline is key to achieving effective change coping with and adapting to increasing shocks and stresses. We need to identify the core challenges and share practical ways to strengthen community resilience – the ability of people and communities to protect and enhance lives, livelihoods and assets when faced with hazards of all kinds (natural and human-derived). Community resilience is the foundation of national resilience. At-risk communities often have little choice but to assume primary responsibility for tackling multiple shocks and stresses. They respond holistically, flexibly and iteratively to constantly changing challenges through self-organisation, learning by doing, partnerships and participation – some of the key principles in building community resilience. These approaches are people-focused, simple and practical, and build on the innate strengths and capacities of individuals, their communities and local institutions. These principles and values provide the basis for a principles-based framework that can be adopted within wider society to scale up from local to national resilience.

Through a combination of surveys and local, regional and international consultation with civil society groups working with at-risk communities around the world, this VFL 2013 report draws together the latest perspectives, identifies five core themes and makes five key recommendations with practical steps to strengthen the resilience of people and their communities to absorb and adapt to hazards of all kinds:

- 1. Recognise the impact of everyday disasters on lives, livelihoods and assets**
- 2. Prioritise the most at-risk, poorest and marginalised people**
- 3. Tackle the underlying causes of people's vulnerability to disasters**
- 4. Mobilise political commitment by focusing on rights, responsibilities and accountabilities**
- 5. Promote partnerships and public participation**

A concerted effort by all parties – government, civil society, private sector, international agencies, local communities – to strengthen community resilience by focusing on impact at the local level, is essential to reducing the loss of lives and livelihoods of people most at-risk, experiencing everyday disasters – people living on the 'disaster frontline'.



Graph 1: UNISDR HFA Monitor

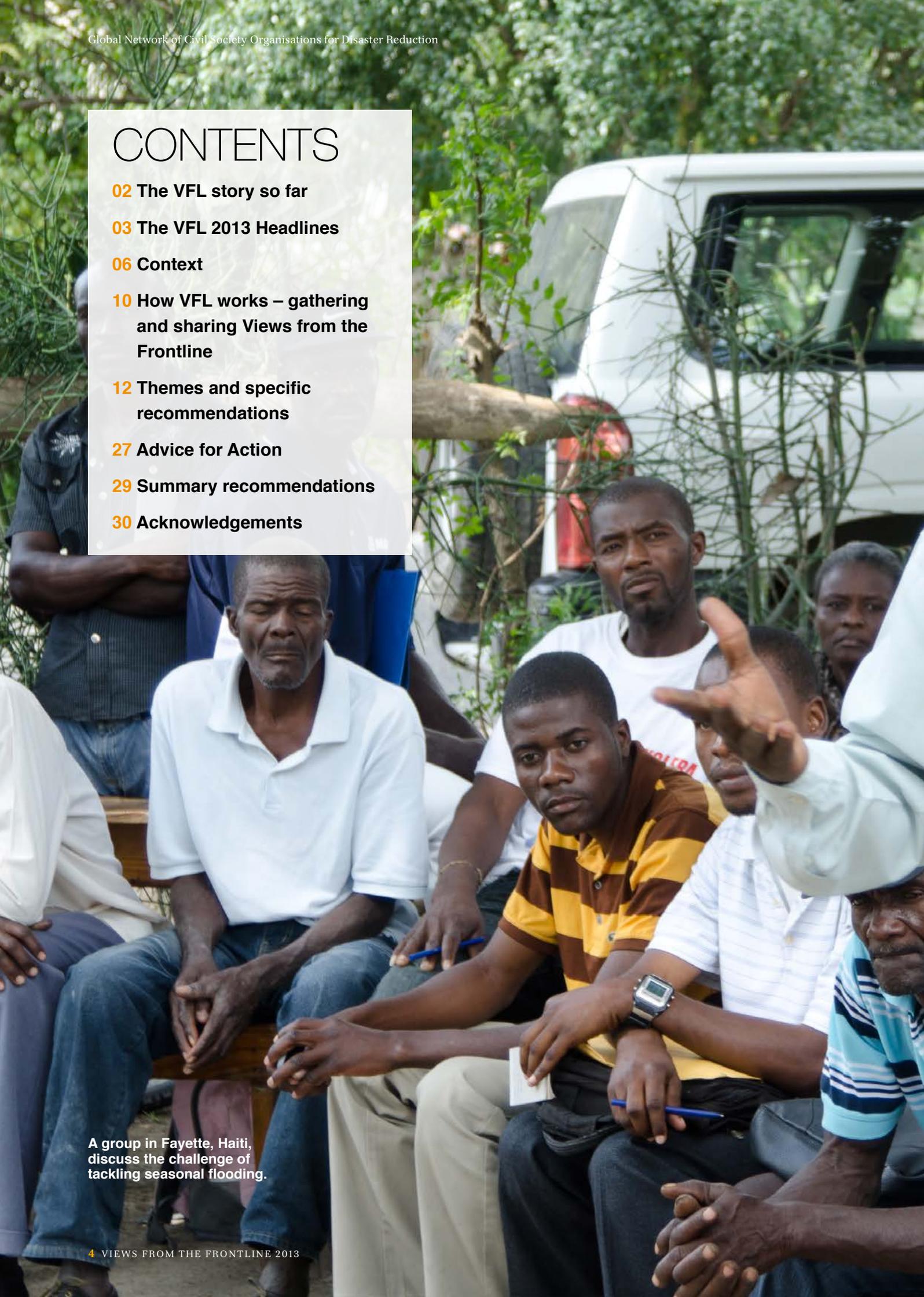
¹ UNISDR 'Synthesis Report on Consultations on the Post-2015 Framework on Disaster Risk Reduction' April 2013. Figures are aggregated and averaged from those presented. Note that the presentation in the UNISDR report uses an extremely expanded vertical axis to make differences clearer. The figure of 4.5% is based on the range from 1-5 used by the monitor, which shows a change over the period from 3.14-3.32. The projected figure of 3.377 for 2015 is based on the average rate of progress to date.



Global Network
of Civil Society Organisations
for Disaster Reduction

CONTENTS

- 02** The VFL story so far
- 03** The VFL 2013 Headlines
- 06** Context
- 10** How VFL works – gathering and sharing Views from the Frontline
- 12** Themes and specific recommendations
- 27** Advice for Action
- 29** Summary recommendations
- 30** Acknowledgements

A group of men are sitting on a wooden bench outdoors in Fayette, Haiti. They are engaged in a discussion about seasonal flooding. The men are dressed in casual clothing, including polo shirts and t-shirts. One man in the foreground is wearing a yellow and brown striped polo shirt and a watch. Another man is pointing towards the right. The background shows a white van and some greenery.

A group in Fayette, Haiti, discuss the challenge of tackling seasonal flooding.



CONTEXT

The Hyogo Framework for Action 2005-2015 (HFA) provides an important reference point for international cooperation and serves to increase awareness and understanding of disaster risk reduction at international, regional and national levels.

However, eight years on from its formulation, the reality for people at the frontline remains bleak. 57% of all respondents to VFL 2013 report that disaster losses are increasing. With an increasing focus on post-2015 development frameworks including Millennium Development Goals, Sustainable Development Goals, Climate Change as well as HFA, the call from VFL is that developing a global action plan to reduce disaster risks must address the local realities for people most at-risk - particularly in those countries and regions where disaster risks are greatest. A brief overview of key statistics provides an insight into global trends and local realities for the majority of people who are most affected by disasters:

57% of all respondents to VFL 2013 report that disaster losses are increasing.

- **In the last twenty years natural disasters have affected sixty four percent of the world's population (UNISDR).**

- **Economic losses associated with disasters continue to grow each year in all regions (EM-DAT)**

- **Ninety five percent of people killed by disasters are from developing countries (IPCC)**

- **Forty three percent of global population live on or below US\$2 per day. The majority of people living in extreme poverty (1.3 billion people living on less than US\$1 per day) live in fragile states (World Bank)**

- **Poorer countries have disproportionately higher mortality and economic loss risks (UNISDR)**

- **Women, children and the elderly disproportionately suffer the greatest disaster losses (UNISDR)**

- **One billion plus people live in urban poverty – the majority of urban poor households in Asia and Africa live in informal settlements and work in the informal economy (UNHABITAT)**

- **Conflict, insecurity and fragility affect one in four people on the planet (World Bank)**

- **More than fifty percent of people affected by “natural disasters” lived in fragile and conflict-affected countries (SaferWorld)**

- **The majority of disaster losses are due to small-scale recurrent disasters, primarily associated with weather-related hazards (UNISDR / GNDR VFL)**

- **There is a continuing gap between national DRR policies and local-level practices (GNDR VFL 2009/11/13)**

- **The situation is getting worse the poorer you are (GNDR VFL 2013).**



However, the full story is far worse than that portrayed by official statistics. National databases only tell part of the story as many tend not to record the impact of small-scale recurrent disasters - what many communities in VFL refer to as 'everyday disasters'. Although cumulative losses due to these everyday disasters account for the majority of localised disaster losses, they are largely unreported, uninsured, do not attract national government attention or unlock external financial assistance. The under-reporting of everyday disasters is compounded by the fact that the majority of poor households in rapidly growing urban centres live in informal settlements and work in the informal economy for which limited official data is available.

In reality the majority of people most-affected by disasters have to directly bear the cost of multiple inter-related risks in a complex, fast changing, uncertain and impoverished environment. In these situations, affected communities have to take responsibility for the security and protection of their lives, livelihoods and assets. The problem is particularly acute in areas of insecurity and conflict characterised by fragile or failing states with weak, exclusive and corrupt public institutions.

These are not marginal issues - the impact of disasters on the world's population is huge and continues to trend upwards. Across all regions of the world local people report that things are getting worse the poorer you are, despite governments reporting steadily increasing progress in the implementation of the five priorities and three strategic objectives of the Hyogo Framework for Action (GAR 2013). It is in this context that a post-2015 HFA must be able to engage in order to have an impact on those most at-risk.

Inhabitants of the Dharavi slum in Mumbai, India face the everyday disasters resulting from pollution, poor sanitation, disease, flooding and crime.

**Community
resilience is the
basic building
block and
foundation of
resilient nations.**

The GNDR believes effective disaster risk management strategies must be as simple as practicable whilst adequately representing local realities - particularly the realities faced by low-income households in poorer countries with weaker governments. Understanding the approaches that low-income households adopt to cope with and manage a range of hazards can help identify appropriate pathways to strengthen community resilience in the context of poverty, complexity, uncertainty and fragility.

One of the most important insights is that vulnerable people when exposed to multiple shocks and stresses adopt self-help and mutual assistance strategies that are holistic, flexible and responsive to change. In multi-risk environments investing in 'stand alone' actions to deal with specific (but probabilistically uncertain) hazard types are not a priority because the benefits are too narrow and opportunity costs too high. Instead, locally-initiated actions tend to be designed and implemented to provide a broad range of benefits that serve to both *protect* and *enhance* lives, livelihoods and assets across a range of foreseen and unforeseen hazards.

Principles for strengthening community resilience must be used to inform policy analysis and strategy formulation, ensuring public risk management policies and approaches are appropriate to the needs and priorities of the majority of vulnerable people at the frontline of disasters. Communities represent a microcosm of the inequalities, injustices and power dynamics at play within the society – the principles and values underpinning community resilience are similar to those that need to be adopted within the broader society to build national resilience. Community resilience is the basic building block and foundation of resilient nations.

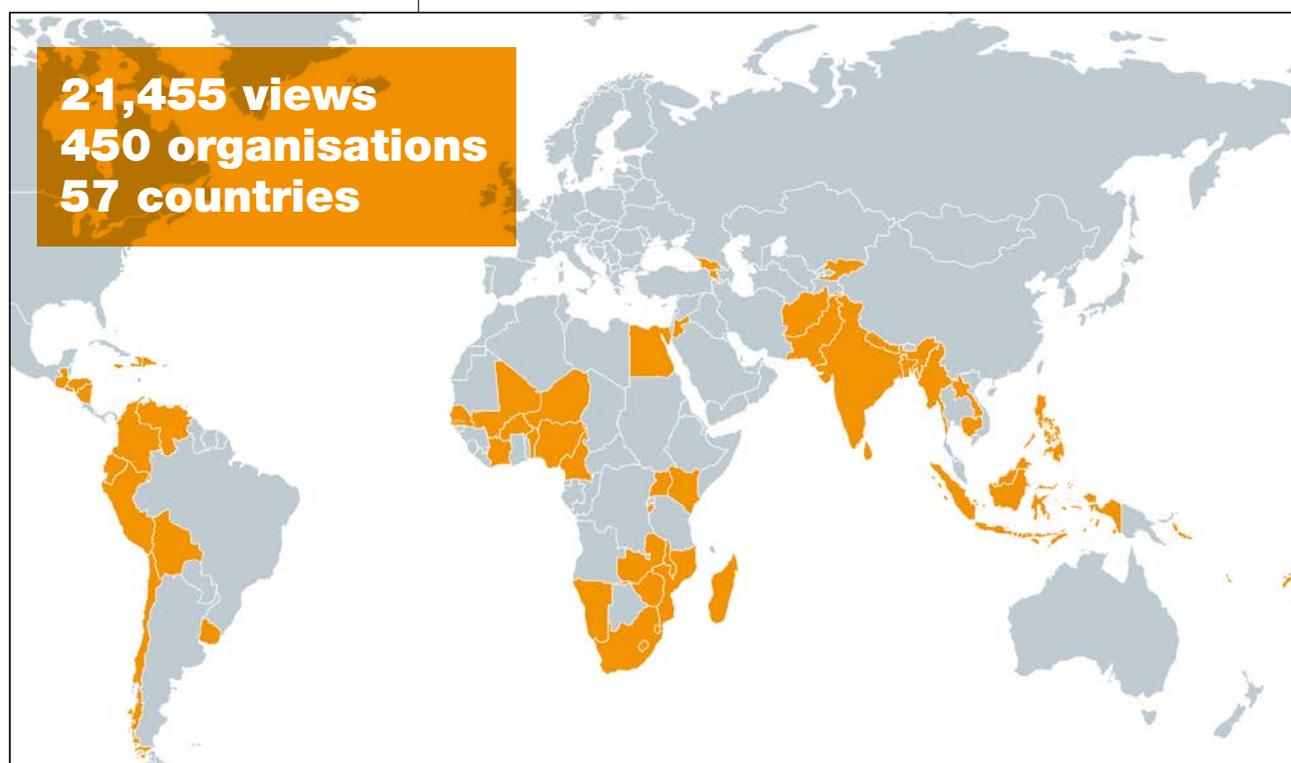
The rice harvest in Samaka, Cambodia, is vulnerable to droughts and the community has been developing a micro-insurance scheme to reduce their vulnerability.



HOW VFL WORKS

Gathering and sharing Views from the Frontline

VFL 2013 draws together different sources of information including surveys in 57 countries, online and regional consultations and a major global conference of GNDR members held at the Hague, the Netherlands in March 2013.



Online, regional and global consultations

The extensive VFL 2013 database underpins wide ranging consultations which have taken place from October 2012 to March 2013:

Regional consultations have taken place in Indonesia, South Africa, Kenya and El Salvador, drawing in over 200 GNDR members from Asia, Africa and Latin America regions.

Online consultations involving 90 GNDR members took place with four thematic discussions focusing on the current HFA, successes and challenges, and the shape of a future, post-HFA framework

Global consultation – A Global ‘Don’t live with it - deal with it’ Conference involving 130 participants, primarily GNDR members and other civil society representatives, took place at The Hague, Netherlands in March 2013 to explore the latest VFL findings and to formulate recommendations for a post-HFA framework. Regional discussions and plenary sessions provided inputs for a drafting committee who proposed a set of recommendations endorsed by the conference. These formed the basis of the recommendations presented in this report.²

² The global conference also established the next steps for the Views from the Frontline programme and launched the Action and Learning research programme, as well as presenting a new GNDR governance structure to strengthen regional and national activities and providing an opportunity for active GNDR members to connect together.



GATHERING VIEWS IN HAITI

Multiply this meeting in Haiti by 21,455 – the number of surveys conducted in VFL 2013 – each of which takes about an hour. 450 local civil society organisations in 57 countries collaborated to deliver the survey. When added to the survey data, consultations and case studies from VFL 2009 and 2011, the programme provides a uniquely valuable view of the possibilities and constraints of resilience building at local level.

VFL data reflects peoples' perceptions of hazards. At the Frontline this is a powerful way of establishing how hazards impact people and how they succeed or fail in building resilience. Perception data measures the experienced impact of disasters on people, and their capacity to build resilience to them. Perceptions matter because people base their actions on them. How individuals perceive the threat and risks associated with hazards is related to their frequency, intensity and impact. Peoples' perceptions of risk and disaster trends are fundamental to determining their ability to build safety and resilience. Local motivation is influenced by perception – people may accept levels of risk or may perceive them as unacceptable and take action. Both aspects of perceptions – as a source of information and as an indicator of peoples' level of motivation for change - are important. We use VFL data to assess progress on aspects of the Hyogo Framework for Action and in doing so we are treating perceptions as information. Different data sets, for example the international database EM-DAT, the more locally focused database Desinventar, and Views from the Frontline provide different and complementary perspectives³.

Two women are working through the VFL survey in the community of Fayette, near Port au Prince, Haiti. The research was conducted by Action Secours Ambulance, a Haitian NGO, who are leading VFL work in Haiti.

Cómo una persona percibe las amenazas y los riesgos relacionados a los peligros, está relacionado con su frecuencia, intensidad e impacto.

³ EM-DAT is a global database of disasters drawn from official sources such as insurance data and focusing on medium to large disasters www.em-dat.be. DESINVENTAR is a programme of work to gather local level data on disasters: <http://www.desinventar.org/>

THEMES AND RECOMMENDATIONS

A post-2015 DRR framework must seek to strengthen the resilience of people and their communities to absorb and adapt to hazards of all kinds: internal and external; short and long-term; natural and human-derived; rapid or slow onset; economic, social, environmental or geopolitical.



The ultimate goal of a post-2015 disaster risk reduction framework must be: “Communities that are resilient to all hazards”.

A post-2015 DRR framework must seek to strengthen the resilience of people and their communities to absorb and adapt to hazards of all kinds: internal and external; short and long-term; natural and human-derived; rapid or slow onset; economic, social, environmental or geopolitical. Community resilience refers to the ability of vulnerable people and their communities to *anticipate, prepare, respond, recover, live through disasters and adapt* to ever changing circumstances while protecting and enhancing their lives, livelihoods and assets. The ultimate goal of a post-2015 disaster risk reduction framework must be: “Communities that are resilient to all hazards”.

Building on the VFL programme and extensive consultation with civil society around the world, five core themes have emerged, highlighting the needs and priorities of people living at the frontline and identifying approaches to achieving community resilience. These approaches are holistic, flexible and break through silos; recognising the continuous changing multi-risk environment in which people live. They are people-centred with a focus on the most at risk, poorest and marginalized people, building on existing capacities locally and encouraging active citizenship. They address power and representation differentials, accountability and political commitment to close the DRR policy-practice gap and promote partnerships through iterative, incremental learning.

Recommendations and practical steps have been identified to support work underway at international, national and local levels to develop and implement a post-2015 framework.

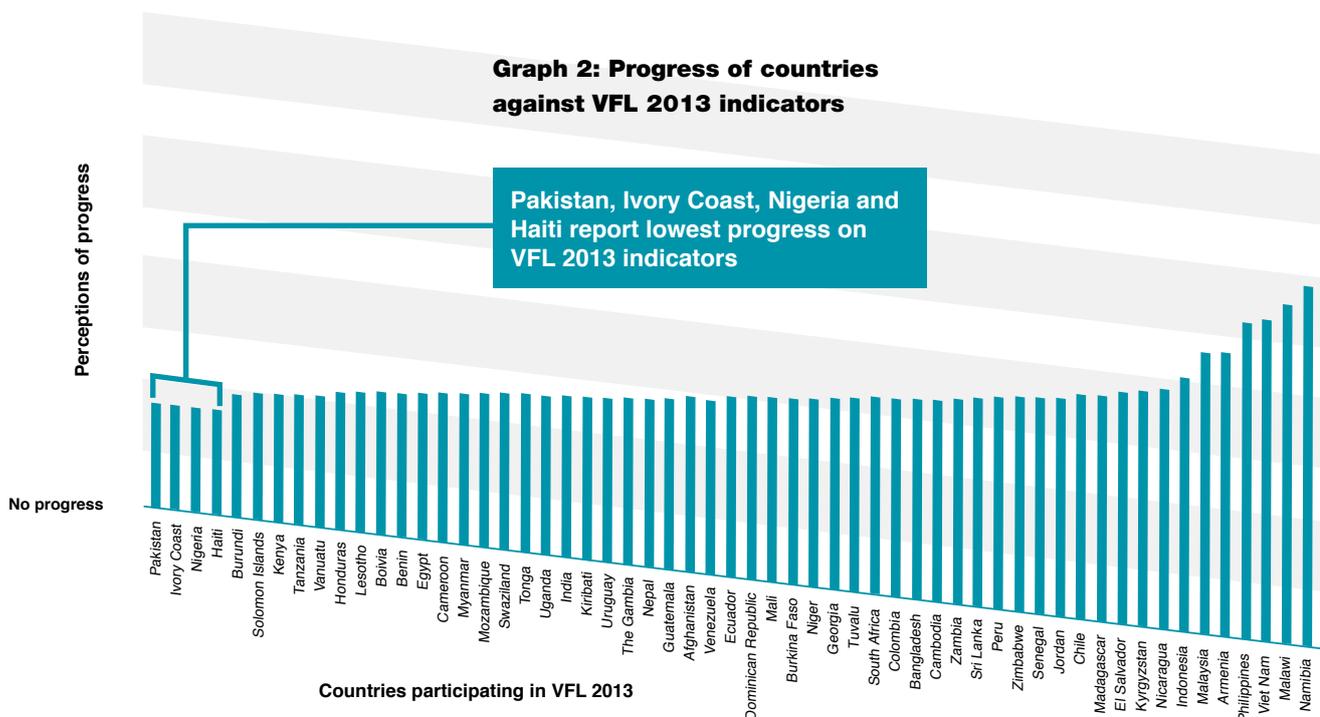
1 Recognise the impact of everyday disasters on lives, livelihoods and assets

Local communities are affected by a broad range of risks including seasonal floods, landslides, drought, pests, fires, food shortages, fluctuating prices, insecure land rights, crime, corruption and conflict. Climate change increases the frequency and intensity of weather-related disasters adding another layer of complexity to people’s existing vulnerability and development challenges. Disasters increasingly occur in contexts of conflict or chronic political instability. Stories from the frontline reveal that natural disasters significantly increase the risk for local conflicts, while chronic conflict also worsens people’s conditions – making them vulnerable for disasters. VFL data shows that those perceiving least progress live in places such as Pakistan, Ivory Coast, Nigeria and Haiti (see graph 2).

“A sample of 56 low and middle income countries reported 90% of the damage to roads, power, water supplies and telecommunications is associated with extensive risk.”⁴

UNISDR GAR 2013

Graph 2: Progress of countries against VFL 2013 indicators



VFL 2013 respondents report that it is ‘everyday disasters’ and conflict that impact most on their assets and livelihoods. Losses from ‘everyday disasters’ continue to increase. Small-scale, recurrent, seasonal disasters of all kinds are widespread and make a disproportionate impact on the lives and livelihoods of the poor who have limited resources and capacity to cope and adapt to a changing risk environment. The underlying risk factors which make people vulnerable to recurrent risks and disasters are often situated outside the community and have a social, political and spatial dimension. VFL 2013 finds that local people actively explore ways to cope and adapt their livelihoods to the impact of everyday disasters, but also reports that traditional and current ways to deal with risks fall short.

⁴ UNISDR define extensive risk as the widespread risk associated with the exposure of dispersed populations to repeated or persistent hazard conditions of low or moderate intensity, often of a highly localized nature, which can lead to debilitating cumulative disaster impacts. GNDP has adopted the term ‘everyday disasters’ as such disasters, as this report shows are the dominant disaster type for all populations.

ADAPTING FARMING PRACTICES TO A CHANGING CLIMATE

Farmers from Maharajganj district in Uttar Pradesh, India, work with local university scientists and a local NGO -Grameen Development Services (GDS) - to search for local solutions to reduce crop losses, food shortages and to strengthen livelihood strategies. The farmers increasingly encounter excessive rains causing floods which destroy paddy fields. Through field experiments farmers adapted their cropping calendars and farming techniques shifting to drought-tolerant paddy varieties, mustard, green-gram, sunflower and maize. These proposed solutions initially clashed with the farmers' intuitive knowledge, but when the trials succeeded the new crops and techniques were adopted by a larger group of farmers. They formed collectives to market their produce, and to have regular interaction with scientists using E-sources. Farmers from neighbouring villages visit the farms to learn about the new cropping practices.

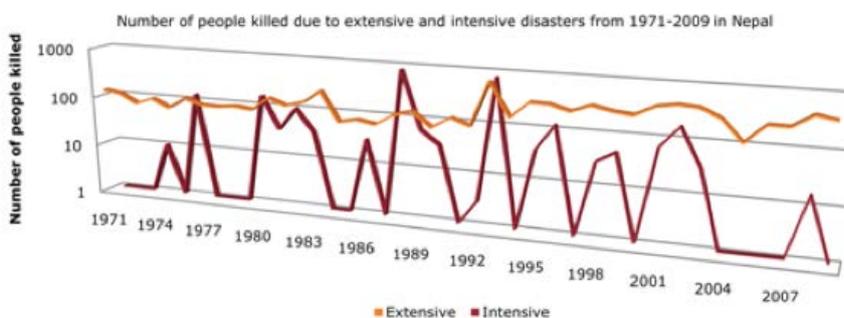
“For UNDP achieving resilience is a transformative process...to prevent, mitigate and learn from the experience of shocks and stresses of any type: natural or man-made; economic, health-related, political or social”

(Helen Clark, UNDP, 2012)

Farmers face erratic weather patterns and increasing levels of uncertainty regarding their cropping calendars – floods coincide with harvest time or destroy seedbeds for the next crop. Pastoralists increasingly face difficulty coping with long drought periods since they lose access to dry season pasture areas due to privatization and closure of land for settlement and agriculture purposes. Disaster-affected people don't just focus on immediate hazard risks but also understand their broader risk landscape; taking account of underlying risk factors that produce vulnerable conditions, and how they deal with these to survive crises. In complex environments, risk management strategies cannot address specific risk types in isolation from each other and must be holistic and flexible to adequately reflect local realities.

While there has been a marked reduction in lives lost over the last 23 years, economic losses continue to escalate [insert figure EM-DAT: Global disaster losses US\$ 1990-2011]. VFL 2009 surveyed the full range of indicators of the HFA and found that whereas governments reported progress with 'some limitations in capacities and resources' (2.9) people at the local level had a different experience, reporting progress 'to a very limited extent' (2.3) with an even lower rating of 1.75 for women ('No, not at all'). The overall picture for all local respondents – 2.42 has remained static throughout the 2009, 2011 and 2013 studies. Insert VFL 2009 policy-practice gap chart

This contrast in experience can be attributed to the invisibility of cumulative losses of everyday disasters in international and national disaster loss datasets which tend to focus on large impact disaster events. Everyday disasters are under-reported in recognized data-sets such as the Emergency Events Database (EM-DAT).⁵ A specific study of the impact of landslides, for example, drew on several sources of data to demonstrate that the recognised data from EM-DAT reported only a quarter of the losses, partly because they ignore any event in which the loss of life is small.⁶ UNISDR is turning to sources other than EM-DAT to find out what's really happening at this level.⁷ By looking at local level data from sources such as Desinventar,⁸ UNISDR increasingly realizes that the real picture at local level is far bleaker than the EM-DAT statistics suggest. The diagrams below present data depicting deaths and economic losses from intensive and extensive disasters in Nepal and show that whilst periodic losses from large and medium disasters have a major impact, the constant barrage of small scale everyday disasters has a consistent and higher impact. Desinventar data recorded 200% of the losses recorded by EM-DAT. This finding reinforces the message that the negative impact of everyday disasters is much higher than what is shown by datasets focusing on medium and large events.



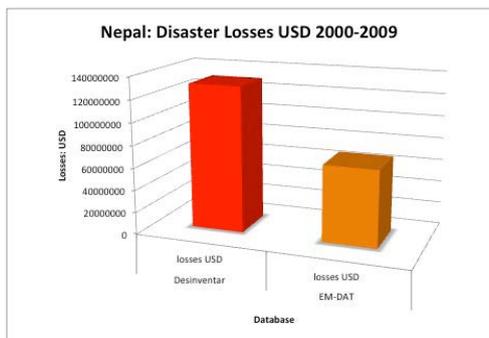
(UNISDR, Asia-Pacific Disaster Report 2012)

⁵ EM-DAT is the widely recognised Emergency Events Database maintained by the Centre for Research on the Epidemiology of Disasters (CRED)

⁶ Petley, D. (2012) 'Global patterns of loss of life from landslides', *Geology*: 1 August 2012. The author discusses this paper at <http://blogs.agu.org/landslideblog/2012/08/16/global-patterns-of-loss-of-life-from-landslides-my-new-paper-in-the-journal-geology/>.

⁷ UNISDR Global Assessment Report 2011

⁸ DESINVENTAR is a programme of work to gather local level data on disasters: <http://www.desinventar.org/>



(Sources: EM-DAT and Desinventar)

Another reason for the gap between official statistics and local realities is that impacts from disasters and conflict are recorded by separate agencies, and it is only recently that studies have started to link these datasets. VFL 2013 produced case studies illustrating vulnerable communities facing recurrent disasters and conflict, poverty, informality and insecurity. Because of the invisibility of everyday disasters and conflict, which are often interrelated, they do not trigger media and government attention, or attract external financial support. The costs of localised disasters and conflict have to be borne by the affected people who largely rely on their own resources to deal with adversity. Effective strategies to prevent disasters must be based on local realities for vulnerable people. National policies established in the current HFA framework largely fail to address everyday disasters due to the interaction of multiple risks. Practical actions to address small-scale recurrent disasters should be the basis of the design of a post-2015 DRM Framework. The situation in Haiti illustrates the grinding impact of ‘everyday’ disasters, which are often ignored:

Recommendation: Recognise the impact of ‘everyday disasters’ on lives, livelihoods and assets

Specific Recommendations:

- Incorporate a strong focus on small-scale recurrent ‘everyday disasters’ of any type (e.g. natural and human-derived such as conflict)
- Adopt a holistic DRR framework that reflects the multi-dimensional inter-dependent nature of risks impacting on vulnerable people’s lives and livelihoods.
- Strengthen national loss databases, including capability to systematically record small-scale recurrent disasters in low-income countries

NEGLECTED
‘EVERYDAY’
DISASTERS IN
HAITI

The legacy of recurrent storms and hurricanes over recent years results in a very fragile existence for communities all over Haiti – including those in the community of Fayette, 30km outside Port Au Prince. A community of 1,500 families in the area, more than 10,000 people, live alongside the banks of the River Monmance.



Monmance river

Repeated storms and hurricanes have widened the river, which has eroded its banks. Each year, homes are washed away, fields flooded, crops and grazing land destroyed. The dry season offers a brief respite, but local communities warn that when the Spring rains arrive, and even worse another hurricane, the river will quickly turn into a raging torrent taking crops, animals, houses, people with it. They’ve seen it before. And they say they’ll see it again.

Calls for support have been made. And there have been visits to the area – from NGOs, from government officials, but for the community of Fayette, action has not followed. Meanwhile the river grows larger, the problem grows bigger, and the solution more difficult and more expensive.

Continued overleaf

Continued from previous page



Adolphe Hérosiaste

Taking a break from his evening’s wash in the river, father of two, Adolphe Hérosiaste sighed: “Last year was like no other. This river washed through our village. People drowned. Animals were washed away. Our fields and homes were flooded so we lost our crops. Some families have moved higher up the hillside – but growing crops there is far more difficult. Some people have moved to nearby towns. But we want to stay here. This is our home. This is the only land we have.”

The damage to bridges and roads caused by these floods hampers children from getting to school and farmers from taking their crops to market. Whilst it is the mega-disasters, such as the 2010 earthquake that hit the headlines, it is the regular, grinding onslaught of everyday disasters that prevent communities such as that of Fayette from moving forward.

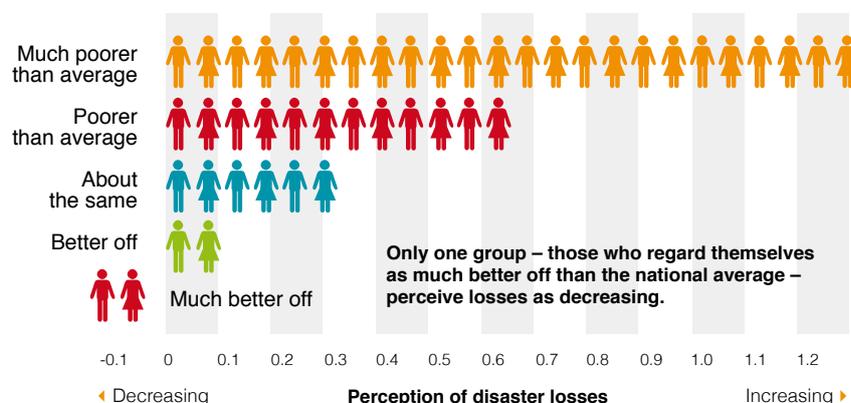
“VFL shows that the poorer you are, the worse it gets. Only the wealthiest group of those surveyed reported a reduction in losses”

GNDR VFL 2013

2 Prioritise the most at-risk, poorest and marginalised people

Disasters impact on all societies whether in high, medium or low-income countries, but they disproportionately affect poorer countries with weaker governance and particular demographic groups that are marginalized, excluded or unprotected by society. VFL 2013 finds a striking contrast between the experiences of different economic groups faced with predominantly small-scale recurrent disasters. The poorer you are the more losses you experience and the less you are able to deal with adversity (see graph 3). Relevant disaster information should be disaggregated according to economic and social status with the aim of designing DRR strategies that are relevant and appropriate for the most marginalised, disadvantaged, excluded social groups.

Graph 3: What different groups say about whether losses are increasing or decreasing



Poverty pushes people to live in high-risk areas where livelihood opportunities do exist but where formal protection and safety are absent. Invariably, government’s response to such situations consists of eviction and re-allocation of houses to safer places but remote from livelihood opportunities. A case study from Dr. Kenneth Kaunda District Municipality, a township in Northwest province of South Africa illustrates how affected and vulnerable people are not passive but actively seek solutions to address their risk problems: garbage and free sewage flows attract rats causing spread of diseases; people cook food on open fires which put the entire community at risk; garbage further blocks drainage canals preventing free flow of floodwaters during rainy season. Local residents and municipality DRM officials teamed with local researchers to collect data and ideas to reduce disaster risks in their locality blending local with experts’ knowledge. Community risk assessments were instrumental in raising people’s awareness how to make positive change in their daily lives by promoting safer practices and to inform policy processes. When local government implement the risk solutions identified by the residents, their living conditions will drastically improve.⁹

Key in community risk assessments is to acknowledge that different risk perspectives exist between and within communities, between men and women, between youth and older generations, among farmers, fisher folk or business people, between religions which may cause tensions between social groups. Community risk assessments can be conducted with different groups separately to understand differential vulnerabilities and risk priorities and be used as an instrument for creating understanding for different risk positions, to raise awareness about interconnectedness of risk problems within a village

⁹ Action at the Frontline case study: <http://www.globalnetwork-dr.org/case-studies/view-all-case-studies/169-case-study-3.html>

or between villages (upstream and downstream) and for entering dialogues and negotiations between marginalized vulnerable groups such as women, migrants, landless, disabled, refugees and elderly, and village authorities. Community risk assessments offer opportunities to understand differing risk perspectives, vulnerability differentials and risk solutions within their full social and political context, and seeing the connections and power relationships between the different groups. Facilitators should create a conducive environment for ensuring marginalized groups have their views expressed and heard, and that these are reflected in the risk assessment and in the solutions implemented. Community risk assessments, planning and monitoring are not just technical, but also political instruments to foster inclusiveness, accountability, transparency, and social action.

Instead of routinely categorizing women, children, refugees, elderly, widows, disabled, indigenous peoples and others as 'most vulnerable', 'vulnerability and capacity assessments' can be regarded as a tool for making these groups aware about the reasons for why they are disproportionately affected by risks and for unravelling the institutional arrangements and power relations from national to local levels; taking a historical perspective to understand differing vulnerability outcomes locally. Aside from differential vulnerabilities, people have existing but differentiated capacities to deal with disasters and crisis, and can take on different responsibilities accordingly. Community resilience can only be achieved when these differences are recognized and when people are able to engage, debate and negotiate with opposing groups and authorities about risk solutions in order to reach a comprehensive understanding of the others' needs and interests. This requires particular emphasis being given to supporting people with greater vulnerabilities in their empowering process based on principles of inclusion, justice and equity.

In the context of everyday disasters and conflict, local people's stories are primarily about social networks, searching for justice, survival, stretching prevailing gender norms and getting people's rights respected by authorities. Although people do not use the notion of 'vulnerability' to describe their situation, they feel the stress and talk about 'risks'. While people have different options for dealing with risks, their coping and adaptive strategies are culturally embedded in social relationships and local institutional settings. People comply with these institutional settings, adjust them, contest rules, or evade them. Even if the formal institutional context is weak, people create new rules, adjust traditions, re-order power relations and change local institutional arrangements. People are neither passive nor powerless but active participants contributing their knowledge to find appropriate risk solutions. More recognition in local risk governance of their insights, energy and active role would greatly enhance progress.

Recommendation: Prioritize the most at-risk, poorest and marginalized people

Specific Recommendations:

- **Design DRR policy strategies that reflect the differential vulnerabilities amongst different countries and social groups, and that are relevant for the most marginalised and excluded social groups (e.g. women, children, youth, displaced and people with disabilities)**
- **Disaggregate relevant disaster information according to economic and social status to get a real picture of local realities**
- **Recognize the active role and knowledge contributions of the high-risk vulnerable groups in local risk governance**



BREAKING THROUGH GENDER BARRIERS TO ADDRESS FOOD INSECURITY

Meshu Baburi lives in a village in Oromia region of Southern Ethiopia. It is a male-dominated society, and women need to be persistent to negotiate their plans with men and local authorities. Since 2001, Meshu has been working with village women seeking to tackle food insecurity in the area. They formed a group called 'Walda Jalala' (Association of Love) which operates as a savings group for buying seeds, and as a way to engage more effectively with local authorities and NGOs. The association bravely persisted in meeting with local government officials despite experiencing much scepticism and ridicule until they were finally granted two hectares of arable land.

Continued overleaf

“We are powerful when we organize ourselves and we must become economic actors in order to change our lives.” Meshu Baburi, Ethiopia

Continued from previous page

They then approached local NGOs for help. The Center for Development Initiatives (CDI) granted them funds for raising poultry, buying seeds, and the women tilled the land themselves. In the first year they harvested a surplus which was sold for profit. Today Meshu's initiative has expanded to involve 265 women and the Association owns four hectares where they plant their local grain 'teff', potatoes and coffee. By taking economic responsibility and diversifying livelihoods, the women have reduced loss of lives from food insecurity in their area. Furthermore, The women have gained the respect of men in their village, and have dared to discuss issues such as traditional practices of polygamy, genital mutilation and child-bonded labour, which have been ended in some cases.

“Efforts to reduce underlying risk factors account for the least progress in terms of the HFA”.

UNISDR HFA Mid-Term Review
2010-11

3 Tackle the underlying causes of people's vulnerability to disasters

The underlying causes of people's vulnerability to disasters lie in national and global political, social and economic structures and norms: for example, weak land use planning and building codes; insufficient financial resources and DRR expertise at the lowest levels of government; inadequate policies on climate change; a lack of national welfare systems or social safety nets; indebtedness; forced relocation and land grabs; corruption, discrimination against minority groups; inadequate policies on greenhouse gas reduction and climate change; and aid dependency. Disasters can be understood as the product of a cumulative set of policy decisions over a long period of time and to ensure that people's lives and livelihoods are resilient to disasters and conflict, these policies, structures and decisions need to be addressed. This requires much more than community-based DRR work. VFL highlights that village authorities do not operate at the appropriate level and scale to tackle these underlying risk factors, and individual communities lack the leverage to be taken seriously by government institutions.

VFL 2011 and 2013 finds that lack of resources for building local state and non-state institutional capacities and dedicated budgets for DRR implementation is a fundamental constraint to achieving community resilience. DRR is an area of public policy, but one that differs a lot from sectoral areas such as education or health. DRR is not a sectoral issue, but requires the involvement of a range of public sector agencies at different levels of government¹⁰ (Wilkinson, 2012). Aside from providing services like early warning, emergency shelter, first aid and relief goods, governments could engage in activities to influence the performance of others and refrain from actions that generate risks. However, vested interests of specific stakeholders influence and exert pressure on resource allocations, and in their role to manage competing interests and priorities, governments usually prioritise rapid economic growth over reducing people's exposure to risks that inevitably accompany economic growth. Additionally, public sector agencies are not used to working collectively on cross-cutting issues. The nature of collaboration depends on how power and authority is dispersed horizontally and vertically across government. Decentralisation reforms give greater authority and responsibility to local governments, but not necessarily with the corresponding budgets resulting in so-called unfunded mandates. Weak risk governance is identified as the single most important factor to explain limited progress of the HFA (VFL 2011, 2013).

Despite their limited influence and power to tackle the deeper political, social and macro-economic forces that put people at risk, the VFL process has highlighted examples of communities at the frontline who, against the odds, are strengthening their resilience. Progress achieved by the community in Samaka, Cambodia reflects the benefits of a 'learning by doing' approach (see box, right).

However, fast environmental changes, the high cost of response alternatives and weak governance limit this predominantly community-oriented approach (VFL 2013). To scale up, strengthen resilience and address the underlying causes of people's vulnerability, mobilising social action is an important strategy. When disaster-affected populations organise themselves into broader issue- or needs-based networks, they are able to portray shared concerns, enjoy greater legitimacy as local representatives, and can share lobby

¹⁰ Wilkinson, E. 2012. Transforming disaster risk management: a political economy approach, ODI background paper.

workloads. Civil society networks make it possible to establish connections outside people's innate social networks. Progress in the Philippines, which has been consistently one of the highest in VFL studies, shows what can be achieved. Vertical connections with authorities and power-holders make it possible for local voices to be heard – through lobby, cooperation, confrontation, and resistance - at district, provincial and national level, and to access national level financial resources for disaster risk reduction (see box overleaf, Philippine case study). Such connections beyond the village level are crucial to transform power and representation imbalances and to demand safety and protection.

POLICY ADVOCACY TOWARDS A PRO-ACTIVE AND INCLUSIVE DRR FRAMEWORK IN THE PHILIPPINES



The Philippines is located at the centre of typhoon, tectonic and volcanic belts, where people's disaster vulnerability is compounded by widespread poverty rooted in the country's socio-economic and political history.

Major disasters during the 1980s and 1990s resulted in increasing protests from disaster-affected populations deprived of government support. They formed alliances with civil society groups to lobby for pro-active, inclusive, and structural DRR policies at local and national levels. State-civil society relationships were still antagonistic but evolved until the government recognised the legitimacy of civil society protests and the need for DRR dialogues.

Several developments then led to a new law from the Philippine government. The HFA Declaration in 2005, the presence of DRR champions in government, the consolidation of a loose network of community-based organisations, NGOs, academic institutions, faith-based groups and individuals into the Disaster Risk Reduction Network Philippines (DRRNetPhils) in 2008, and DRR policy dialogues which engaged grassroots community representatives, all built the impetus for the passage of the Philippine Disaster Risk Reduction and Management Act (Republic Act 10121) in 2010.

The Act mandates a proactive DRR framework that is more responsive to the needs of communities. Local governments now have the power to allocate 5% of their budget to DRR activities with an emphasis on prevention and mitigation. This mandate provides them flexibility and confidence from the national government, although civil society will continue to hold authorities accountable for their decisions. The Act also mandates representation of civil society and private sector in the National Disaster Risk Reduction and Management Council, the agency tasked to improve communities' resilience from disasters.



LEARNING BY DOING

A local community in Cambodia show the power of taking control of their own situation and strengthening resilience

The community micro-insurance project at Samaka, 50km outside the provincial town of Battambang in Cambodia enables people in this rural area, which is vulnerable to floods and droughts, to provide social safety nets and strengthen livelihoods. A local NGO (GNDR member 'Save the Earth Cambodia') introduced the concept of micro-insurance, sharing it with the community and helping them develop it from 2007 to 2009. No funding was provided and the project depended on local resources. By 2012 the community had accumulated a fund of over US\$7500 from small contributions from community members, allocating funds to community members for local agricultural and business projects and as micro-insurance payments. Key to the success of the programme has been social cohesion and self-organisation. The community developed a structure and rules to organise themselves. They had to work out how funds were accumulated from individual contributions, how they were allocated to people who requested them, how their use was monitored, what rules were agreed by the community and what sanctions could be imposed where

Continued overleaf

Continued from previous page

necessary. They developed a structure of local governance. For those involved the benefits have been a steady and growing income, which helps them to protect against shocks from floods and drought.

The commune leader – the local government officer is an active participant and supporter. Interest in the project has led to other communes adopting this approach, and to interest from higher layers of government. Self organisation, learning by doing, trust, agreed structures, rules, monitoring and sanctions have been the building blocks of community resilience in Samaka and in other villages following their lead.



DISPLACED FLOOD-AFFECTED RESIDENTS WAIT FOR THE CABINET TO RESPOND TO THEIR NEEDS

Oshakati town is situated in a low-laying flood-prone area in Oshana region, Namibia. In 2010, the Oshakati Town Council built a sand wall to mitigate annual flooding. In March 2011 the sand wall collapsed due to heavy rains and water released from the Cuvelai Basin system inundating 80% of the town. This was unprecedented. Because floodwaters do not recede, the town council set up relocation

Continued on opposite page

Difficulties in addressing the underlying risk drivers embedded in the different development sectors explain why disaster loss and impact are continuing to increase. Ultimately, the success of a post-2015 DRR framework will depend on its effectiveness in tackling the underlying causes of risk. Strengthening people’s resilience is a dynamic social change process that requires transformation of structural power and representation imbalances between different social, economic and demographic groups. For example, women and girls are disproportionately affected by disasters in part because of structural inequalities in terms of decision-making authority and leadership opportunities within households and communities. VFL 2011 showed that effective Local Risk Governance – an inclusive, accountable and responsive state working in partnership with affected communities - was critical in achieving this, but found that progress on all indicators of factors strengthening local governance was low.

For external frameworks to have an impact at the local level it is also crucial to forge strategic links with other post-2015 development frameworks such as Millennium Development Goals, Sustainable Development Goals, climate change, poverty reduction, and conflict transformation to achieve greater synergies and policy coherence - breaking down the policy silos. Local people are exposed to a wide range of risks and deal with local realities in a holistic way. Adhering to separate domains can lead to counterproductive interventions and duplication in efforts. It is confusing for local communities living in multi-risk environments to engage with different organizations each working separately either on DRR, climate change adaptation or poverty reduction without proper coordination. Fragmented policies, institutional duplication and overlapping mandates lead to a poor return on investment for national governments and institutional donors. Holistic systems-wide approaches are required, recognizing that many of the risk drivers are inter-dependent and require a balancing of human needs with a sustainable environment for current and future generations. Local communities welcome integrated approaches that combine structural disaster risk reduction with strengthening livelihoods and disaster preparedness.

Recommendation: Tackle the underlying causes of people’s vulnerability to disasters

Specific Recommendations:

- **Strengthen local risk governance and support effective social change processes to tackle structural inequalities and power imbalances between social, economic and demographic groups that underpin differential vulnerability**
- **Forge strategic links with other post-2015 development frameworks such as SDGs, MDGs, Climate Change, poverty reduction and conflict transformation to achieve more policy coherence**
- **Promote resilience-based sustainable development frameworks that facilitate integrated programmes and support policies that balance human needs with environmental management to ensure inter-generational sustainability**

“VFL case studies show that participation of all actors is key to progress in reducing losses”

VFL 2013

4 Mobilise political commitment by focusing on rights, responsibilities and accountabilities

Disasters are events to which political systems must respond. The way governments manage disaster risk, respond to and explain disasters influences their interactions and relationships with their citizens. For a significant proportion of the world's population living in poverty in fragile and risk-prone areas, the current DRR frameworks are not working. At the local level, governments lack the capacity and resources to ensure the safety and protection of people and their assets – resulting in increasing losses.

THE DISASTER LABORATORY



Bangladesh – labelled a ‘disaster laboratory’ in VFL 2009 – has hit recent headlines with another disaster highlighting the challenge of turning DRR policies into practice. Over 400 people were killed and 2,500 injured following the collapse of Rana Plaza garment factories near

Dhaka in April 2013. The international spotlight is focused on how the Bangladeshi government can handle clear breaches of legislation designed to prevent disasters of this type. Western retailers supplied by the factories are under scrutiny too.

VFL member, ‘Centre for Participatory Research and Development’, reports: “In Bangladesh, we have good laws and policies but generally nobody (from rich to poor, from highly educated people to illiterate people) follows policies because of corruption, lack of monitoring, and other pressures. This terrible disaster is the direct result. We have had successes in Bangladesh in building our capacity to reduce natural disasters – but this tragedy highlights the urgency of tackling the systems that result in man-made disasters too. Once again it is the poorest members of our community who pay the price.”

At the national level less than 1 US\$ for every 100 for development aid has been spent on DRR over the last decade.¹¹ Decisions about resource allocations are shaped by those who have influence on government decisions. Where vulnerable people have little influence, their needs and priorities are ignored. The result is that allocation of DRR measures is biased against those most at risk (VFL 2011, World Bank¹²). VFL has found in all surveys (2009, 2011 and 2013) that lack of resources is a critical limiting factor. This is a clear indicator of lack of political commitment and strengthens the rationale for taking a ‘rights-based’ approach that puts responsibilities and accountabilities at the core of the framework.

VFL 2013 consultations suggested that the HFA is useful to local communities and civil society in advocating for DRR regulations at the global and national level, and holding national government accountable to reduce risks at local level. However, it finds that there is often a sense of indifference and a lack of responsibility for risk reduction at local government level.

Continued from previous page

camps on higher ground, while the Red Cross ran sanitation and cholera awareness activities to counteract the massive waste problem that was developing. Malaria and cholera spread. Schools had to be closed, and people lost assets and valuables making it difficult to sustain their livelihoods.

Because flooding remains a continuous problem in Oshakati, the number of people relocating to temporary camps is growing. Tensions have risen among displaced households and pressure has grown on town councillors to find solutions. However, the town council just waits for central government to approve its proposed master plan to build infrastructure that will channel the water out of town. Two years later, little change is reported.

¹¹ Kellett, J. and D. Sparks, 2012, *Disaster Risk reduction: Spending where it should count*, Global trends, Briefing Paper

¹² World Bank, 2010, *Natural Hazards, Unnatural Disasters: the Economics of Effective Prevention*, www.gfdrr.org/gfdrr/NHUD-home



PARTICIPATORY STRATEGIC PLANNING FOR WASTE REMOVAL

Territorio do Bem: Brazil

Faced with the impacts of waste on the community of Territorio do Bem in Vitoria, Brazil, people realized they had to work together to make a difference. The area is home to 31,000 low income families in housing packed closely on mountainous slopes. Informal garbage dumps attract insects, smelling bad and presenting health risks for children. Strong rains wash garbage into drains, blocking them, worsening the effects of flooding and in turn causing landslides.

The community council, supported by the local NGO Atelie de Ideias, volunteers and members of local government decided they had to act urgently to tackle the problem. They used a social mobilization approach – ‘participatory strategic planning’ to organize themselves. The process drew in help from many quarters. Local government provided extra cleaning services. Companies donated household waste sites, bins and materials.

165 people participated, including 31 volunteers from the NGO CISV international, students and volunteers from businesses and the private sector. Atelie de Ideias mobilized local

Continued on opposite page

A rights-based approach implies the need to re-politicise a post-2015 disaster risk reduction framework. It requires an analysis of what has led to the vulnerable conditions of people's marginalisation, what their rights and entitlements are, how these have been denied, and how to engage with political processes to be able to access and claim these rights. Countries have their own specific governance arrangements, but there are common functions and characteristics that lead to progress. For example the rights of all groups to information about risks and risk reduction measures, participation in decision-making, budgeting, planning and implementation must be explicitly recognised in policy, legal and institutional provisions and translated into local practice. Progress is limited where underlying root causes of vulnerability are not addressed, for example through bureaucratic ‘brick walls’ (see Namibia case study p20), failures to sustain policy gains, and reprisals against those who challenge the status quo.¹³ But regardless the level of democratisation, any form of local people's engagement can generate positive differences whether these are through informal networks, associations or through formal participation in official politics.

Active citizenship does not stop with voting or volunteering, but concerns active learning about how to engage in the political arena with other DRR stakeholders to pursuit social inclusion – considering gender, age, disability, ethnicity – and

LOCAL RISK REDUCTION COUNCIL AIDS INTER-ORGANIZATIONAL COORDINATION

San Pedro del Ycuamandiyu, Paraguay



Forest fires sweeping across the district of in the district of San Pedro del Ycuamandiyu in Paraguay in 2007, affecting more than 1,500 families, were a spur for action to establish decentralized local risk management

structures that would better coordinate the many different groups and organisations who needed to work together.

UNDP and the National Emergency Secretariat (SEN) coordinated local and national government and other social groups, who set up a pilot project in San Pedro involving the municipal legislative and executive representatives, local organizations, the private sector and community organizations. Key members of local government and the general public were given training to develop risk management skills and a Local Risk Management Council was set up with representatives from municipal authorities and civil society organizations, to organize risk prevention planning and emergency response.

The newly established council set up committees for forest fires and road safety. These committees suggested setting up a Road Safety Observatory and designing forest fire and traffic accident and awareness activities and campaigns. As a result there is greater understanding of risk and more consciousness of the importance of DRR. The new partnerships have helped develop holistic risk management and implementation of planned, efficient and timely measures to address risks

Strengthening local risk governance improves the ability to face emergencies that previously received limited central government response. The public are embracing this culture of prevention.

¹³ Gaventa, J. and G. Barrett, 2010, So What difference does it make? Mapping the outcomes of citizen Engagement, IDS Working Paper 347

social justice agendas. It means working on both sides of the power equation: to develop an active and engaged civil society and a more responsive and effective government that is able to deliver the required public services. Active engagement is assumed to improve downward accountability: accountability is about improving democratic processes, challenging power relations and claiming citizenship.

Accountability mechanisms are essential to hold duty bearers (individual and institutional) to account with clarity in roles and responsibilities and inclusiveness in political processes. Civil society has an important role as a 'critical policy monitor' – watching government's performance in relation to existing international and domestic legislation, customary laws, human rights standards, and environmental policies. To make this monitoring effective, the formulation of attainable standards, goals, targets and indicators for DRR performance, as well as for measuring disaster impact is required, together with mechanisms for redress and remedy for non-compliance. Monitoring and accountability procedures must not only extend to governments, but also to global actors like donors, International Non-Governmental Organisations and multinational corporations as well as to local civil society organisations and private sector. The purpose of accountability procedures is to make governments policies congruent with practice and to attune DRR interventions to local realities, and to significantly improve risk governance at multiple levels.

Everyone concerned with disaster risk reduction, ranging from local communities to national governments and the international community, should take responsibility for, and manage the risks that they can address at their levels. The assumptions of the original HFA framework, with its emphasis on large impact disasters should be replaced by a more comprehensive approach to risk. VFL 2013 shows the invisibility in disaster losses data of small-scale everyday disasters. It highlights the limited resources and capacities of local government to deal with these realities. The post-2015 DRR framework should give more emphasis to strengthening local risk governance and to developing the roles and responsibilities of actors at all institutional levels. For example some risks can be managed locally, while other risks require the involvement of higher institutional levels. DRR is not the responsibility of solely government or local communities: it depends on governments, civil society and other DRR actors working together across levels, sectors and scales, with clearly defined roles and responsibilities before, during and after disasters.

Continued from previous page

government departments to work cross-sectorally providing services to assist the initiative; transforming an informal dump into a recreational park, providing cleaning equipment, plants for the area, tents for project workers, education and transport for volunteers.

The programme mapped over 200 informal dumps, cleared six plots of land and turned two areas into recreational parks, as well as distributing trash bins and providing training for over 2000 households. Its use of 'Participatory strategic planning' gained it an award from the UNDP and President of Brazil for its contribution towards achieving the Millennium Development Goals. It has also encouraged development of a participatory waste removal policy by the local government.

Recommendation: Mobilise political commitment by focusing on rights, responsibilities and accountabilities

Specific Recommendations:

- **Explicitly link the protection of people's lives, livelihoods and assets to relevant international and domestic legal provisions - including human rights, environmental legislation, traditional and customary laws.**
- **Apply a rights-based approach that turns human rights standards and procedural rights into actions, and puts the relationship between people as rights holders and governments as primary duty bearers at the centre of the framework**
- **Establish relevant performance standards, targets, associated baselines and indicators to measure progress in institutional DRR performance and achievements at all levels**
- **Establish transparent monitoring and audit mechanisms to impartially measure and review progress towards achieving standards and goals at all levels.**
- **Establish complaints and grievance procedures accessible to the general public for remedy and redress**
- **Implement public information and communications systems to improve public access to disaster risk management information.**

5 Promote partnerships and public participation

All DRR actors nowadays acknowledge that a multi-sector, multi-actor and multi-level approach is a prerequisite to reducing disaster risks, but they differ on how the various stakeholders should engage, and what their roles and responsibilities are. The HFA (2005-15) assumes effective interaction between governments, communities and civil-society actors in which the government shapes policies and institutional frameworks, while civil-society actors play a complementary role in supporting vulnerable communities. This approach, however, fails to address the power imbalances that are prevalent in society and the nature of participation and representation of grassroots people in public policy formulation. This was well evidenced through GNDR's VFL 2009 report and expressed through the words of Donald Mtetemela **"every day we see clouds – government policy initiatives and plans, but very little rain – actual change at the grassroots"**. VFL 2011 concluded, using Lawrence Temfwe's words, **"If we do not join hands - national and local government, business, civil society, community associations and religious groups – no person or group could make change happen"**.

"If we do not join hands - national and local government, business, civil society, community associations and religious groups – no person or group could make change happen".

Lawrence Temfwe, Zambia

Building linkages and supporting collaborative actions between different sectors and levels serves multiple purposes. Firstly, it is instrumental in breaking through silos and making interventions relevant and appropriate to the needs and priorities of local people living in multiple risk environments. It may further optimize the availability of scarce resources when interventions span different silos like climate change adaptation, disaster risk reduction and poverty reduction as the case from Cambodia shows (p19): In the real world there is no neat distinction between risk, shocks, vulnerability and poverty. Secondly, promoting partnerships and public participation will enhance interaction between different bodies of knowledge representing the various values, norms, and experiences of local people, practitioners, scientists and government bureaucrats. Different bodies of knowledge can complement each other leading to more effective DRR measures. Where they contradict, debates and negotiations may also lead to changed mind-sets, awareness and potentially better outcomes. Promoting partnerships and public participation is primarily about building trust, entering dialogues to foster mutual understanding and constructive relationships among multiple DRR actors across administrative levels and sectors. This is not easy, especially not in countries with a long history of oppositional relationships between civil society and government.

VFL 2013 shows that strengthening community resilience is a dynamic social change process of 'Action and Learning' that cannot be imposed by top-down directives, where capacity is built through learning by doing, together with an ability to work collaboratively across different groups. From a rights-based perspective it is the role of civil society to facilitate a process of fostering collaboration and partnership. The creation of spaces for DRR dialogue are best regarded as political arenas where government, civil society, and private sector debate, negotiate, resist and decide on DRR policies, regulations and practices. Instead of viewing DRR interventions as projects, it is essential to regard community based DRR as a long-term political process with targets at local, district, provincial and national level.

STRENGTHENING LOCAL RISK GOVERNANCE THROUGH PARTNERSHIPS AND PUBLIC PARTICIPATION

Role of Local Emergency Response and Disaster Mitigation (LERDM) Committees in Lebanon



The Lebanon war in 2006 caused massive destruction, 1200 deaths and about one million displaced people. The war showed that people were not prepared for any kind of disaster.

World Vision Lebanon recognised the importance of disaster preparedness at

the local level involving civil society, government and community members. Marjeyoun district in the South was selected for this purpose covering 32 towns and villages with a population of 45,000 who are at risk for conflict, earthquake and fires. World Vision started forming LERDM committees involving Marjeyoun community members and local government officials representing village committees, municipality, civil defence, Red Cross, World Vision, and community volunteers. The LERDM committees are now able to design early warning systems, conduct simulation exercises, provide first aid, apply SPHERE, practice non-food items storage and raise people's awareness on how to prepare and deal with disasters, particularly in schools.

The LERDM committees further organised garbage collection – which is actually a municipality function - to reduce the impact of diseases. Since 2010, LERDM committees hold regular meetings. World Vision has replicated the LERDM committee model in Bekaa district with plans to roll out across the country, and to link the LERDM committees to national disaster planning initiatives of the Government of Lebanon. However, progress is slow at the national level because political challenges remain.

The post-2015 DRR framework should recognise the principle of subsidiarity and forge interactions and linkage building among disaster and conflict affected populations, civil society organisations and local government agencies, particularly at sub-national levels to enhance institutional reforms. In the various VFL surveyed countries, multi-stakeholder platforms differ in status and effectiveness. In the Philippines, Disaster Risk Reduction and Management Councils exist from national to municipality level with representatives from government and civil society enforced by the new 2010 DM Law. These councils are perceived as an avenue for coordination and communication between communities and their local government. Local Development Councils have the power to allocate 5% of their internal revenue allotment to DRR, which creates some flexibility and independence from the national level, although the involvement of civil society is crucial to push government to really implement this 5% correctly. In other countries national

THE LEADER, THE TEACHER, THE IMAM AND THE COMMUNITY

– fostering constructive relationships

Why is progress in disaster risk reduction so slow in a community such as Ghoserat village in the coastal region of Bangladesh, while the area is highly vulnerable to floods and cyclones? VFL member, 'Centre for Participatory Research and Development', drew together a meeting of representatives of the many different interests and organisations concerned with Disaster Reduction in the area. Ghoserat faces annual storms and beyond the village the defences are being reinforced and raised in preparation for the oncoming monsoons.

One of the most prominent voices in the meeting was that of the leader of the local government. He agreed that most work was in disaster response, rather than in prevention but complained that he had no support and no budget for disaster reduction activities.. He laid the blame for this on the local people, who he felt didn't play their part. For example large scale tax evasion (avoiding things like road tax) meant that he didn't have the revenues to finance the programme. He also said that he had to maintain his popularity to secure re-election, and disaster reduction wasn't a vote winner – people didn't understand the necessity for it.

A local schoolteacher intervened said a proper programme of education in disaster reduction should be built into the curriculum. Then young people would become aware of the importance of taking action to reduce risk. As they

Continued overleaf

Continued from previous page

did so they would support and even put pressure on local government to tackle this.

The Imam agreed. He said that traditionally the Madarassahs focused narrowly on religion in their teaching, but recently they had recognised that they had a responsibility to teach concern and responsibility for the environment and for the security of society, so they would also play their part.

Other issues affected progress too. A retired soldier said people's wellbeing depended on healthcare, for example. The lack of good healthcare meant that many were ill and debilitated and couldn't participate in projects to make the community safe.. The discussions highlighted ways that different people present could make a difference - through sharing in responsibility for Disaster Reduction and through education. Discussions like this are the starting point for more effective partnerships.

platforms exist which are still at the level of exchanging information although they may have the potential to evolve into a formal coordination and decision-making bodies on DRR in the future.

The post-2015 disaster risk reduction framework should address these challenges by creating space for dialogue to enable empowerment and active participation of the various stakeholders to work collaboratively in search of joint solutions to shared problems. These spaces for disaster risk reduction dialogues will become effective when opportunities for meaningful participation are enhanced and when transparent mechanisms exist for local evidence-based decision-making, policy formulation and institutional development from local to national level. In environments where resources are limited, partnerships and public participation are critical to optimizing locally available resources, negotiating access to resources available at the national level, and sustaining longer-term impact.

Recommendation: Promote partnerships and public participation

Specific Recommendations:

- **Ensure that the ways and means for all social groups in society to participate in disaster risk management decision-making, planning and implementation are clearly defined**
- **Promote and strengthen multi-stakeholder partnerships and alliance building across sectors and disciplines at all levels for strengthening community resilience**
- **Open political space and strengthen capacities of civil society organisations and networks to participate in policy and strategy formulation, planning, implementation and monitoring, facilitate knowledge sharing and local change processes**
- **Translate national DRR policies and regulations to local context-specific and evidence-based regulations through inclusive mechanisms for public policy implementation and institutional development**
- **Strengthen public-private sector partnerships to contribute towards community resilience**

Advice for Action

Proposals for actions by all stakeholders based on the recommendations in this report

OUTCOME: COMMUNITIES THAT ARE RESILIENT TO ALL HAZARDS

RECOMMENDATION 1

Recognise the impact of everyday disasters on lives, livelihoods and assets

- Incorporate a strong focus on small-to-moderate scale recurrent 'everyday hazards' of all types (e.g. natural and human-derived such as conflict) in national DRR law and policy, and translate these into local level plans made jointly by local government units and communities as guides to action and budget allocation.
- Adopt a holistic DRR framework that reflects the multi-dimensional inter-dependent nature of hazards impacting on at-risk people's lives and livelihoods through inter-departmental collaboration, platforms and consultations leading to revised budgeting and planning to support integrated action. Ensure that inter-departmental collaboration is channelled into the local government/ community planning process
- Wherever possible link DRR interventions to enhancement of livelihoods so that people see a benefit even when occurrence of a hazard is uncommon.
- Strengthen national loss databases, including capability to systematically record small-to-moderate scale recurrent disasters in low-income countries through collaboration with managers of existing databases such as Desinventar and Views from the Frontline which provide this level of information
- Adopt the principle of subsidiarity and forge interactions and links among communities at risk, civil society and local government to enhance institutional reforms and decision-making that reflects local vulnerabilities and capacities.

RECOMMENDATION 2

Prioritise the most at-risk, poorest and marginalised people

- Recognize the active role and knowledge contributions of at-risk groups in local risk governance
- Design DRR policy strategies and interventions that reflect the differential vulnerabilities of countries and social groups, and that are relevant for the most marginalised and excluded social groups (e.g. women, children, youth, displaced, people with disabilities, ethnic and religious minorities).
- Promote collaboration between local civil society, community organisations and local government by enabling support and training to effectively engage with each other and to allow the voices of marginalised groups to be included.
- Disaggregate relevant disaster information according to economic and social status to get an accurate picture of local vulnerability and capacities; making use of databases and surveys such as Desinventar and Views from the Frontline
- Develop mechanisms to funnel bottom up early-warning information, analysis, ideas and strategies from differential social groups and local processes into district and provincial deliberations.
- Extend health care and education infrastructure to groups and regions of the country where they are scarce and make sure they are affordable as two major pre-requisites for community resilience both in the short and long run.

RECOMMENDATION 3

Tackle the underlying causes of people's vulnerability to disasters

- Support effective social change processes that tackle structural inequalities and power imbalances between social, economic and demographic groups that are underlying causes of differential vulnerability.
- Open up opportunities for civil society to contribute to consultation and governance, through practical and accessible local level platforms which are appropriate to peoples needs and through resourcing and training local government.
- Promote and create links among resilience-based post-2015 development frameworks that address SDGs, MDGs, climate change, poverty reduction and conflict transformation in order to achieve policy coherence; establishing sustainable development frameworks that facilitate integrated programmes and support policies to balance human needs with environmental management.

- Undertake advocacy and engagement with institutions and donors who are able to influence the design and implementation of these frameworks and encourage citizen campaigns to press for integrated and sustainable strategies.
- Forge interactions – formal and informal – among government, civil society, communities and private sector to overcome prejudices, build trust, and to remove legislative barriers that hinder government-CSO cooperation
- Review existing rural and urban land tenure legislation and its implementation with a view to providing security of tenure to rural and urban people – a major impediment to community resilience when secure tenure is missing.

RECOMMENDATION 4

Mobilise political commitment by focusing on rights, responsibilities and accountabilities

- Explicitly link the protection of people's lives, livelihoods and assets to relevant international and domestic legal provisions - including human rights, environmental legislation, traditional and customary laws.
- Apply a rights-based approach that turns human rights standards and procedural rights into actions, and puts the relationship between people as rights holders and governments as primary duty bearers at the centre of the framework. Encourage the exercise of influence, advocacy and engagement on the design and implementation of global frameworks and through civil society and citizen campaigns.
- Establish relevant performance standards, targets, associated baselines and indicators to measure progress in institutional DRR performance and achievements at all levels
- Establish transparent monitoring and audit mechanisms to impartially measure and review progress towards meeting standards and goals at all levels. Press for design of relevant and appropriate indicators in global frameworks and for integration of these into local monitoring processes such as Desinventar and Views from the Frontline
- Establish complaints and grievance procedures accessible to the general public for remedy and redress
- Promote public information and communications systems to improve public access to disaster risk management information. Promote examples of good practice in these through global frameworks and through civil society and citizen campaigning

RECOMMENDATION 5

Promote partnerships and public participation

- Clearly define ways and means that all social groups in society can participate in disaster risk management decision-making, planning and implementation; for example through investment by national and international, public and private institutions in sharing and promoting good practice and through civil society insights and action to promote this
- Promote and strengthen multi-stakeholder partnerships and alliance building across sectors and disciplines at all levels for strengthening community resilience
- Ensure that national multi-stakeholder platforms establish links with subnational networks and with the grassroots: representing a wide range of social groups.
- Forge partnerships between CSOs and line ministries to speed up implementation, to bring expertise on board, to safeguard against mismanagement of funds and for capacity building of government
- Open political space and strengthen capacities of civil society organisations and networks to participate in policy and strategy formulation, planning, implementation and monitoring, facilitate knowledge sharing and local change processes; explicitly recognising and supporting the role and engagement of civil society organisations and establishing platforms to strengthen multi-stakeholder collaboration
- Translate national DRR policies and regulations to local context-specific and evidence-based regulations through inclusive mechanisms for public discussion and implementation
- Re-evaluate public-private sector partnerships to ensure that they contribute towards community resilience and do not exclude the poorest from health, education and social services and access to productive assets and fair marketing. Recognise and budget for establishment of training and mechanisms for local level collaboration. Provide guidance and good practice in frameworks such as HFA

SUMMARY RECOMMENDATIONS

RECOMMENDATION 1

Recognise the impact of everyday disasters on lives, livelihoods and assets

- Incorporate a strong focus on small-scale recurrent 'everyday disasters' of any type (e.g. natural and human-derived such as conflict)
- Adopt a holistic DRR framework that reflects the multi-dimensional inter-dependent nature of risks impacting on vulnerable people's lives and livelihoods
- Strengthen national loss databases, including capability to systematically record small-scale recurrent disasters in low-income countries

RECOMMENDATION 2

Prioritise the most at-risk, poorest and marginalised people

- Design DRR policy strategies that reflect the differential vulnerabilities amongst different countries and social groups, and that are relevant for the most marginalised and excluded social groups (e.g. women, children, youth, displaced and people with disabilities)
- Disaggregate relevant disaster information according to economic and social status to get an accurate picture of local realities
- Recognize the active role and knowledge contributions of the high-risk vulnerable groups in local risk governance

OUTCOME: COMMUNITIES THAT ARE RESILIENT TO ALL HAZARDS

RECOMMENDATION 3

Tackle the underlying causes of people's vulnerability to disasters

- Strengthen local risk governance and support effective social change processes to tackle structural inequalities and power imbalances between social, economic and demographic groups that underpin differential vulnerability
- Forge strategic links with other post-2015 development frameworks such as SDGs, MDGs, Climate Change, poverty reduction and conflict transformation to achieve more policy coherence
- Promote resilience-based sustainable development frameworks that facilitate integrated programmes and support policies that balance human needs with environmental management to ensure inter-generational sustainability

RECOMMENDATION 4

Mobilise political commitment by focusing on rights, responsibilities and accountabilities

- Explicitly link the protection of people's lives, livelihoods and assets to relevant international and domestic legal provisions - including human rights, environmental legislation, traditional and customary laws.
- Apply a rights-based approach that turns human rights standards and procedural rights into actions, and puts the relationship between people as rights holders and governments as primary duty bearers at the centre of the framework
- Establish relevant performance standards, targets, associated baselines and indicators to measure progress in institutional DRR performance and achievements at all levels
- Establish transparent monitoring and audit mechanisms to impartially measure and review progress towards achieving standards and goals at all levels.
- Establish complaints and grievance procedures accessible to the general public for remedy and redress
- Implement public information and communications systems to improve public access to disaster risk management information

RECOMMENDATION 5

Promote partnerships and public participation

- The ways and means that all social groups in society can participate in disaster risk management decision-making, planning and implementation are clearly defined
- Promote and strengthen multi-stakeholder partnerships and alliance building across sectors and disciplines at all levels for strengthening community resilience
- Open political space and strengthen capacities of civil society organisations and networks to participate in policy and strategy formulation, planning, implementation and monitoring, facilitate knowledge sharing and local change processes
- Translate national DRR policies and regulations to local context-specific and evidence-based regulations through inclusive mechanisms for public policy implementation and institutional development.
- Strengthen public-private sector partnerships to contribute towards community resilience

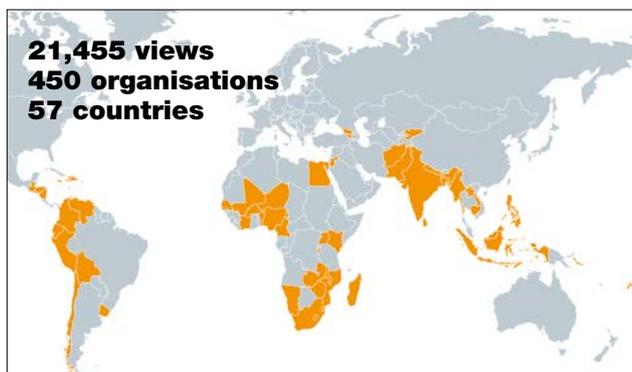
Acknowledgements

Views from the Frontline brings the voices of those at the frontline - those whose lives and livelihoods are impacted by disasters, into the heart of the debate, identifying key steps needed to achieve real progress. It is the work of the 450 GNDR member organisations who record grateful appreciation to the 21,455 people who participated in the survey and contributed insights and case studies.

- The work was coordinated by 11 Regional Coordinating Organisations, leading 57 National Coordinating Organisations. All of these devoted huge amounts of time and energy, as did the Participating Organisations working in each country.
- UNISDR provided formal space for presentation of VFL 2013 findings at GP-DRR 2013.
- GNDR gratefully acknowledges the financial support of Cordaid, the Ministry of Foreign Affairs of the Netherlands and OFDA in making VFL 2013 possible. Many of the national and international NGOs who were involved also provided helpful resources and support.

- Tearfund provided invaluable hosting support for the GNDR secretariat.
- The report editorial team included Andrew Bidnell, Terry Gibson, Annelies Heijmans, Marcus Oxley, and Ben Wisner
- Statistical analysis was by Nigel Scott at GAMOS
- Administrative support was provided by Regine Nagel
- Financial management was provided by John Chilver
- Web content was developed by AI Marshall. www.knowledgefront.co.uk
- Graphic design and artwork was by Mike Thorpe. www.design-chapel.com
- Translations were provided by
Spanish- Anna Porter
French - Prisca Wiles
Portuguese - Ares Worldwide
Arabic - RAED Network
Japanese - CWS Asia-Pacific
Chinese - STAR translation services
- Photographs on page 4 and 5 copyright © Geoff Crawford. Photograph page 9 copyright Richard Gibson. All other photography produced by, and copyright © 2013 GNDR members.

This work, including all annexes, is licensed under the Creative Commons Attribution-Noncommercial-Share Alike 3.0 Unported License. To view a copy of this license, visit <http://creativecommons.org/licenses/by-nc-sa/3.0/> or send a letter to the Global Network of Civil Society Organisations for Disaster Reduction, 100 Church Road, Teddington, TW11 8QE United Kingdom.



PARTICIPATING ORGANISATIONS

450 CIVIL SOCIETY ORGANISATIONS CONTRIBUTED TO VFL RESEARCH IN 2013 THROUGH SURVEYS AND A CONSULTATION PROGRAMME AT NATIONAL, REGIONAL AND INTERNATIONAL LEVELS.

(NATIONAL COORDINATING ORGANISATIONS IN BOLD)

Caribbean

Dominican Republic República Dominicana del Servicio Social de Iglesias Dominicanas, Inc. (SSID) HABITAT PARA LA HUMANIDAD REP. DOM; FUNDACION CONTRA EL HAMBRE REP. DOM; UNIDAD DE RESCATE NACIONAL NAGUA; UNIDAD DE RESCATE NACIONAL SAN JUAN DE LA MAGUANA; BARAHONA REP. DOM; PRONATURA REP. DOM

Haiti Action Secours Ambulance (A.S.A) APCE, ASA, BIDWAY, FHED INC, FONBEL, KONKONM

Central America

El Salvador FUNSALPRODESE OIKOS SOLIDARIDAD, UNES, REDES, FUMA, PROCOMES, MADRE CRIA, FUNSALPRODESE, PROVIDA, FUNDASPAD, CODITOS, SINODO LUTERANO, CRUZ VERDE

Guatemala COCIGER ACCSS Asede, URL, ESFRA, Asede, ASDENA, ISMUGUA, ASDENA, ACCSS, ISMUGUA

Honduras Cruz Verde de Honduras

Asociación Alternativa para el Desarrollo Integral y Solidario de Intibuca; ASONOG; Cruz Verde Hondureña; Fundación Ayuda en Acción; Fundación Ayuda en Acción; Mesa Nacional de Incidencia para la Gestión de Riesgo Region - Cortes; Mesa Nacional de Incidencia para la Gestión de Riesgo Region - El Paraiso; Mesa Nacional de Incidencia para la Gestión de Riesgo Region - Occidente; Mesa Nacional de Incidencia para la Gestión de Riesgo Region - Sur; Mesa Nacional de Incidencia para la Gestión de Riesgo Region - Yoro; Observatorio de Derechos Humanos; Red Comal; Sur en Acción

Nicaragua Universidad Evangelica Nicaraguense y Asociación de Organismos NO Gubernamentales Universidad Evangélica Nicaraguense, Martin Luther King; Centro Interescolar de Estudios Teológicos y Sociales (CIEETS); Movimiento Comunal Matagalpa (MCN); Centro de Información Servicios de Asesoría para la Salud (CISAS); Federación Nacional de Cooperativas Agropecuarias y Agro-industriales; Centro Alexander Von Humbolt

Central Asia

Kyrgyzstan ACTED Kyrgyzstan Sunrise (public foundation), Kyzyl Kia City, Batken Oblast; DCCA (Development and Cooperation in Central Asia (Public Foundation), Osh; Barbour School, Bishkent Aylı Okmatu (AO), Leilek Rayon, Batken Oblast; National Society of the Red Crescent, Osh; Shola-Kol, Tonski Rayon, Issyk-Kul Oblast; Kyrgyz Russian Slavic University, Bishkek

East Africa

Burundi Disaster Reduction Youth Strategy (YSRD) Centre UMWIZERO, CONCEDI, RBU 2000+, APED, ADEC, FORWARDER

Kenya AFOSC Kenya Kibera Slums Education Program; Western Social Forum; Kenya Social Forum; COPAD; PACIDA; Merti integrated development program

Tanzania Environmental Protection and Management Services EPMS; Galilaya Development Association; Kunduchi Sustainable Environmental Development; Mwiwata-Kilosa, Morogoro; Mwiwata-Mkuranga, Pwani

Uganda DENIVA Bugisu Civil Society Network; Kabale Civil Society Forum; Kabarole Research Centre; Katakwi District Development Actors Network; Makerere Women Development Association; Pader NGO Forum

Middle East & North Africa

Egypt Arab Network for Environment and Development- RAED Al Thanaa for Development and Environment, SHABAAT MOSLEMAT, Lialy Nafee Mersal, ENVIRONMENTAL UNION FEDERATION, TOGETHER ASSOCIATION

Jordan Land and Human to Advocate Progress (LHAP) AFAQ; BAYTANA; HERITAGE SOCIETY; LHAP; NAIFEH; RIGHT CENTER FOR DEVELOPMENT

Pacific

Kiribati Foundation for the Peoples of the South Pacific BONRIKI; CARITAS; EITA; FSPK; KGCC; KOROBU; KPC; SDA KOROBU; SDA YOUTH; TEKAI BANGAKI; TETOAMATOA

Solomon Islands Solomon Islands Development Trust (SIDT) Red Cross; Live and Learn; World Vision; People With Disability Solomon Islands; APHIDA; IULUKIM Sustainability Solomon Islands

Tonga Tonga Community Development Trust (TCDT) Tonga Red Cross Society; Tonga National Youth Congress; MORDI Tonga Trust; Civil Society Forum of Tonga; Women and Children Centre; Tonga Council of Churches; 'Ofa, Tui mo Amanaki'

Tuvalu Tuvalu Association of NGOs FAA; TNCW; TNYC; TRC; TUFHA

Vanuatu Vanuatu Christian Council (VCC) Presbyterian Church; Catholic Church; Anglican Church; Church of Christ; Seventh Day Adventist; Assemblies of God

South America

Bolivia Soluciones Practicas Bolivia PRACTICAL ACTION, ISALP, INCCA, MMCC, SAMARITAN'S PURSE, FUNDACION KENNETH LEE

Chile ACHNU/ EMAH ACHNU; Caritas Chile; CRUZ ROJA; Cruz Roja Chilena; EMAH Chile

Colombia PIRAGUA Municipality of Angelopolis, Municipality of Belmira, Municipality of Briceño, Municipality of Entrerrios, Municipality of Fredonia, Municipality of la Pintada, Municipality of Medellín, Municipality of Montebello, Municipality of Sabanalarga, Municipality of San Pedro de los Milagros, Municipality of Venecia

Ecuador Plan Internacional ADRA; Colegio 24 de Mayo; Colegio Miguel Iturralde; Consejo Cantonal de la niñez y adolescencia; CRIC; Cruz Roja Ecuatoriana; ECHO; ECOTEC; Escuela Baba; Escuela Carlos Alberto Aguirre; Escuela Gonzalo Pizarro; Escuela Oscar Reyes; Fuerzas Armadas; Gobierno Autónomo de Ventanas; Gobierno Autónomo Descentralizado Parroquial de La Esmeralda; Gobierno Parroquial Chacarita; Guineao de Adentro; Instituto Jose Martí; ISTORE; Ministerio de Educación; Ministerio de Inclusión Económica y Social; Ministerio de Turismo; Movimiento de niños, niñas y adolescentes de Gualaceo; Municipio de Quito NA; Pensionado Roosvelt; PNUD; Recinto Cimarrón; Redhumb; OCHA; Sonivision; Terranueva; UNESCO; Unidad Provincial de Gestión de Riesgos del Azuay

Peru Paz y Esperanza Groots Peru; GRIDE Ica;

GRIDE Cajamarca; Paz y Esperanza

Uruguay Amigos del Viento AdelV; AP; CC; CECOEDM/DALDONADO; CLEONES; COPAU; DEMAVAL

Venezuela CESAP CAJ; CESAP; CONCENTRO; PARAGUERO; PORTACHUELO; UNIANDES; ZULIA

South Asia

Afghanistan Church World Service - Pakistan/ Afghanistan FOCUS, Helvetas, GRSP, ARCS, ADA, CCA, CoAR, CWS-P/A

Bangladesh Centre for Participatory Research and Development (CPRD) AKK, AVAS, CMB, CPRD, JFK, LEDARS, NCCB, PBK, PDAP, SDS, SHUSHILAN, SKS, YPSA

India AADRR (Alliance for Adaptation & Disaster Risk Reduction) ANCHAL; CARITAS, CHAMOLI, GEAG, HIMACHAL, KALVI, LEAF, OSVSWA, SBMA, SEEDS, UDAYMA, UNIVMAD, URMUL, WBVHA

Nepal NSET DMC ALAPOT; DMC VOLUNTEAR THECHO; DMC-12 LALITPUR; DPNET MAKAWANPUR; DPNET NEPAL; MERCY CORPS KAILAI; PRACTICAL ACTION BANKE/BARDIYA; PRACTICAL ACTION BARDIYA; PRAMOD SEN OLI - VOLUNTEER; RAP BHOJIPUR; RAP KHOTANG; RAP SANKHUWASABHA; RASHMILA BHATTARAI/ VOLUNTEER; RED CROSS RASUWA; SOCOD LAMJUNG

Pakistan Pattan Development Organisation South Punjab; Flood prone communities in the districts of Layya, Multan, Muzaffargarh, DG Khan and Rajanpur. Northern Sindh: Flood prone communities in the districts of Kashmir and Shikarpur.

Sri Lanka Janathakshan Women's Development Centre, Federation of Sri Lanka Local Government Authorities (FSLGA), Development with Disabled Network, Arena for Development Facilitators, Rural Centre for Development, Sri Lanka Red Cross Society

South Caucasus

Armenia REC Caucasus Rights Information Center, Dilnetservice, Environmental survival, Bee-Keepers of Lori, Kanach Molorak

Georgia REC Caucasus Black Sea Ecoacademy, Georgia Society of Nature Friends, Abkhaz Intercity, Center of Svanetian Youth name after Guram Tikanadze, Red Cross

South East Asia

Cambodia Save the Earth Cambodia ANAKOT KUMAR, Caritas Cambodia, EPDO, Kampongthom, Muslim Aid Cambodia, Ponleu Kumar, Save the Earth, SORF, Concern Worldwide,

Indonesia Yakkum Emergency Unit BAKTI MULYO; DAERAH ISTIMEWA YOGYAKARTA; JARI; KARITO-KARINA; KMSB; LINGKAR; PRY; YEU

Malaysia Mercy Malaysia SABAH; TERENGGANU; PERLIS; KELANTAN; JOHOR **Myanmar** CWS/ YAKKUM Seeds Asia, Plan International, Myanmar, YMCA, Lutheran World Federation, Myanmar, Ar Yone Oo, Sopyay Myanmar Development Organization, Compass Community development, Lanthit Foundation, Gold Myanmar, Action for Green Earth + RCA, Golden Eagle Action for Rural Development, Community Development Association, Myanmar Enhancement to Empower Tribals

Philippines Centre for Disaster Preparedness

UP Visayas/ALSJ; DAMPA, Brgy. Banaba, KAIBIGAN, BOSA, Integrated Resource Development for Indigenous People, Inetegrated Resource Development for Indigenous People, Ecosystems Work for Essential Benefits Inc., Pakigdaít Inc., Christ Faith Fellowship, Suara Kallintang Association Inc., Sorsogon Calamity Victims Association, PDRRMO, Grace Communion International Worldwide Church of God, PRRM, TSPI, LGU, Mindanao Peoples Caucus, Tri-People Organization Against Disasters, Ranaw Disaster Response and Rehabilitation Assistance Center, Philippine Rural reconstruction Movement (PRRM)

Vietnam DWF Care; DWF; HHFV; Malteser; Plan; SC; VNRC

Southern Africa

Lesotho Environmental Care Lesotho Association BEREA; LERIBE; MAFETENG; MASERU; THABA-TSEKA

Madagascar Care Madagascar CARE, Medair, SAF/FJKM

Malawi Sustainable Rural Growth and

Development Initiative (SRGDI) waiting

Mozambique Christian Council of Mozambique Associação Tilunguisele; CCM; CEDES; Chokwe; Matutuine; Plataforma de Jangamo; Plataforma de Matutuine

Namibia University of Namibia UNAM

South Africa African Centre for Disaster Studies ACDS, CISE, RSS

Swaziland Associated Christians International ACMI, Christian International, WC

Zambia Mulungushi University Care International- Zambia; Caritas- Zambia; Mulungushi University; Wildlife and Environmental Conservation Society of Zambia; World Vision-Zambia

Zimbabwe Action 24 Action 24; Practical Action; Development Reality Institute; Swedish Cooperative Centre; Youth Agenda; Zero Regional Environment Organisation

West Africa

Benin WANEP ALHERI ONG, ASSOCIATION FEMME ET VIE, BC ONG, DHPD, ESPACE ET VIE, GAB ONG

Burkina Faso Réseau MARP SOS/Santé et Développement, GONATI, Groupement Teend-Beogo, Alliance Technique d'Appui au Développement, OCADES/Nouna, Association Aide au Yatenga (AAY), SEMUS, Association Développement Solidaire, Réseau MARP-Burkina, DIOBASS

Cameroon Geo-technology, Environmental Assessment and Disaster Risk Reduction (GEADRIR-CIG) Vital Actions for Sustainable Development CEDERES, ENCSD, ENVIRONMENT FOR LIFE, GEADRIR, GEMDA, LIDEE, SAVANE VERTE

Cote d'Ivoire JVE Cote d'Ivoire AJELEC, ASCCI, JVE-CÔTE D'IVOIRE SECTEUR D'ABIDJAN, LAO ET DEVELOPPEMENT, NOTRE GRENIER, TOUBA CARE

Gambia Children and Community Initiative for Development (CAID) CAID Regional Focal Point LRR -Jarra Soma- Lower River Region; CAID Regional Focal Point URR - Basse- Upper River Region; CAID Regional Focal Point NBR - Kerewan- North Bank Region; CAID Regional Focal Point CRR - Jang Jang Bureh- Central River Region; CAID Regional Focal Point WCR - Brikama- West Coast Region; CAID Regional Focal Point KMC - Serre Kunda- Kanifing Municipality; CAID Regional Focal Point BCC - Banjul- Banjul City

Mali AFAD AFAD; COLLECTIVITE BADIANGARA; COLLECTIVITE DILLY; COLLECTIVITE GUENEIBE; COLLECTIVITE NARA; COLLECTIVITE NIAMANA; COLLECTIVITE TOMBOUCTOU; SUSTAINABLE RURAL GROWTH AND DEVELOPMENT INITIATIVE

Niger RJNCC/AYICC-NIGER Réseau d'Appui au Développement Local ADL; PRODAC; Association de Développement de Quartier ADQ; Femme Action et Développement F.A.D; Mouvement Citoyen pour la Promotion de Citoyenneté Responsable MCPCR; Agir pour Etre Niger AE

Nigeria African Youth Movement The African Youth Movement (AYM), Akwa Ibom State; National Environmental Watch Services, Calabar, Cross River State; Movement for the Actualization of HYRAPEC, Jos, Plateau State; Nigeria Water Partnership, Lagos State; Local Action Initiative, Lagos; Pan African Vision on the Environment, Lagos; Itumbonuso Youth Multipurpose Cooperative Society, Sokoto State Chapter; Girl Child Network, Aba, Abia State; Nigeria Greens Movement, Minna, Niger State; Unemployed Nigerians Youth Support Group, Apo, Durumi District, FCT; National Association of Forestry Students, University of Nigeria, Nnsuka, Enugu State; Urthor Group, Ikot Ekpene, Akwa Ibom State; Global Relief & Dev Mission, Jos; Enene Akonjom Foundation, Nassarawa State; National Environmental Structure, Edo; Mirage Group, Borno; Enene Akonjom Foundation, Nasarawa State; Nigerian Greens Movement, Niger State; Akpure Odion, Benue State; Pauline Patrick Aziza- Zazunne, Adamawa State; African Youth Movement, Kadunna State

Senegal Shalom International AMICALE DE JEUNES; ASSOCIATION VIE ; COMPASSION SANS FRONTIERES ; FEMMES POUR L'ENVIRONNEMENT ; JEUNESS EN ACTION ; SHALOM INTERNATIONAL

Views from the Frontline brings the voices of those at the Frontline – those whose lives and livelihoods are impacted by disasters – into the heart of the debate, identifying key steps needed to achieve real progress. The VFL team of 450 organisations around the world are grateful to the 21,455 people who participated in the 2013 face-to-face survey, and all who have supported the programme financially and otherwise.

www.globalnetwork-dr.org



Global Network
of Civil Society Organisations
for Disaster Reduction



Licensed under the Creative Commons Attribution-Noncommercial-Share Alike 3.0 Unported License.