

*** WORKING DRAFT ***
*** SUBJECT TO AMENDMENT ***
30 March 2007

**INTEGRATING DISASTER RISK REDUCTION
IN EUROPEAN HUMANITARIAN
ASSISTANCE**

Report commissioned by the
Federal Foreign Office

German Committee for Disaster Reduction
(Deutsches Komitee Katastrophenvorsorge e.V. - DKKV)
conducted by Humanitarian & Development Network

1. EXECUTIVE SUMMARY

Every year, more than 200 million people are affected by droughts, floods, landslides, cyclones, earthquakes, tsunamis, wild land fires, and other hazards. Increased population densities, growing mega-cities, environmental degradation, and global warming adding to poverty, make the impact of natural hazards worse. In the past few years, natural hazards have stricken with significant impact in all parts of the world, from the Indian Ocean tsunami to earthquakes in Iran and South Asia, from hurricanes in the United States, the Caribbean and the Pacific, to heavy flooding in Europe and Asia, to fires in Australia and excessive snowfalls in Japan. Hundreds of thousands of people lose their lives and millions their livelihood, due to disasters caused by natural hazards. Billions worth of assets and investments are destroyed every year in such disasters.

When disasters strike, hazards don't discriminate between industrialized and developing countries, between rich and poor communities; however, the results of disasters are always and obviously more difficult to cope with by poor communities. Disasters, in effect, destroy years the results of development efforts and contribute to worsen the economic and social situation of developing countries or regions.

Given the prime interest from humanitarian actors – multilateral and bilateral alike – in disaster risk reduction, much of the work undertaken in recent years has been financed from humanitarian sources. The German Federal Foreign Office took the initiative during Germany's EU-Presidency to develop a questionnaire to collect information on the integration of disaster risk reduction (DRR) into the humanitarian assistance provided by the European Union. The questionnaire addressed eight important aspects of the integration of DRR into humanitarian assistance namely: general aspects, funding modalities, funding strategy and decision making, regional distribution of intervention, technical capacities, mainstreaming of DRR, disaster risk reduction at European level and disaster reduction and climate change.

The results of the analysis of the answers provided will be used to initiate a discussion on how to further expand and enhance disaster risk reduction. This will include how to more systematically *mainstream* disaster preparedness, so that it becomes fully institutionalised in European Union humanitarian assistance.

Out of the 27 + 1 (27 Member States plus ECHO) receiving the questionnaire, 15 Member States and ECHO submitted their answers.

The overall response provided on the role and importance of DRR in humanitarian assistance was very positive. Because of their front-line role in disaster response, humanitarian actors have a particularly well-informed vantage point of the cause of disasters. Their humanitarian concerns define their interest in prevention and lead them to incorporate in future assistance measures as many elements as possible that can assist in avoiding the recurrence of similar disasters. This explains the overall positive views expressed by respondents to the proposition to integrate disaster risk reduction in humanitarian assistance. Points of special interest were the added value of risk information, the need for risk assessment whenever possible, the desire for more international advocacy of EU for DRR and the emerging issue of climate change.

Nonetheless, there is wide recognition that such integration is not a substitute but is complementary to disaster reduction falling within the scope of development cooperation. The definitions of prevention, mitigation and preparedness are useful in that they give a measure of interventions to be led with either humanitarian or development funding, implemented by either development or humanitarian agencies, whether multilateral or bilateral. The replies to the questionnaires used for this review express a clear understanding that the two sides of international cooperation, humanitarian and development aid not only need to work together, but have to coordinate their actions for the long-term benefit of communities at risk.

While it is recognized that the long-term goals of DRR fall broadly under development cooperation, there is a strong sense in many quarters that short-term humanitarian investments should continue to drive or accompany DRR activities.

This understanding was very much echoed by the fact that almost all respondents stated that DRR is included or could be included into their humanitarian assistance. At the same time the generic understanding of DRR, prevention and reduction, showed a pragmatic approach.

Funding modalities reflect the situation of humanitarian donors. Funding is provided on needs base and multi-annual funding is possible only for a few. There is no strong sense of having to allocate a fixed percentage of resources for DRR, but a general understanding that a certain amount of funds should be dedicated to the subject of DRR additional to funds provided by development cooperation. Funding for DRR is often channelled through international organizations with a specific mandate or valued expertise or coverage of a particular area. Many respondents are supportive of the UN International Strategy for Disaster Reduction.

The majority considers DRR as a cross cutting issue which needs to be integrated into humanitarian assistance per se without giving priority to certain sectors. Some mentioned water/sanitation and shelter as priority sectors for DRR.

Main challenges were seen in linking humanitarian assistance to development activities, to increase the understanding for the need of DRR, the collection of relevant information, the need for more National Platforms for DRR in Europe and to strengthen capacities of partners to integrate DRR into their projects.

A strong point was made by almost all respondents that they consider risk information as an added value for humanitarian assistance. A large majority considers risk assessment to be an integral part of humanitarian assistance, although it was recognised that it has to be balanced with the urgency of the needs.

The regional distribution of funding follows a wide spectrum of different interests of the donors. Practically all regions or countries in the world that are prone to disaster risk are covered by EU countries humanitarian aid. The selection of countries for funding of DRR follows a combination of valid requests, recognised priorities and real needs.

Capacities for DRR at the headquarter are quite different from nil to an impressive number of correspondents at DIPECHO. However, most of the respondents mentioned that they have access to expertise from different sources. Member States who have National Platforms for DRR named them as resource for expertise in DRR. The huge majority of countries who have a National Platform expressed their clear desire for more National Platforms to be established in EU Member States and furthermore that a European Platform will be established.

All respondents but two, affirmed the need for mainstreaming DRR into other policy sectors like development. Examples were mentioned in education/training, rural development programmes, environmental sustainability programmes a.o.

At the European level responses were overall in favour of DIPECHO's work, with a call for more coordination between DG ECHO and DG DEV in particular. A more prominent role of DIPECHO in facilitating a better exchange of information and of experience of Member States and with external actors was suggested. Strong points were made on a stronger engagement and more visible role of the EU in terms of advocacy for DRR at the international scene.

Climate change was clearly seen by all respondents as an emerging issue of growing importance for DRR. Most of the respondents already do have some form of activity to suggest or to report about to address the impact of climate change in developing countries. The question raised by some respondents about the availability of fresh funding for expanded activities in this area will have to be addressed, if one does not want to see a reduction in more classic intervention.

2. Background and introduction

a. About this report

This paper was commissioned by the Federal Foreign Office to the German Committee for disaster reduction (Deutsches Komitee Katastrophenvorsorge e.V.) during Germany's EU Presidency in the first semester of 2007, to collect information on the integration of disaster risk reduction into the humanitarian assistance provided by the European Union. This topic will be on the agenda of an informal meeting of the Humanitarian Aid Committee (HAC) in Berlin at the end of March 2007.

To this end, a questionnaire was developed and circulated to the humanitarian aid departments of the EU Member States and to ECHO. The answers to this questionnaire will be used as a basis for a discussion on how to further expand and enhance disaster risk reduction and how to mainstream disaster preparedness systematically in humanitarian aid, so that it becomes fully institutionalised in European Union humanitarian assistance.

This report presents the findings of a survey of the answers to the questionnaire. Of its 28 recipients (27 EU Member States plus ECHO), 15 completed and returned the questionnaire (Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Lithuania, the Netherlands, Slovenia, Spain, Sweden, United Kingdom, and DG ECHO). Given the diversity of approaches in handling humanitarian aid and disaster risk reduction among the EU countries and the Commission, either in bilateral or multilateral terms, the findings in this report have limited representative value. However, it can be said that overall, the answers to the questionnaire make a valuable series of points that should prove useful in a discussion on the links between disaster risk reduction, humanitarian assistance and development cooperation.

For practical and institutional reasons, the review of the answers to the questionnaire was conducted and is presented in separate batches showing the views from EU Member States on

the one hand, and the views from the European Commission, i.e. DG ECHO, on the other. This provides a more balanced vision of the feedback than would have been an attempt to merge answers from Member States and Commission. Because of the open-answer type of most questions, it has not been possible, nor would it have been useful to provide quantified information on the results. The findings are thus more of a qualitative than of a quantitative nature. Their interpretation is thus made more in a “trend approach” than in a presentation of statistical facts.

b. Disaster risk reduction and humanitarian aid

Every year, more than 200 million people are affected by droughts, floods, landslides, cyclones, earthquakes, tsunamis, wild land fires, and other hazards. Increased population densities, growing mega-cities, environmental degradation, and global warming adding to poverty, make the impact of natural hazards worse. In the past few years, natural hazards have stricken with significant impact in all parts of the world, from the Indian Ocean tsunami to earthquakes in Iran and South Asia, from hurricanes in the United States, the Caribbean and the Pacific, to heavy flooding in Europe and Asia, to fires in Australia and excessive snowfalls in Japan. Hundreds of thousands of people lose their lives and millions their livelihood, to disasters caused by natural hazards. Billions worth of assets and investments disappear every year in such disasters.

Disaster risk reduction is a subject that generically falls as much in the humanitarian as in the development area. It stems from the humanitarian preoccupation to protect individuals and communities from the terrible consequences of natural hazards, but in its planning perspective of preparing for disasters to strike, it fits in countries’ development agendas. Natural hazards will always exist -- and perhaps with climate change, they will increase and certainly diversify – but hazards need not always result in disasters. When communities and individual people are clearly aware of what type of hazard they face, when they know what risks they run and how they can be prepared to face such hazards, the probability of actually being hurt can decrease significantly. Disaster reduction is achieved by promoting increased awareness, sharper knowledge and better preparedness, including through early warning mechanisms. In investing in disaster reduction, governments and organizations save the high human and material costs of human tragedies, humanitarian aid and relief, and of recovery and reconstruction.

When they strike, hazards don’t discriminate between industrialized and developing countries, between rich and poor communities; however, the results of disasters are always and obviously more difficult to cope with in poor areas. Disasters, in effect, contribute to worsen the economic and social situation of developing countries or regions. In that sense, disaster reduction is an integral component of sustainable development, with an aim at reducing human, social, economic and environmental losses due to natural hazards and, increasingly, related technological and environmental disasters.

At the UN World Conference on Disaster Reduction, held in Kobe (Japan) in January 2005, 168 governments adopted a master plan for disaster risk reduction in the following 10 year period. The “Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters” offers guiding principles, priorities for action, and practical means to achieve disaster resilience for vulnerable communities, wherever they are. It is a

global blueprint for disaster reduction efforts aimed at substantially reducing loss of lives, and losses in the social economic and environmental assets of communities and countries.

Much has been done in the past two years to advance the implementation of the Hyogo Framework for Action. While interest in disaster reduction from governments and relevant international organizations, regional organizations and NGOs has considerably risen, there is still much to do to ensure that a culture of preparedness and prevention prevails in disaster-prone communities. Appropriate coordination of disaster risk reduction (DRR) activities by all actors and stakeholders is an imperative that is moving high on the international agenda. Given the prime interest from humanitarian actors – multilateral and bilateral alike – in disaster risk reduction, much of the work undertaken in recent years has been financed from humanitarian sources. While it is recognized that the long-term goals of DRR fall broadly under development cooperation, there is a strong sense in many quarters that short-term humanitarian investments should continue to drive or accompany DRR activities. The question raised by the EU Presidency is timely: the international strategy for disaster reduction system has recently been the subject of a review by its stakeholders that will lead to the launch, in 2007, of a Global Platform for Disaster Reduction, in which EU/EC donors and humanitarian actors will have an important role to play.

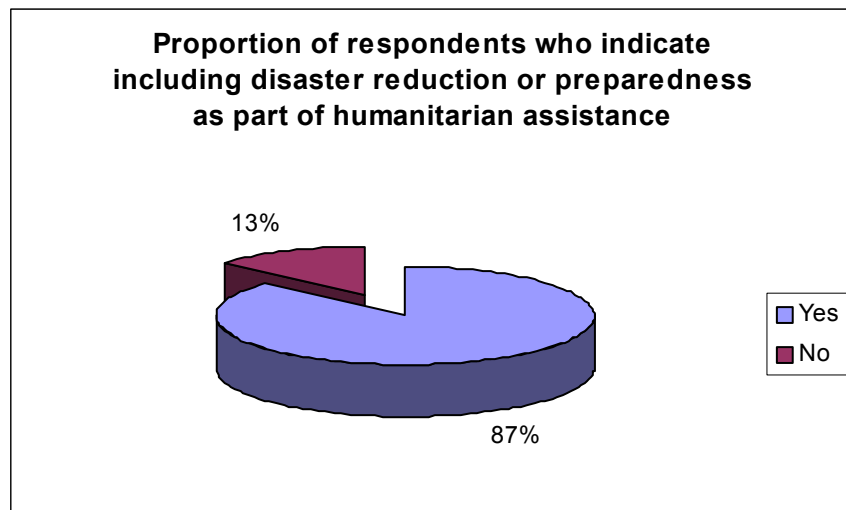
5. Overview of responses to the questionnaire; summary and trends

This section reviews the answers provided by 15 Member States and DG ECHO to the 27 questions in the questionnaire. They were presented in 8 chapters, from General Aspects to Climate Change. Each section hereafter introduces the question, with its number (Q1, Q2, etc.), and is followed by a brief account of the responses, first from Member States, then from ECHO.

a. I. General Q1: disaster risk reduction (DRR) or disaster preparedness as part of humanitarian assistance

Is disaster risk reduction or disaster preparedness part of your humanitarian assistance?

All but two respondents indicated that their country's humanitarian assistance includes, or can include, disaster risk reduction or disaster preparedness. In the case of the Czech Republic, DRR falls clearly under development cooperation, not humanitarian; in Slovenia, DRR will in future also be linked to humanitarian assistance. While there is clear recognition that DRR is part of long-term efforts associated with development assistance (and that development budgets are a more natural source of funding), for most Member States, DRR and preparedness have a direct link to humanitarian aid, if only because of the human dimension of disasters. In all countries, there is a multiplicity of governmental actors involved in disaster reduction, as well as a variety of external actors.



In Sweden, both Sida (humanitarian funding) and SRSA (Swedish Rescue Service Agency) have a responsibility for DRR. In the UK, DFID is the main governmental organization dealing with DRR; in Germany, it is both the Federal Foreign Office (FFO) and the Ministry for Development Cooperation (BMZ). In the Czech Republic, the competent authority is the Ministry of the Environment. In France, the dossier on DRR is shared between the Ministries of Foreign Affairs, of Environment, of Interior, and of Health. In Italy it is responsibility of the Ministry of Foreign Affairs in cooperation with Civil Protection. In Hungary, the Ministry of Local Government and Regional Development/National Directorate General for Disaster Management is a member of the inter-ministerial humanitarian coordination body HUMSEKO, led by the Ministry of Foreign Affairs. In Lithuania DRR is responsibility of the Ministry of Interior, which just established response teams. In Slovenia, the Administration for Civil Protection and Disaster Management is responsible for DRR. In Spain responsibility is shared between humanitarian assistance and the Deputy Directorate of Cooperation with Mexico, Central America and the Caribbean. In Denmark, Finland, Greece, Ireland, the Netherlands, the Foreign Ministry is the focal point for DRR issues.

For ECHO, disaster preparedness is part of DG ECHO's mandate, in accordance with Council Regulation (EC) N° 1257/96 concerning Humanitarian Aid (20 June 1996). DG ECHO established a specific programme in 1996: DIPECHO (Disaster Preparedness ECHO) for stand-alone disaster preparedness interventions, and mainstreams disaster preparedness in ECHO's operations whenever relevant.

b. I. General Q2: distinction between disaster risk reduction, prevention, preparedness, mitigation

Do you distinguish between disaster risk reduction, prevention, preparedness, mitigation?

Most respondent Member States recognize international definitions, although for practical reasons some don't make much distinction between disaster reduction, prevention, preparedness or mitigation, preferring to adopt disaster reduction as a broad generic heading. France prefers the wording *prevention*, rather than the generally used UN term *reduction*, with the understanding that prevention is a long-term endeavour. The Netherlands makes a distinction between short-term and long-term measures, rather than in the terminology definitions. Prevention, preparedness, mitigation are seen as contributing to disaster reduction, i.e. components of the broader notion. While Finland refers to OECD/DAC ("*according to DAC code 74101 DRR is disaster prevention and preparedness*"), Germany quotes the

definitions used by UN/ISDR, the validity of which appears to be generally accepted by most respondents.

Disaster risk reduction (disaster reduction): The conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.

Prevention: Activities to provide outright avoidance of the adverse impact of hazards and means to minimize related environmental, technological and biological disasters.

Mitigation: Structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards.

Preparedness: Activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations.

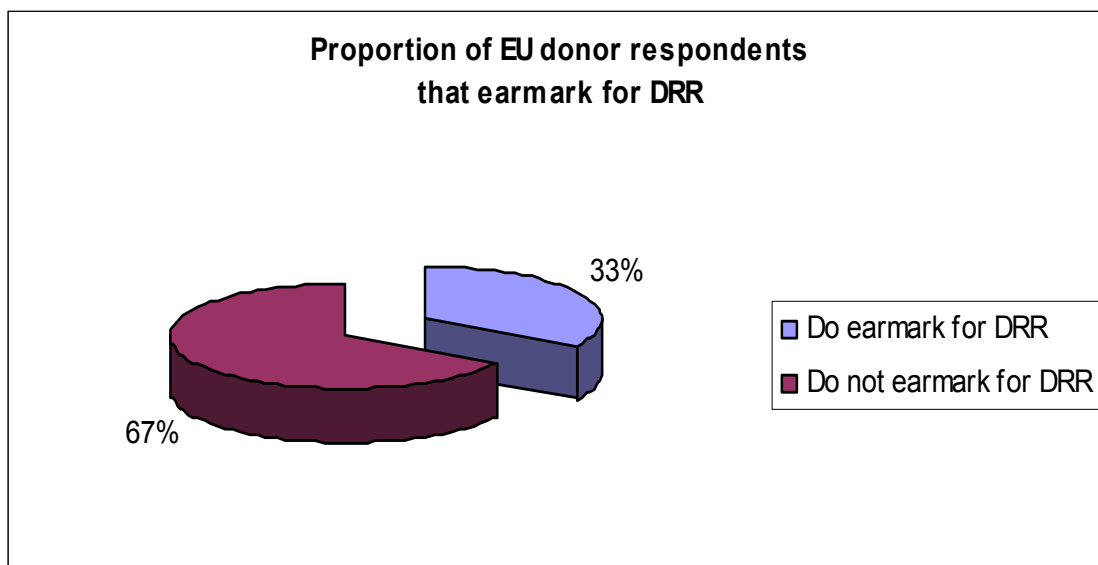
“Living with Risk” (UN/ISDR, United Nations, 2004, p.17)

Given its mandate, DG ECHO focuses its DRR approach, advocacy, and funding on disaster preparedness. Mitigation is envisaged only in small-scale interventions. DG ECHO more frequently uses the DRR terminology to show where its preparedness activities fit in the larger strategic landscape or why DIPECHO investments need to be replicated or up-scaled in national programmes by governments or development donors.

c. II. Funding modalities Q3: earmarking funds or percentages of funding of annual humanitarian budgets for DRR

Is an amount or a certain percentage of your annual humanitarian budget earmarked for disaster risk reduction?

The majority of respondents do not earmark funds for DRR, and those who do, do it in a way that is not the traditional earmarking approach – i.e. it is more an intention that some funds in the humanitarian budget should be set aside for DRR, in an unspecified manner, rather than a clear decision to allocate specific funding to specific DRR activities. In a few instances, there is a firm notion that a percentage of humanitarian assistance funding should be used for DRR: the UK uses 10 % as a figure to finance DRR in specific situations (generally in the context of larger interventions); Germany estimates that in average there is a 5 to 10 % allocation of humanitarian funds to DRR; Spain earmarks 5% of its budget for preparedness. Hungary doesn't speak of earmarking *per se* but estimates there is generally an amount of 4-5 % for DRR in its humanitarian funding; Denmark doesn't consider percentages, but supports a notion of a set amount to be allocated every year to DRR from its humanitarian budget.



The Commission earmarks funds for disaster preparedness: DG ECHO's specific budget line 23 02 03 is allocated for the DIPECHO programme, which is implemented according to a recurrent cycle whereby decisions (and subsequently project contracts) are launched every other year for three regions. In 2007, decisions will be launched for the Caribbean, South Asia and South America regions; in 2008 decisions will be taken for Central Asia, South East Asia and Central America.

The DIPECHO budget is part of the annual DG ECHO budget proposal that is formally decided by the Council and the European Parliament. The only stated recommendation in terms of the size of earmarking for disaster preparedness activities derives from the EP Carlotti report (FINAL A5-0433/2002), which pleaded that DG ECHO "...significantly increasing funding in this area... 5 % of humanitarian expenditure should be devoted to disaster preparedness by 2005". DG ECHO has thus considerably increased its DIPECHO funding in the past 5 years, in line with this recommendation.

Overall DIPECHO allocations from 2002-2007 (planned figure):

Year	2002	2003	2004	2005	2006	2007
DIPECHO budget (€ million)	8	12	13.7	17.5	19	19.5

d. II. Funding modalities Q4: calculating earmarked funding for disaster reduction from humanitarian budgets

How do you calculate the earmarking for disaster risk reduction in your humanitarian budget?

For most respondents, this is not an issue: either it is not applicable (in the case of a general policy of "no earmarking"), or it is not relevant, as the allocations are made on the basis of specific events and assessed needs, i.e. post budget approval. No countries use a definite earmarking concept for DRR in a sectoral manner.

DG ECHO calculates its earmarking for disaster preparedness activities with a division of the annual DIPECHO budget by the total annual DG ECHO budget. Its reporting however also includes mainstreamed activities in the overall allocation of funds to disaster preparedness activities.

e. II. Funding modalities Q5: funding DRR initiatives through development cooperation programmes; DRR interventions funded as stand-alone projects/programmes as part of humanitarian assistance

Do you regularly fund DRR initiatives through your development cooperation programmes? If yes, can you provide an estimate of the overall amount? Please specify what type of DRR interventions you fund as stand-alone projects/programmes as part of your humanitarian assistance (e.g. the formulation of a national action plan, response capacities, early-warning systems)

This double question led overwhelmingly to a single conclusion: a large majority of respondents provide regular funding for DRR activities within the scope of development cooperation (Finland and Slovenia are exceptions). Figures of funding allocations vary widely from one country to another. However, despite this focus on development assistance, most Member States do also include DRR activities in their humanitarian assistance, in some cases as specific components of wider humanitarian projects or programmes. Capacity building in local communities is one particularly important aspect of such activities. Other areas include institutional development, risk assessments, early warning (including the development of grass-root indicators), community-level action to enhance preparedness and mitigation, research and development, workshops and training. In some cases, humanitarian stand-alone projects focus more on technical areas, such as flood management, landslide and mudflow mitigation, earthquake resistant housing, climate change adaptation, risk-sensitive development planning, etc. In other cases, such humanitarian assistance is provided through international organizations, such as IFRC or UN/ISDR (Denmark, Finland), UNOSAT (France) or national agencies such as the Red Cross National Society (Netherlands).

Respondents indicating regular funding of DRR initiatives

Member States	Amount in €
Czech Republic	300,000 in 2005 350,000 in 2006
Denmark	n/a
France	7 million over several years
Germany	10 million in 2005 12 million in 2006
Greece	150,000 in 2006
Hungary	20,000 in 2005 178,000 in 2006
Ireland	n/a
The Netherlands	7.5 million in 2005
Spain	4.75 million in 2006
Sweden	n/a
United Kingdom	3.8 million in 2005 13.6 million in 2006

At Commission level, development cooperation programmes are managed by DG Development (for African, Pacific and Caribbean countries) and DG RELEX (for Asian, Latin American and EU neighbourhood countries). DRR has recently been acknowledged as an important area for support in the geographical programmes, and activities have been initiated in some countries and regions. In RELEX countries disaster risk reduction activities are funded from time to time. It is acknowledged that there is need to fund DRR initiatives in

a more regular and strategic manner; policy work in that direction is currently ongoing. In 2006 DG Development earmarked € 12 million towards DRR capacity-building in six ACP regions (no evaluation has been made so far of total spending towards DRR under development cooperation programmes).

At DG ECHO, stand-alone funding for disaster preparedness is twofold:

1. The DIPECHO programme implemented in six disaster prone regions (the Caribbean, Central America, South America, Central Asia, South Asia and South East Asia), which can include:
 - *Infrastructure reinforcement*
 - *Advocacy and Public awareness raising (authorities/general public)*
 - *Small-scale mitigation works to reduce physical vulnerabilities*
 - *Mapping and data collection/dissemination*
 - *Education; culture of preparedness*
 - *Early warning systems*
 - *Research and dissemination*
 - *Facilitation of regional/national co-ordination*
2. 2006 drought preparedness – Greater Horn of Africa, of which a component is early warning, contingency planning, and working through communities in Ethiopia, Eritrea, Somalia, Kenya, South Sudan, Djibouti and Uganda.

f. II. Funding modalities Q6: main partners for DRR funding

Who are your main partners for DRR funding?

Not all Member States necessarily make specific funding allocations for DRR activities, even though DRR may be funded from humanitarian budgets (see paragraph c above). Figures provided in response to the questionnaire are as follows:

Distribution of funding to main DRR partners

Member States	UN	World Bank	Red Cross Family	National Red Cross Society	(I)NGOs
Finland	5%		95%		
Germany	31%			7%	31%
Spain	54,05%		12,68%		33,27%
Hungary	30%		10%	30%	30%
Italy	100%				
Spain	54,05%		12,68%		33,27%
UK	19%	20%	9%		31%

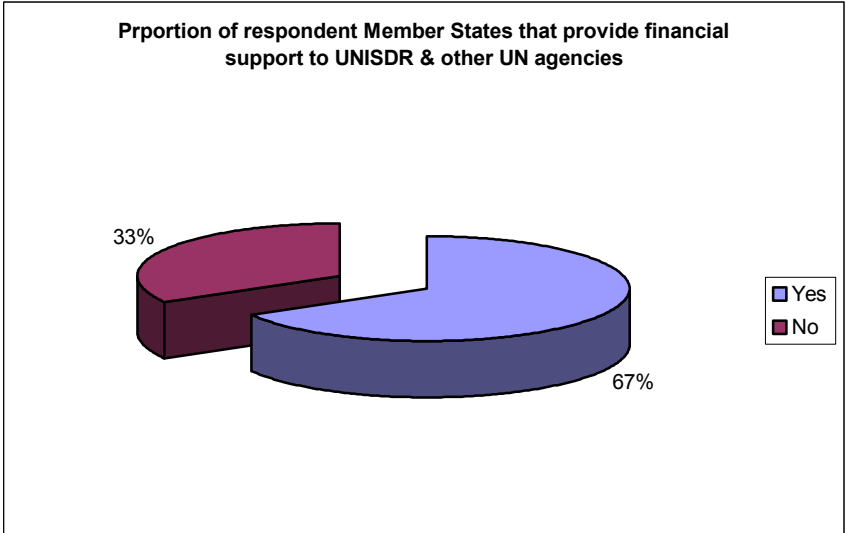
As far as DG ECHO is concerned, the last funding decisions recorded for each of the six DIPECHO regions show the following allocations (percentages) for disaster preparedness:

Region	Central America	Andean Communities	Caribbean	Central Asia	South Asia	South East Asia
Size	€ 6 mill. (2006)	€ 4.5 mill. (2005)	€ 3.5 mill. (2005)	€ 6.05 mill. (2006)	€ 6 mill. (2005)	€ 7 mill. (2006)
UN	10	13	11.5	26	5	27
Red Cross	21	17	49	15	2	16
I/NGOs	69	70	29.5	59	93	46
Others	0	0	0	0	0	11

g. II. Funding modalities Q7: core contributions (financial support to UN bodies, e.g. UN/ISDR secretariat)

Do you provide financial support to UN agencies like UNISDR? Please provide examples:

About half of the respondents indicated support to international organizations through core financial contributions, in particular to UN/ISDR (either to the secretariat’s running costs in Geneva or in the Field, or for activities undertaken by the secretariat, including WCDR and tsunami disaster relief). UN/ISDR’s Bonn Platform for the Promotion of Early Warning is funded largely by Germany. Other international organizations listed as benefiting from financial support are WMO, UNEP and UNCCD (France), PAHO (UK).



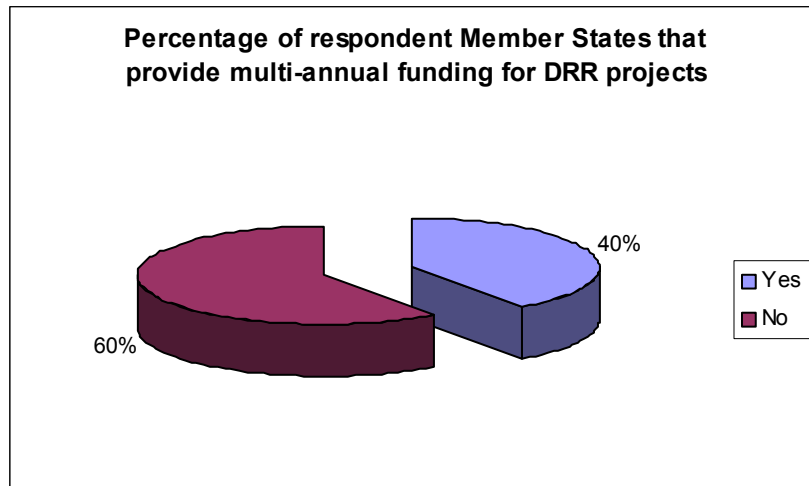
Annex 1 shows contribution figures from EU Member States and the European Commission to UN/ISDR for the period 2004-2008. UN/ISDR is funded by voluntary contributions.

DG ECHO's mandate does not allow core contributions to UN agencies. Funding is always linked to a specific programme or project (e.g. a contribution to UN/ISDR of € 360,000 for an exhibition of best practices at WCDR in Kobe, or a € 2 million contribution to the UN/ISDR coordinated project to strengthen the Early Warning System in the Indian Ocean, following the 2004 tsunami).

h. II. Funding modalities Q8: multi-annual commitments for DRR out of humanitarian budgets

Can you provide multi annual funding for disaster risk reduction projects out of your humanitarian budget?

Denmark, Hungary (for a bilateral project), the Netherlands (for National Red Cross Society), Spain, Sweden (for UN/ISDR and ProVention Consortium), the United Kingdom, indicated a possibility to provide multi-annual contributions. Other respondents reported their inability to make multi-year commitments, for budgetary reasons.



The maximum duration of most ECHO funding decisions is 18-24 months during which projects up to 12-months (relief) and 15-months (DIPECHO) can be implemented. This is due to the fact that by nature humanitarian funding is short-term.

i. III. Funding strategy and decision-making Q9: priority sectors for integrating DRR in humanitarian assistance

In which sectors of your humanitarian assistance do you regard the integration of disaster risk reduction as a priority? Please provide a short description of the concepts used.

a) Water/sanitation; b) Shelter; c) Relief/distribution of non-food items; d) Public health in emergencies; e) Humanitarian food aid

Respondents expressed mixed views: for many, DRR approaches in humanitarian assistance are not and should not be sector-oriented, even though it is recognised that all sectors should include DRR measures, as and when appropriate. In that sense, there appears to be a general understanding that DRR should be integrated in all relevant humanitarian assistance activities – or, in other terms, that humanitarian projects should be used as vehicles for measures to enhance disaster reduction. This point is nuanced, as illustrated by various positions: for Ireland, given its other challenges in humanitarian assistance, there is no plan to mainstream DRR, even though there is recognition that DRR should permeate all sectors of humanitarian aid. For Finland, as a rule humanitarian assistance is not thematic. Spain gives priority to water/sanitation and shelter, as ECHO does. Sweden uses a cross-sectoral approach that includes environmental protection and sustainability. In Italy several sectors are under evaluation for the time being. Denmark’s policy is to gradually integrate DRR in all sectors of its bilateral programmes. The UK promotes an all-encompassing approach rather than

segmentation. On the other end of the spectrum, the Netherlands considers that humanitarian aid's priority is disaster response not disaster reduction. This is also a view expressed by Slovenia.

For ECHO, water/sanitation is a priority sector for DRR, as is shelter. Non-food items, public health in emergencies, and food aid are less of a priority from a DRR perspective.

j. III. Funding strategy and decision-making Q10: role of DRR in capacity building; training on DRR to support the integration of DRR in humanitarian assistance

Which role does disaster risk reduction play in your capacity building (e.g. early warning, preparedness for response)? Are training courses on disaster risk reduction part of your portfolio to support the integration of disaster risk reduction into humanitarian assistance?

For a number of respondents, there is no recognised role for DRR in capacity-building, if only because capacity-building is a modality to support sectors rather than a sectoral activity *per se*. DRR is included in humanitarian and development assistance measures, and becomes part of capacity-building inasmuch as the latter is a tool to support the former. For some respondents, cooperation with other organizations enhances capacity-building and contributes to DRR (e.g. Germany and THW; Sweden - Swedish Rescue Service Agency – with IFRC, UNDP, OCHA, UN/ISDR; Denmark with UN/ISDR and NGOs). For Spain (under the Spanish Cooperation), Hungary and Slovenia, training courses (through a Stability Pact programme in the case of Slovenia), seminars and workshops are a means to build capacity in the context of disaster reduction. For the Netherlands, humanitarian assistance doesn't focus on DRR, but capacity-building can contribute to DRR as part of humanitarian assistance.

DG ECHO does not have a comprehensive DRR strategy but only an orientation, which limits the scope of its interventions. DRR capacity-building efforts have so far been confined to thematic sessions at the annual DG ECHO Expert Seminars and the annual DG ECHO Partners' Meeting (2006 only). Disaster preparedness is also often discussed in Regional Seminars organised by the operational units and in Regional Sub-Office meetings. The DIPECHO Technical Assistants assigned to Regional Sub-Offices are often considered as the DRR focal point at field level and support regional/country teams upon request.

k. III. Funding strategy and decision-making Q11: main challenges to integrate DRR in humanitarian assistance

What are the main challenges you meet when integrating disaster risk reduction into your humanitarian assistance projects and programmes?

The variety of specific challenges identified by respondents makes up a comprehensive check-list of items to consider when pursuing the discussion on the integration of DRR in humanitarian assistance:

- DRR is handled by humanitarian actors, when it should be the responsibility of development actors
- Converting humanitarian efforts into long-term development endeavours (humanitarian assistance is short-term; DRR is long-term)
- Integration of DRR in development programmes is weak
- Only aspects of DRR that can benefit from humanitarian expertise, from short-term humanitarian funding and short-term humanitarian capacity, should be integrated in

humanitarian assistance; all other aspects should be covered by development cooperation budgets

- By funding DRR activities, there is a risk to reduce the volume of funds accorded to other humanitarian projects
- Resistance of implementing agencies to include DRR in their humanitarian project submissions
- Capacity of partners to implement DRR projects
- Mainstreaming DRR is an organizational challenge
- Prevention focus of DRR implies structural changes and other technical tools
- Collection of relevant information
- Not enough National Platforms for Disaster Reduction in Europe
- Multi-annual funding
- Ensuring that humanitarian assistance focuses on better results and effective delivery to beneficiaries

For DG ECHO as a humanitarian donor, one challenge is the variety of appeal formats or needs assessments that are often relief focused and seldom provide suggestions about how relief, rehabilitation and recovery measures can be used to prepare for future disasters.

Another challenge is the lack of overall DG ECHO guidelines, examples and tools to identify whether it is relevant to include disaster preparedness as a component or mainstream it in certain relief inputs (concept notes and guidance notes). There does not either seem to be a natural reflection or demand from all DG ECHO partners to their respective DG ECHO desk officers to consistently incorporate DRR activities in humanitarian relief provided as response to natural disasters. (This may reflect that DRR concerns are more explicitly developed and mainstreamed in the work of some (I)NGOs than with others). For DG ECHO to have a relevant and consistent approach to mainstreaming disaster preparedness in its humanitarian aid, its partners should mainstream preparedness in their funding proposals. An added difficulty is a perception at times that DRR and disaster preparedness are highly technical matters that require specific expertise, making some desk officers reluctant to include disaster preparedness components in projects, given their potentially limited means to scrutinize the technical aspects and relevance of partners' proposals.

1. III. Funding strategy and decision-making Q12: information on risk as added value to humanitarian aid projects

Do you consider information with regard to existing risks as an added value of humanitarian aid projects?

All respondents consider that the collection of information on risk is an added value to humanitarian aid. As Sweden indicates, with the number of people affected by disasters on the increase, humanitarian and development actors have to recognize the importance of risk knowledge to better prepare populations exposed to hazards. This has a direct impact on greater effectiveness and sustainability of humanitarian and development programmes. Ireland points out that the multi-dimensional nature of individuals' vulnerability to hazards requires that information is gathered about the risks that communities face. Information adds value to aid projects by assessing their potential and real impact in the context of a better understanding of the environment. UK/DFID's guidelines for the development of humanitarian assistance projects include specific questions related to DRR. Denmark recalls

that, in collecting information on risk, it is important also to consider long-term development. Spain mentions the importance of the further development of information tools.

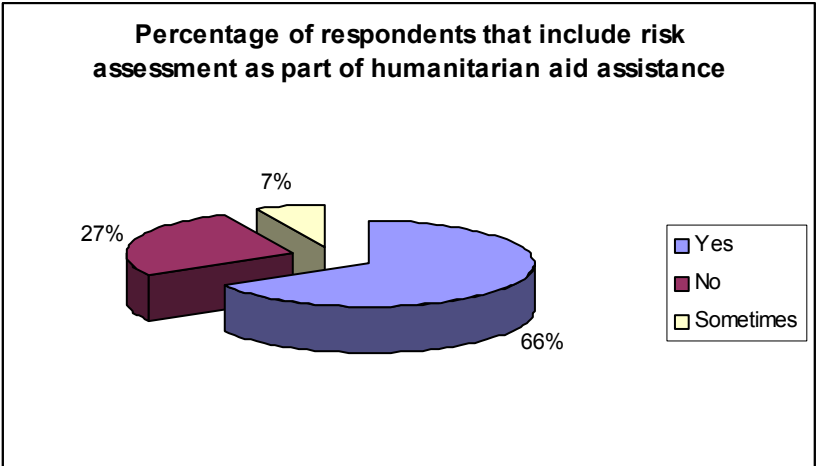
DG ECHO considers risk assessments and risk analysis as part of an informed needs assessment and such gathering of information is a requirement in ECHO funding proposals. When risks are identified, strengths and gaps are known, and an evaluation of existing hazards and vulnerabilities allows for tailoring of the most appropriate relief response. As a guiding principle, humanitarian aid should not create or reproduce risk conditions. Awareness of existing risks is a pre-condition for DRR mainstreaming.

Proper assessments should include a presentation of the need to reduce the likelihood of a disaster (reducing vulnerability and risk) leading to projects being developed that bring added value to humanitarian action. Risk mapping is a valuable tool to bring disaster preparedness to the forefront in project design by humanitarian agencies and local stakeholders.

m. III. Funding strategy and decision-making Q13: risk assessment as part of humanitarian assistance, particularly in the aftermath of disasters

Is risk assessment part of your humanitarian aid assistance, particularly in the aftermath of natural disasters?

A large majority of respondents consider that risk assessments ought to be part of humanitarian assistance, although recognising that there is a need to balance the urgency of needs with concomitant risks arising, as stated by Ireland. Finland does not carry out assessments, relying as it does on international organizations (UN system and Red Cross movement). For the Netherlands, it is expected that professional partners in humanitarian programmes undertake proper assessments when preparing their funding proposals. The Netherlands supports the UNDAC system that integrates risk assessments and secondary hazards in the aftermath of natural disasters.



For DG ECHO, the scope of risk assessment depends on the scale of a disaster, the urgency to react and the type of relief that is needed (life-saving measures or reducing suffering). In disaster situations, risk assessments should be conducted when appropriate and feasible. When the primary emergency phase is over, a thorough risk assessment is compulsory for any type of intervention.

n. IV. Regional distribution Q14: countries of operation for DRR in the context of humanitarian assistance

In which countries do you work on disaster risk reduction within the framework of your humanitarian assistance?

The variety of responses illustrates the wide spectrum of disaster-prone regions, as well as the focus from humanitarian donors for traditional areas of interest. In some cases, there is no specific pre-conditions with regard to geographic choices for DRR activities. Ireland includes DRR in projects in any country where Irish Aid engages in humanitarian assistance. DRR is integrated in Sida projects according to the specificity of regions/risks where Sweden provides assistance. For the Netherlands, there is no particular focus on any region. Other respondents provided lists of regions/countries where they are most active in terms of DRR activities in humanitarian projects. In Asia and the Indian Ocean region, Africa, the Middle East, South America, South-East and Eastern Europe, the Caucasus, Central Asia: practically all regions or countries in the world that are prone to disaster risk are covered, in one way or the other, by EU countries humanitarian aid.

The first DIPECHO funding was allocated in three disaster-prone regions: South East Asia including Bangladesh, the Caribbean and Central America. The geographical scope was later extended to cover South Asia, Central Asia and South America. Annex 2 provides a list of the current or most recent projects funded in the six Regional DIPECHO Action Plans.

Year	Central America	Andean Communities	Caribbean	Central Asia	South Asia	South East Asia
2005		4,500,000	3,500,000	3,500,000	6,000,000	
2006	6,000,000			6,050,000		7,000,000

Following evaluations carried out in the Mercosur region (2006) and in South East Africa (1st quarter 2007) to assess the frequency of natural hazards, the exposure to risks and levels of vulnerability, as well as national responses and coping capacities, DG ECHO will explore the need and possibilities to expand the DIPECHO programme in these regions.

o. IV. Regional distribution Q15: selection criteria for countries to benefit from funding for disaster preparedness and risk prevention programmes

According to which criteria do you choose the countries for funding disaster preparedness/disaster risk prevention programmes?

For all responding Member States, the criteria to engage in funding DRR and preparedness programmes are straightforward. Those few respondents who indicated there were no specific criteria joined the other group in the sense that “no criteria” means a combination of valid requests, recognised priorities, real needs – features that are common to all. In all cases, the determination of needs is a key element. The UK and Italy considers political will as an important factor, as is the availability of opportunities, i.e. the existence of potential partners (for DFID, the 15 disaster-prone countries where it has offices is a starting point for the search of countries where to invest in disaster preparedness/prevention). Germany focuses on risk analysis and vulnerability assessment. For France, poverty is an important factor. Finland, in valuing vulnerability as a criterion, follows the UN humanitarian system approach through the

CAP and the IFRC through their appeals. Spain also mentions the CAP as an important instrument for decisions. Greece also relies on the needs assessments by international organizations. For Hungary, the needs and urgency factors are combined with a notion of international solidarity. Denmark includes in its criteria the long-term association it may have with a country affected by disaster. The Czech Republic decides about its involvement within the scope of its development cooperation priorities. Slovenia focuses more on relief than on prevention.

DG ECHO provides funding on the basis of needs. DIPECHO considerations include frequency of hazards, level of risks, and exposure/vulnerability of the local population as well as coping and response capacity of the country/region. Additional criteria such as the human development index, level of formal education as well as DG ECHO's forgotten crisis concept are also factors taken account of in needs assessments. Although sustainability is not always a primary or relevant objective in humanitarian aid decisions, DIPECHO does consider local ownership a critical factor: ability and interest among stakeholders (community, local and national level) to participate in preparedness activities. National disaster management plans and their links with other interventions and stakeholders are also pertinent considerations.

The DIPECHO programme has developed a methodology of organising Consultative Meetings at national and regional levels to ensure ownership and participation as well as a common understanding among the various potential partners of risks and vulnerabilities. Local NGOs, the Red Cross movement, UN agencies, national and local authorities, other donors, other services of the Commission and experts/researchers on relevant topics normally participate in such meetings.

DG ECHO regularly evaluates its regional DIPECHO programmes; this leads to orienting action towards the most appropriate programmes in support of the most vulnerable populations in the most disaster-prone localities.

p. V. Technical capacities Q16: staff available for DRR work in humanitarian/development assistance

How many desk officers are operational in the field of disaster risk reduction related to humanitarian/development assistance in your government?

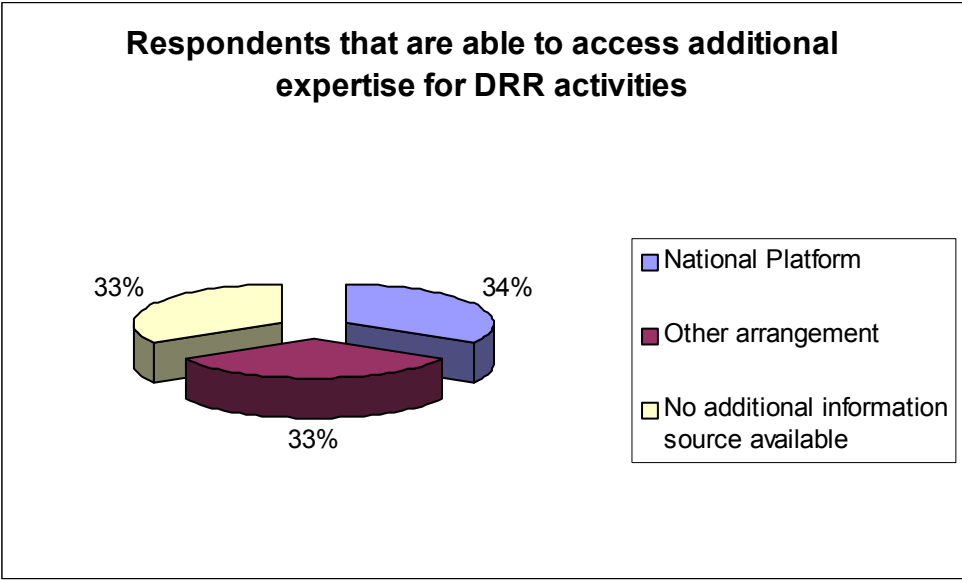
All respondents provided information on the staff dedicated to DRR and related issues; for some, this is nil. Greece relies on Embassy staff for DRR work. Ireland has no dedicated DRR staff – competencies are built within the complement of the Emergency and Recovery Section staff. Similarly, the Netherlands has no dedicated DRR-related staff, as DRR is integrated in general development/humanitarian activities. In the Czech Republic, DRR is only related to development cooperation. In other cases, staff is spread between ministries or departments, e.g. in Germany where of the 4 staff, 2 are with Interior, 1 with Foreign Affairs, 1 with Development (BMZ), or France with 6 staff in Foreign Affairs, 2 in Development Cooperation (AFD) and 1 in Environment. In Spain one staff is placed at the Humanitarian Office and one in the Deputy Directorate for Cooperation plus a network of desk officers in the Technical Cooperation offices. Sweden shares the responsibility between 1 part-time staff each at Foreign Office and Sida, and 2 staff at the Swedish Rescue Service Agency. The UK mainstreams DRR in staff across programmes in DFID, with additionally specific responsibilities for DRR in country/regional offices (1 dedicated staff in each the Caribbean, Haiti and South Africa offices, and 15 focal points in various country offices), plus 2 programme officers, 2 DRR advisers and 1 team leader at HQ. In addition to its 2 staff at HQ, Denmark also relies on Embassy staff.

DG ECHO's operational staff resources consist of 6 DIPECHO Desks Officers at HQ; 6 DIPECHO Technical Assistants in the Field (Bangkok, New Delhi, Dushanbe, Amman, Santo Domingo, Managua and Quito); 1 Desk Officer and 1 Technical Assistant working on the Greater Horn of Africa drought preparedness decision. A potential 35 Desk Officers at HQ and 100 field experts are trained on mainstreaming disaster preparedness. In addition to the operational staff; one full-time staff works on preparedness strategy, advocacy and coordination in a horizontal unit at DG ECHO's HQ.

q. V. Technical capacities Q17: additional expertise available, as and when needed

Are there possibilities at national level for you to get additional expertise on disaster risk reduction - if needed (e.g. through national platforms for disaster risk reduction)?

Most respondents state the possibility of obtaining additional resources when needed, either within the same department or, more often, from other departments also involved in DRR. In some cases, like Germany that relies on DKKV (and also on GTZ), National Platforms are reliable back-up arrangements. Sweden, Italy and Ireland, in this respect, flag the work currently under way to create a National Platform. Denmark at times relies on consulting firms and on the National Red Cross Society.



For DG ECHO, see paragraph p above: a potential 35 Desk Officers at HQ and 100 field experts are trained on mainstreaming disaster preparedness.

r. V. Technical capacities Q18: cooperation of National Platform with other platforms

Is your national platform for disaster risk reduction directly cooperating or exchanging information with other comparable national platforms?

Those countries that have a National Platform cooperate with other platforms. There is a clear desire for them to see that more EU Member States have their own National Platform, and furthermore, that a European Platform be created. DKKV in Germany actively promotes

networking with other National Platforms with an emphasis on networking with National Platforms in Europe (Austria, Czech Republic, France, Spain, and Sweden). The objective is to improve the information exchange between the actors in DRR in the different countries, to strengthen cross-border cooperation on DRR issues and to thematically and politically strengthen DRR on the regional and international level. This initiative is closely linked to the ISDR system and supported by UN/ISDR in Geneva. The Czech Republic, Hungary, Germany, France are keen to become more involved with their European partners. In the UK, the Civil Contingencies Secretariat (CCS) in Cabinet Office cooperates with many organizations in other parts of the world (USA, Japan, Korea, Indonesia), in addition to its European partners.

s. V. Technical capacities Q19: staff access to training in DRR

Do you or your colleagues have access to training on disaster risk reduction either within your institution or in your country? If yes, please describe the type of training, the organising institution, length etc. and where you found it useful?

With a few notable negatives, all respondents state having access to training on DRR, even though they may not always make the best use of the opportunities available to them. Sweden, the Netherlands, Denmark do not have training facilities. In some cases, training facilities in other organizations have been accessed (e.g. Greece with the IFRC). In most responses, facilities have been described as short-term courses, seminars, workshops. This does not appear to be a high priority.

At present, DG ECHO or other EC services offer no training for staff on DRR issues. DG ECHO staff has participated in DRR training organised by other institutions (e.g. IFRC). DG ECHO is engaged in formulating a training course for its own staff and is designing with the RELEX family services a common training course and aims at organising such training before the end of 2007.

t. VI. Mainstreaming Q20: integration of DRR in other policy fields, e.g. development

Do you integrate disaster risk reduction in other policy fields e.g. development (education, health, infrastructure support)?

All respondents answered with an affirmative – except for Italy, Lithuania and Slovenia, where structures are not yet in place. DRR is linked to a variety of fields; for Ireland, it is part of sectoral interventions.

DG ECHO does not integrate DRR in other policy fields. The concept of mainstreaming DRR was developed in preparation for the current DG DEV geographical programming process for the 2007-2013 budget and the 10th European Development Fund (2008-2013). Difficulties faced in integrating DRR into geographical programmes have been: the obligation to concentrate on 1-2 sectors of cooperation with a number of competing issues to be mainstreamed; the lack of demand for inclusion of DRR by partner countries; the lack of human resources and expertise in delegations and HQ to promote the issue. A more systematic approach towards integrating DRR into development cooperation programmes will have to address these challenges.

AIDCO is expanding its efforts to enhance infrastructure resistance projects e.g. bridges in flood-prone regions, hospital buildings in hurricane-prone countries: an AIDCO "Quality Support Group" (QSG) scrutinises all infrastructure projects (one QSG for the identification phase, and a second one by the end of the formulation stage leading to a financing proposal). Resilience/resistance of new buildings and structural components are taken into consideration during that process.

u. VI. Mainstreaming Q21: examples of integration

Please provide examples (in particular of systematic tools or procedures).

A large variety of illustrations of integration of DRR in other policy fields were provided, a sampling of which is listed hereafter. Some respondents did not commit to examples and underlined the focus of DRR in the context of long-term development programmes.

- financing education programmes (schools)
- defining specifications for public infrastructure construction and reconstruction
- supporting the meteorological system in a disaster-prone country
- food security strategy in Africa
- planned joint country and regional scoping studies for climate change adaptation
- formulation of training material
- rural development projects
- support to environmental sustainability programmes
- support in the formulation of prevention plans
- training of teachers in public awareness campaign

DG ECHO provided an illustration with a “programming fiche” developed by DG DEV that is attached to this report as Annex 3.

v. VII. DRR at European level Q22: assessment of DIPECHO activities

What is, generally speaking, your assessment of DIPECHO activities.

Responses were overall much in favour of DIPECHO’s work, qualifying it as highly relevant, valuable, thorough, positive, necessary, important, focused, and professional. It is seen as very good in its overall approach to DRR and well targeted on local communities. The Netherlands welcomes DIPECHO’s complementarity to its own bilateral programmes in disaster response. Germany suggests that this work should be continued and expanded, addressing DRR issues over a longer time span, with more funds. For the UK, the EC’s DRR structure is not entirely clear, in terms of roles and responsibilities; there is too much focus on preparedness and not enough on prevention and mitigation; activities are focused too much on the short-term – a longer-term approach (5 years) is needed. The geographical focus has to be expanded. Given ECHO’s mandate limitations, other parts of the Commission should become more involved for long-term commitments. Slovenia suggests that ECHO should reinforce DIPECHO’s activities. Denmark would welcome an emphasis of coordination with local agencies and other assistance organizations. A broader approach is needed to widen the concept of disaster preparedness to disaster response.

In its reply to the questionnaire, DG ECHO points out that the DIPECHO programme has been externally evaluated on several occasions. The overall programme was evaluated in 2003

and regional action plans are regularly subject to evaluation (the DIPECHO regional action plan in South-East Asia is being evaluated during the first quarter of 2007).

"...Through DIPECHO, ECHO has taken pioneering steps, by being among the first major donors to work directly with local communities in disaster preparedness...Despite its very modest financing capacities, DIPECHO has attained a reputation of efficiency..." and in terms of vulnerability targeting *"...the individual Action Plans prepared by ECHO's operational units have been near to accurate in identifying priority countries and types of hazards in relation to the DRI [Disaster Risk Index]"*. The most recent evaluation of a DIPECHO programme (2006) stated that *"DIPECHO activities [in Central Asia] are appropriate..."*, that ECHO should *"continue support for disaster preparedness in Central Asia through until at least 2012"* and that *"the impact of the DIPECHO programme is very positive and is expanding"*.

From the executive summaries of the two evaluations mentioned. The full evaluations are available on DG ECHO's website: http://ec.europa.eu/echo/pdf_files/evaluation/2003/disaster_report.pdf & http://ec.europa.eu/echo/pdf_files/evaluation/2006/dipecho_central_asia.pdf

In response to a growing external demand for information on DG ECHO's approach to disaster reduction and preparedness, and in particular ECHO's field experience, it has been decided that DG ECHO will explore tools and mechanisms whereby the lessons learned and best practices from the DIPECHO programme can be shared on a regular basis with other stakeholders e.g. via DG ECHO's website, in analysis and thematic publications.

w. VII. DRR at European level Q23: increase of space for DRR in EU humanitarian assistance

Do you think disaster risk reduction should become more prominently incorporated into the humanitarian assistance of the EU and its Member States? What do you think the most important aspects would be?

Views are shared between respondents as to whether DRR should take up more space in humanitarian assistance or if it should have its focus more in the development cooperation area. There is an overall sense, though, that there is a benefit for populations in disaster-prone countries in having more DRR measures included in humanitarian aid projects. For Sweden, all sectors can constitute priorities for disaster risk reduction, to a varying extent. Sida has a cross-sector approach that includes environmental protection and sustainability. Greece supports the notion that DRR should be incorporated more deeply in EU Commission and Member States' humanitarian programmes, in particular in the sectors of education and public awareness. For the UK, a clear policy on DRR in humanitarian and development assistance would be a useful first step both for the EU and its Member States. Vulnerability assessment and measures to reduce risk should be a part of institutional guidelines. Appropriate budgets should be identified, since humanitarian budgets are typically short-term, whereas DRR programmes ideally cover longer periods. Commitment from senior managers is necessary, and focal points should ensure that DRR is actually being mainstreamed. While agreeing that DRR should be an integral part of humanitarian assistance, Germany considers that disaster reduction and preparedness should be part of a systematic relation between emergency aid, reconstruction, sustainable long-term development, and development cooperation in general. The Czech Republic and Slovenia agree that humanitarian assistance should include DRR; Hungary favours integrating preparedness in humanitarian aid. The Netherlands considers it important to continue incorporating DRR in DIPECHO's strategy, sharing lessons from

DIPECHO's activities with Member States, and calls for flexibility in ECHO's funding decisions concerning DRR. Spain mentions the political leading role which should be taken by the EU in the implementation of the Hyogo Framework for Action.

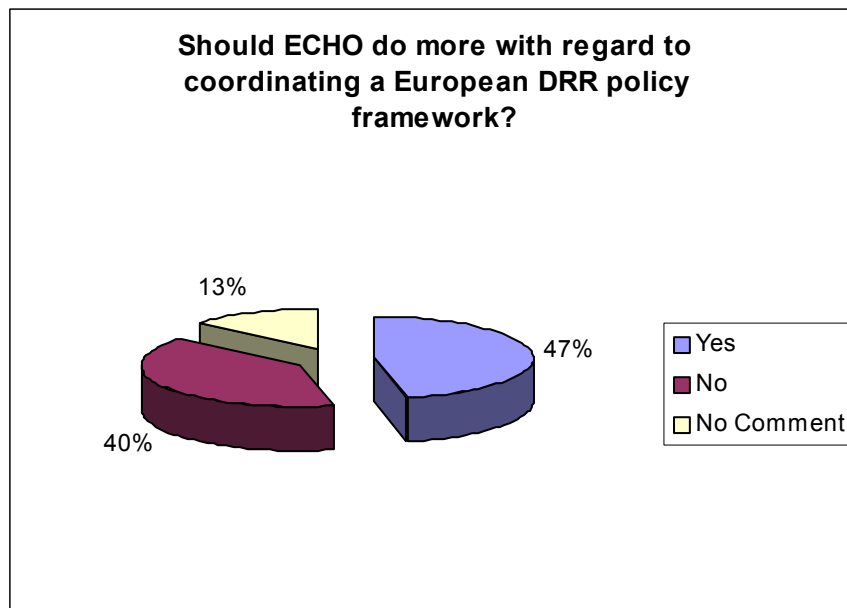
In accepting the humanitarian assistance context for DRR, France considers that the main actors should be in development cooperation – with a need for better coordination between all actors. Finland considers that DRR funding should come from development sources rather than humanitarian, and if the latter were to occur, requests that this should only happen after further discussions in HAC and CODEV. Ireland is also concerned about integration of DRR in bilateral programmes should ECHO take greater responsibility in this area; for Ireland, DRR should be integrated in long-term development approaches. Denmark considers that DRR has its place in long-term development activities, and is more at home with DG DEV. DG ECHO should coordinate its work in this area with other relevant DGs.

DG ECHO provides a comment on the fact that overall, disaster-prone (least) developing countries face increasingly higher risk and vulnerability levels due to the negative impact of climate change. Donors and governments should integrate this aspect in their development plans and goals with the aim to reduce future risks and vulnerabilities and improve resilience and ability to recover from natural disasters. Much of these efforts belong to long-term development frameworks.

x. VII. DRR at European level Q24: extent of DG ECHO coordination of European DRR policy

In how far should DG ECHO coordinate a European disaster risk reduction policy?

For many respondents, the current extent of ECHO's involvement in DRR is satisfactory, and doesn't necessarily call for more. However, a rather constant call is for more coordination between DGs concerned with DRR, and more communication and exchange of information with Member States. For Sweden, DG ECHO as a donor has to coordinate its work in DRR policy with Member States. The Netherlands sees value in exchanging lessons learned between ECHO and Member States that can help the latter with guidance, but not towards binding DRR policy. The Czech Republic and Finland are satisfied with the current *status quo*; for the latter, should a change be considered, it ought to be the subject of discussions with Member States. Ireland states that while development actors are key for DRR, it is open for discussion of proposals that would lead to the strengthening of coordination. For Germany, there would be no added value for ECHO to coordinate DRR, but more exchanges of information with Member States would be useful. France and Greece also underline the necessity for coordination – for France, particularly between civil protection and humanitarian actors. Spain would welcome a leadership role taken by DG ECHO but clearly refers to the need for better coordination with DG RELEX based on the Paris Declaration. Hungary suggests that DG ECHO and DG DEV need to cooperate with other international organizations. Denmark considers that DG ECHO and DG DEV need to work more closely together in elaborating a common EU policy framework on DRR and on better integrating disaster mitigation in EU's development assistance. For the UK, the danger with DG ECHO playing a greater role in coordination is that DRR, because of ECHO's mandate, would become a short-term issue or limited to preparedness. The new focal point on DRR in DG DEV would be better placed to coordinate EU policy development. Furthermore, the UK believes that coordination in the EU should add value rather than duplicate the overall coordination efforts undertaken by UN/ISDR.



Should it be decided to formulate a European DRR policy, DG ECHO would contribute with its experience and practice. Such a policy should be formulated within a broad framework of stakeholders; the main contribution to DRR should be long term development investments.

y. VII. DRR at European level Q25: special or additional tasks for ECHO to carry out as contribution to global efforts on DRR

Are there, in addition to the activities carried out at national level, special or additional tasks that could be carried out by ECHO in terms of the EU contribution to global efforts on disaster risk reduction?

Here again, views are shared between respondents as to whether more should be done by ECHO in the broad DRR area. For many, ECHO can and should do more in terms of coordination and in placing the EU more squarely in the international debate, especially at the UN, about DRR. For example, the Netherlands considers that ECHO could play an active role in international fora on DRR, underlining the need for a pragmatic approach to disaster reduction and preparedness. This should not be done on behalf of Member States, but in complementarity to the latter, bringing shared understanding to the international debate. That is also the perception of Denmark that sees there is a role for ECHO in influencing the international DRR agenda, including in advocating the implementation of the Yokohama Strategy and the Hyogo Framework for Action. Spain shares the position of Denmark, making additional reference to the Global Facility for Disaster Reduction and Recovery (GFDRR). France would place that role both in the context of exchanges between donors and with disaster-prone countries. Greece sees that coordination role as useful to boost the efficiency of EU efforts and to avoid gaps and overlaps. Ireland also calls for more coordination within the Commission as well as with other agencies, in the UN system, the Red Cross movement, and with NGOs. For Germany, ECHO should continue to coordinate the exchange of views between Member States on questions related to the development of a common European policy framework for DRR. Germany welcomes the proposition made in the ECHO

questionnaire “The European Union and Humanitarian Aid” to develop a common European policy framework for disaster risk reduction:

Issue 6. Scope of Humanitarian Aid in Relation to Disaster Reduction and Transitional Contexts

(...)

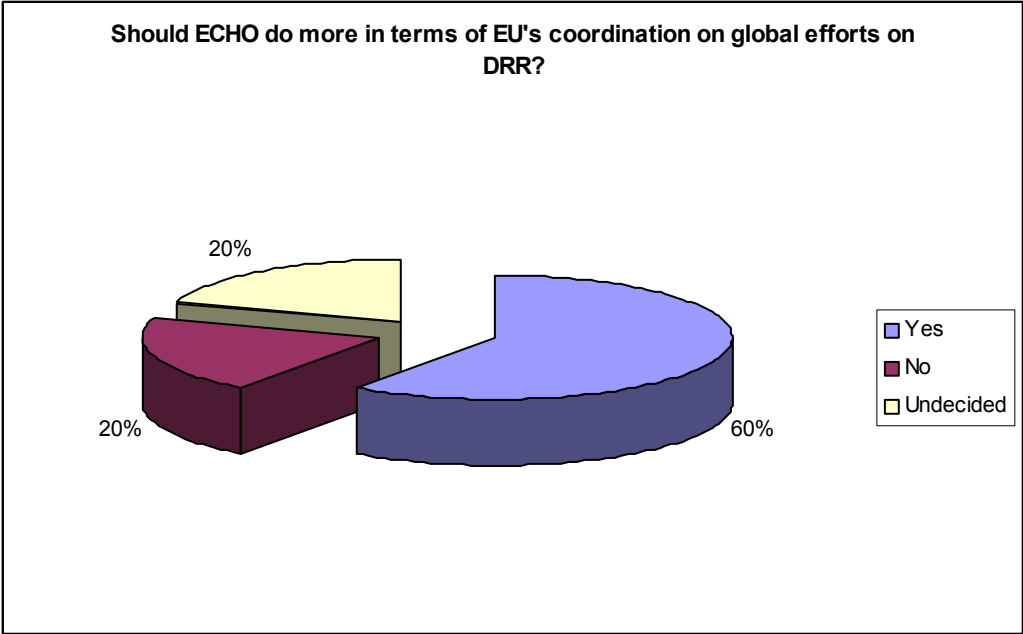
The increasing number and frequency of natural disasters and their ever more devastating impact, notably due to climate change and demographic pressures, have lent credit to calls for investing more in disaster reduction/mitigation and preparedness strategies in order to reduce exposure and vulnerability of populations to such natural disasters. The 2005 Hyogo World Conference on Disaster Reduction has helped create a growing international consensus on an International Strategy for Disaster Reduction (ISDR).

(...)

Question: Should the EU develop a common policy framework on Disaster Reduction and Mitigation Strategies?

Non-paper of the European Commission
Directorate-General for Humanitarian Aid (ECHO)
December 2006

For Sweden, ECHO is a financing organ rather than a humanitarian actor. With a strong commitment for the implementation of the Hyogo Framework for Action, Sweden calls for more sustained and predictable support for the ISDR system and UN/ISDR secretariat. Humanitarian donors should also do more to mainstream DRR in development programmes. Finland does not see a greater role for ECHO, but rather that ECHO should support the coordinating role of OCHA and UN/ISDR.



Recognising that this question is mainly for Member States to answer, DG ECHO informs that it is working on establishing an overview of lessons learnt and best practices in the DIPECHO programme. This would be useful not only for EU Member States, but also for other humanitarian donors and other development actors that engage in DRR. This could also be the basis for further discussions of how community-based DRR and preparedness could be

better linked to longer-term development efforts. The training programmes that ECHO is developing could also be opened to other EC staff and EU Member States.

z. VIII. DRR and climate change Q26: necessity to increase DRR activities in the context of climate change adaptation

Do you see the necessity to increase disaster risk reduction activities in the framework of adapting to climate change?

The unanimous positive answer of all respondents shows the growing importance of climate change in the context of disaster reduction. The risk of disasters will increase with climate change, thus calling for a stronger focus on DRR to meet the challenges of adaptation. The UNFCCC adaptation programme provides important tools to assess the vulnerability and resilience of developing countries. They should be used in the context of DRR. Slovenia believes that new methods in risk assessments are needed to take account of climate change. For Sweden, because of mankind's abuse of the environment, today's 'natural disasters' are far from 'natural'. Many factors indicate that the global climate change contributes to increasing the frequency and the intensity of hazards. Sida believes that development cooperation can reduce the effects of climate change. Through efforts to reduce human pressure on ecosystems, in the form of programmes aimed at reducing environmental degradation and over-utilisation of natural resources, DRR measures can contribute to an environmentally sustainable development. France recalls that many sectors are affected, and thus many actors are involved. Ireland draws attention to the fact that DRR is important not only in the context of climate change, but also for other burning issues, such as HIV/AIDS, urbanization and the changing nature of conflict. The Netherlands, in stating that DRR and climate change adaptation are not the same subject, underlines that the humanitarian assistance perspective has to focus on population awareness. It is important to do more in communications terms, to integrate climate change issues in the DRR decision-making process. Calculating the costs of adaptation is an important issue to keep in mind too; there is not enough money in ODA budgets, and new funding will be needed.

Within its mandate, DG ECHO approaches disaster preparedness in a holistic manner, linking vulnerability to natural hazards with environmental changes, in the short and medium term. The most vulnerable segments of populations that are of DG ECHO's concern tend to become even more vulnerable due to the impact of climate change on their habitat. ECHO strives to build local resilience and improve the response capacity of national and local governments.

zz. VIII. DRR and climate change Q27: pertinent measures to address climate change in developing countries

Which DRR measures do you consider most pertinent to address the impact of climate change in developing countries?

All respondents have some form of activity to suggest or to report about. A list of responses follows:

- Construction of high-quality public facilities to cope with climate change
- Early warning measures
- Mitigation measures against floods and droughts
- Reforestation, erosion control, damming, drainage, flood management
- Adaptation of agricultural methods
- Micro-insurance schemes

- Good governance
- Research
- Awareness campaigns
- Risk assessment methodology
- Financing seminars for awareness
- All means that boost the implementation of the Hyogo Framework for Action

From a humanitarian perspective, DG ECHO's approach is to improve the resilience and local coping mechanisms of vulnerable communities, to make them better prepared and equipped to live with risk and minimise losses from disasters.

Other remarks

There were few additional remarks offered by respondents; they are worth mentioning from a general interest perspective:

- it is crucial for the EU to follow-up on international initiatives, such as the WCDR (Kobe, 2005) or the EWC III (Bonn, 2006)
- it is important to avoid the duplication of efforts, and in that sense, the EU should join efforts with other leading organizations
- the volunteer-based organizations have much to offer in terms of disaster prevention.

5. Conclusions

a. *Disaster risk reduction, humanitarian assistance, development cooperation*

Disaster risk reduction, in its all-encompassing acceptance (as per definition in paragraph 2b above, within the broad context of sustainable development) is a long-term endeavour, thus requiring long-term investments. Humanitarian assistance is, in most cases, of short-term nature. The apparent lack of compatibility between humanitarian assistance and DRR is however not an obstacle, for the vast majority of respondents, to bringing them together. Because of their front-line role in response, humanitarian actors have a particularly well-informed vantage point of the cause of disasters. Their humanitarian concerns define their interest in prevention and lead them to incorporate in future assistance measures as many elements as possible that can assist in avoiding the recurrence of similar disasters. This explains the overall positive views expressed by respondents to the proposition to integrate disaster risk reduction in humanitarian assistance.

Nonetheless, there is wide recognition that such integration is not a substitute but is complementary to disaster reduction falling within the scope of development cooperation. The definitions of prevention, mitigation and preparedness are useful in that they give a measure of interventions to be led with either humanitarian or development funding, implemented by either development or humanitarian agencies, whether multilateral or bilateral. From the questionnaires used for this review, there is a clear understanding that not only those two sides of international cooperation, humanitarian and development, need to work together, but have to coordinate their action for the long-term benefit of communities at risk.

The following lines provide a sketchy summary of the results of the survey:

- *General aspects*: DRR and preparedness are part of humanitarian assistance, to some extent. While definitions of the various components of DRR are useful, in many cases, generic understanding reflects a pragmatic approach to the issues related to reducing risk, managing vulnerability and preparing for hazard to strike.
- *Funding modalities*: there is no strong sense of having to allocate fixed percentages of resource for DRR, but a general understanding that funding for DRR activities is and can be part of humanitarian assistance, additional to funding from development cooperation. Funding for DRR is often channelled through international organizations with a specific mandate or valued expertise or coverage of a particular area. Many respondents are supportive of the UN International Strategy for Disaster Reduction; few can engage in multi-annual commitments.
- *Funding strategy and decision-making*: a sectoral approach *per se* doesn't appear to be of great significance; rather, respondents are keen to ensure that needs are properly identified, information accurately collected, challenges soberly assessed to allow decisions to be made on the basis of knowledge of the local situation.
- *Regional distribution*: in the same vein, the important factors relate to needs as identified in the Field.
- *Technical capacities*: the great diversity in availability of institutional and staffing resources is perhaps a demonstration of the various stages of advancement, within the EU Member States, of DRR as an issue on the domestic and external relations priority

list. The call by some for more National Platforms, or indeed for a European Platform, demonstrates the need for greater interface between countries.

- *Mainstreaming*: for most respondents, DRR appears to cover an all-encompassing set of issues, suggesting an unrestrictive and inclusive approach to DRR in all aspects of external aid.
- *Disaster risk reduction at European level*: respondents showed an overall sense of satisfaction with the work undertaken by the Commission, with a call though for more coordination within the Commission (DG ECHO and DG DEV in particular), more exchange of information and of experience with Member States, and more cooperation with external actors (international organizations and NGOs). There is also a strong suggestion for DG ECHO to do more in terms of advocacy on the international scene, in exerting greater influence in international fora.

b. Emerging issue in DRR: climate change

It is evident from all respondents that climate change has now moved high on the list of priorities of EU Member States, in the context of disaster risk reduction. Recent events and broad media coverage in Europe of all matters related to global warming certainly play a role, and will continue to do so, in increasing the attention of governments and international organizations to such issues. The focus on climate change in the context of disaster reduction is a fairly recent phenomenon; clearly both areas can benefit from this dual and joint interest, in terms of increased humanitarian aid and development cooperation. The question raised by some respondents about the availability of fresh funding for expanded activities in this combined area will evidently have to be addressed, if one does not want to see a reduction in more classic interventions.

5. The broad picture : disaster risk reduction in a global perspective

Since the adoption of the Hyogo Framework for Action, disaster risk reduction is reaching to the higher levels of international priorities; indeed, there is a significant strengthening of political will worldwide to address matters related to disaster prevention and reduction, risk and vulnerability awareness, early warning and disaster preparedness. All actors - governments, international organizations, non-governmental organizations, specialized institutions, academic bodies, experts – now recognize the importance of setting up mechanisms that can allow communities at risk to prepare for the occurrence of hazards, know the risks they face, understand all aspects of their vulnerability, and cope with potential disasters.

The international community is coming together in recognizing the main issues and agreeing to address them in a more systematic manner: a strategy has been developed since the Kobe conference that is being framed in a strengthened ISDR system rooted in a Global Platform for Disaster Risk Reduction. The platform, which will be formally launched in June 2007, will become the main consultative forum on disaster risk reduction at the global level. It will bring together a wide range of actors in the various sectors of humanitarian and development work, and in the environmental and scientific fields related to disaster risk reduction.

The Platform will serve as a global advocacy forum, will review and assess trends and progress in disaster risk reduction, promote coherent international action in disaster risk reduction at all levels, and promote and facilitate knowledge-sharing among practitioners and experts. It will help to expand the political space dedicated by governments to disaster risk

reduction, in all sectors, and contribute to the achievement of the Millennium Development Goals particularly in respect of poverty reduction and environmental sustainability. The Platform, as a global forum, will advocate for effective and timely action by nations, communities and all stakeholders and partners to mitigate risk, manage vulnerabilities and reduce disaster.

The Global Platform is a significant, substantive and visible opportunity for the EU Member States and the Commission to interact with the international community on all matters related to DRR, and to exert the EU's influence in this area, as suggested by respondents to the questionnaire in this survey. The Platform is a place for the EU to engage further in cooperation with other governments and regional groups, international organizations and NGOs, to contribute to mitigating risk, managing vulnerabilities and reducing disaster.

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List of Abbreviations

ACP	African, Caribbean, and Pacific States
AFD	Agence française de développement
AIDCO	EuropeAid Cooperation Office
BMZ	Ministry for Development Cooperation
CAP	Consolidated Appeals Process
CCS	Civil Contingencies Secretariat
CODEV	working group on Development Cooperation
DFID	Department for International Development
DG ECHO	Directorate-General for Humanitarian Aid
DG DEV	Directorate-General for Development
DG RELEX	DG External Relation
DIPECHO	Disaster Preparedness ECHO
DKKV	Deutsches Komitee Katastrophenvorsorge e.V.
DRI	Disaster Risk Index
DRR	disaster risk reduction
EC	European Commission
ECHO	European Community Humanitarian aid Office
EWC III	Third Early Warning Conference
FFO	Federal Foreign Office
GFDRR	Global Facility for Disaster Reduction and Recovery
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HAC	Humanitarian Aid Committee
HQ	Headquarters of DG ECHO
HUMSEKO	Inter-ministerial humanitarian coordination in Hungary
IFRC	International Federation of Red Cross
ISDR	International Strategy for Disaster Reduction
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OECD/DAC	OECD/Development Co-operation
PAHO	Pan American Health Organization
Sida	Swedish International Development Cooperation Agency
SRSA	Swedish Rescue Service Agency
UNCCD	United Nations Convention to Combat Desertification
UNDAC	United Nations Disaster Assessment and Coordination
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNOSAT	United Nations Operational Satellite Application Technique
WCDR	World Conference on Disaster Reduction
WMO	World Meteorological Organization
QSG	Quality Support Group