



# 2009-2010 Progress Report for the Disaster Risk Reduction Policy

Disaster Risk Reduction Unit, AusAID

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## Preface

In June 2009 the Australian Government launched *Investing in a Safer Future: a Disaster Risk Reduction policy for the Australian aid program* ('the Policy'). One year on, it is timely to reflect on key achievements in disaster risk reduction.

This report provides a review of the progress towards the high level outcomes of the Policy, which contribute to the Policy's goal of 'reduced vulnerability and enhanced resilience of countries and communities to disasters'. It examines the effectiveness of disaster risk reduction (DRR) interventions towards this goal, based on the Policy's Performance Assessment Framework (PAF). It builds on the findings of the AusAID Review of DRR Investments (January 2010), which provided a baseline assessment of AusAID's support for DRR and reviewed a sample of DRR interventions at the activity level.

The report is divided into four sections, reflecting the four outcomes of the Policy: disaster risk reduction is integrated across key areas of the aid program; partner countries are supported in their efforts to reduce disaster risks through targeted disaster risk reduction programs; advocacy and leadership efforts are supported; and disaster risk reduction and climate change adaptation policies and programs are coordinated and coherent. After reviewing progress against each outcome of the Policy, AusAID's response to identified challenges is outlined.

This report was prepared by the Disaster Risk Reduction Unit (DRR Unit AusAID Canberra) with input from AusAID Posts, Australian NGOs, Whole-of-Government partners involved in the implementation of the Policy, UNOCHA Pacific and the Secretariat of the UN International Strategy for Disaster Reduction (see Annex 1). The findings of this report will provide guidance for future planning and investment decisions for disaster risk reduction in the Australian aid program.

Assessing the progress of the Policy will be an ongoing task. The DRR Unit in AusAID will conduct further reviews to assess future progress of policy implementation.

### Box 1: Investing in a Safer Future: a Disaster Risk Reduction policy for the Australian aid program

#### GOAL

reduced vulnerability and enhanced resilience of countries and communities to disasters

#### OUTCOMES

1. Disaster risk reduction is integrated into the Australian aid program	2. The capacity of partner countries to reduce disaster risks is strengthened in line with the Hyogo Framework for Action	3. Leadership and advocacy on disaster risk reduction are supported and enhanced	4. Policies and programming for disaster risk reduction and climate change adaptation are coherent and coordinated
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## Acronyms

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AusAID	Australian Agency for International Development
ADPC	Asian Disaster Preparedness Center
AIFDR	Australia-Indonesia Facility for Disaster Reduction
APEC	Asia-Pacific Economic Cooperation
ASEAN	Association of Southeast Asian Nations
BNPB	The National Disaster Management Agency (Indonesia)
BOM	Bureau of Meteorology
CSIRO	Commonwealth Scientific and Industrial Research Organisation
DCCEE	Department of Climate Change and Energy Efficiency
DRR	Disaster Risk Reduction
GA	Geoscience Australia
GFDRR	Global Facility for Disaster Reduction and Recovery
HFA	Hyogo Framework for Action
MDGs	Millennium Development Goals
PAF	Performance Assessment Framework
SOPAC	Pacific Islands Applied Geoscience Commission
UNDP	United Nations Development Programme
UNISDR	United Nations International Strategy for Disaster Reduction
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
WoG	Whole-of-Government



## Executive Summary

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Overall progress since the launch of the disaster risk reduction policy is encouraging. With existing disaster risk reduction (DRR) programs in over 30 countries, the Policy provides a solid policy framework to support investment in new and existing DRR activities, and a strong rationale for the integration of DRR across the aid program. The provision of policy guidance and the implementation of training and tools to support integration have been outlined as key achievements since the release of the Policy. There have also been challenges. Further work is required to gain support from AusAID staff at all levels for integration efforts, particularly as there are a large number of other cross-cutting issues that bilateral programs are required to consider in programming.

There is evidence to suggest that the Policy's outcomes are a good guide for future engagement in the sector. However, the ability to convert progress so far into longer term results will depend in part upon the development of a longer term implementation plan, which links activities for future years with the high level policy outcomes. This needs to include steps on how to continue integration efforts beyond pilot countries and integration into Whole-of-Government (WoG) programs. The analysis in this report suggests this will also rely upon further investment in the sector.


### Major results

AusAID is widely recognised as a leading donor in DRR because it has a strong framework, strong support and engagement with regional and multilateral institutions, and growing bilateral engagement in DRR. AusAID was only the third donor to have a DRR policy and since its launch, Australia's reputation as a leader in DRR has been bolstered through:

- Integration of DRR into the Australian aid program: the DRR Unit trained and worked closely with program areas to integrate DRR into key sectors of the Indonesia and Philippines country programs; joint training on DRR, climate change and environment was developed and delivered to Posts and incorporated into O-Based, New Starters and Graduate training programs; and disaster risk reduction, environment and climate change were integrated into AusAID's operational and business systems (eg. design guidelines, quality rating systems).
- Australia Indonesia Facility for Disaster Reduction (AIFDR): the AIFDR, announced in 2008 represents a \$67 million commitment over 5 years for DRR in Indonesia and the region, and is managed by AusAID in a unique partnership with BNPB (The National Coordinating Agency for Disaster Management-Indonesia).
- Policy and advocacy: AusAID has increased support and engagement with the UN International Strategy for Disaster Reduction and the Global Facility for Disaster Reduction and Recovery, expanding AusAID's leadership and advocacy on this issue.
- Increased investment and coverage in DRR programs: the last year has seen a steady increase of funding committed to DRR programs with expanded geographic focus to Africa, South Asia and the Caribbean, increased support for NGOs and deepened engagement with WoG partners. There has been significant investment in preparedness activities mainly through community-based disaster risk management programs. AusAID has a large portfolio of DRR activities in Indonesia, the Philippines and Vietnam.
- Visibility in post-disaster activities: disaster risk reduction principles and approaches (i.e. 'Build Back Better') have become more prominent in AusAID recovery and reconstruction support following disasters in the Philippines (Manila), Indonesia (Padang) and Haiti (Port-au-Prince).

### Major challenges

While the agency has made some initial progress towards policy outcomes, there remain a number of challenges:

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- **Resources for expansion:** when the policy was launched it was not accompanied by an announcement of new funding for DRR. To expand the reach of the Policy to additional country/ regional programs greater human and financial resources will be required.
  - **Systems and skills for integration:** developing new systems and building staff capacities to support integration has been a challenge. This is partly associated with a lack of international guidance for donors on integration and lack of institutional guidance on how integration is best achieved.
  - **Interpretation of DRR:** while one of the Policy's main achievements has been to lift the profile of disaster risk reduction in the aid program, understanding of and commitment to disaster risk reduction across AusAID and Australian Government partners is variable, resulting in uneven integration of DRR into existing programs – including in priority sectors.
  - **Measurement challenges:** While DRR is beginning to be included in AusAID business processes and corporate systems, measuring the achievements of a disaster risk reduction activity is a difficult task: success is measured in terms of the non-occurrence of a disaster or particular levels or types of losses as a result of a hazard event. Developing appropriate indicators for integration in AusAID reporting systems (e.g. AidWorks) needs to be pursued.

## Expenditure on Disaster Risk Reduction

Total expenditure on disaster risk reduction across the aid program has increased since the launch of the Policy. Total expenditure in 2008-2009 was just over \$40 million. In 2009-2010 this figure rose to over \$59 million.<sup>1</sup> Consolidated data on DRR expenditure was not collected before 2008; however, anecdotal evidence also suggests that current expenditure represents an increase from earlier years. While there was a rise in program expenditure on DRR investments across the aid program, this is partly accounted for by the launch of the Australia Indonesia Facility for Disaster Reduction, with attached funding of \$67 million over 2008-2013. It also reflects an increase in AusAID's overall budget, and an expansion in the geographic scope of the aid program into Caribbean and Africa (See [Table 1](#) for a breakdown of Regional Expenditure).

The increase in expenditure only represents targeted DRR programs. Reporting on expenditure mainly covers what is referred to as 'targeted disaster risk reduction' activities; those that have an overt focus on preventing and preparing for disasters. Much attention since the Policy launch has focused on mainstreaming efforts and thus will not be typically accounted for in expenditure figures for DRR. While investment in targeted disaster risk reduction continues to rise, this report demonstrates that shifts in the amount of 'integrated disaster risk reduction' is a change to the way that AusAID is working to reduce the risk of disasters.

## Assessment of Performance against Strategy Outcomes and Principles

This report assesses the performance of the disaster risk reduction program using information provided by Posts, international partners (UNISDR, UNOCHA PAC), Australian NGOs, and key Australian Government partners. Input was provided via a questionnaire that asked key performance questions across the policy outcomes. These responses complemented information gathered by the DRR Unit.

An Implementation Plan was developed for the first year of the policy. The activities carried out under the Implementation Plan form a basis for which to judge progress in the first year. A key challenge in assessing impact of the Policy has been identifying the link between the achievements of short term activities in the first year and measuring their contribution to the

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<sup>1</sup> This is the best figure available, based on expenditure reporting collected from AusAID program areas.



high level goals of the Policy. Consequently, next year the DRR Unit will develop a more robust M&E system to improve reporting on outcomes and impacts.

**Table 1: Estimated AusAID expenditure by region on disaster risk reduction in 2009–10**

Program	FY 2009-2010 Expenditure
	\$m
Global and Multi-Region	8,760,703
Pacific	5,736,597
Asia	41,763,629
Africa	1,637,976
Caribbean	1,000,000
Middle East	198,840
<b>Total</b>	<b>59,097,745</b>

Note: Includes expenditure on targeted disaster risk reduction activities. It does not include expenditure on integrated disaster risk reduction. This is based on best figures available as provided by program managers across AusAID.

## Management Response

The DRR policy is a Whole-of-Government policy governing the way AusAID, Australian Government partners and other implementing partners can meet DRR objectives through the aid program. Successful implementation requires institutional change, management support and program manager commitment. The DRR Unit will be responsible for driving these efforts and it will require support and strong engagement from Posts and other stakeholders. To meet the challenges identified in Year 1, AusAID will:

### Build staff capacity for DRR

One of the key roles of the DRR Unit is to lead AusAID efforts in integration across the aid program and to provide advice to program managers on targeted DRR investments. Together with the Environment and Climate Change Adviser, the DRR Unit will establish a capacity building strategy that will outline training objectives and capacities of staff to be developed over the coming years. As part of this we will consider setting up a training expert panel for environment, climate change, and DRR; develop an e-learning module; and conduct training programs for posts and focal points across the agency. This will provide increased opportunities for staff to draw on international experience to inform programs.

### Link with broader agency reforms

The DRR Unit will need to ensure that AusAID's engagement in the sector is aligned with broader reforms taking place across the agency, including the implementation of the Operational Policy & Management Framework. At a practical level, this work will continue and involve advice to programs on country strategy architecture and program development.

### Develop a more robust performance management framework

Reporting on the Policy for future years will be supported by the development of a more robust Performance Assessment Framework for the Policy including through M&E. This will include developing indicators for measuring integration and a system that links the short term gains (as reflected through the implementation plan) with the longer term objectives of the Policy, and the next Progress Report of DRR.





### Continue to take a leadership role in International fora for DRR

Over the coming year, AusAID will seek further opportunities to shape and guide international thinking and policy for DRR. AusAID will become the Co-Chair of the GFDRR which will provide an opportunity for leadership at the international level.


### Increase resources for disaster risk reduction


Funding opportunities for disaster risk reduction through ongoing humanitarian base allocations as well as climate change and environment financing will be explored.


**Table 2: Ratings of the program's progress in 2009 towards the objectives Disaster Risk Reduction Policy**

Core Outcomes	Rating for 2009-2010	Justification for Rating
1. Disaster Risk reduction is integrated into the Australian aid program.		There has been an encouraging start to the integration of DRR into the agency's development and humanitarian programs. Early evidence suggests that success for integration relies upon the roll-out of tools, training of staff and high level organisational and political commitment.
2. The capacity of partner countries to reduce disasters risks is strengthened in line with the Hyogo Framework for Action.		Australia has built on existing support to partner countries and communities to strengthen their resilience to disasters. The Policy provided a solid framework for these activities to build on, has encouraged increased Whole-of-Government engagement in the sector, and provided a clear framework for action. A challenge has been the absence of new funding for disaster risk reduction activities.
3. Leadership and advocacy on disaster risk reduction are supported and enhanced.		Australia has built on its reputation as a leading donor in this sector in a number of partner countries and in multilateral fora. More can be done to ensure a growing number of AusAID staff are effective leaders and advocates for DRR and to support DRR 'champions' in partner countries.
4. Policies and programming for disaster risk reduction and climate change adaptation are coherent and coordinated.		There has been some early progress in coordinating DRR and climate change in AusAID policies; however, ensuring this progress extends to joint approaches to programming remains a challenge.

Note:

 Progress against this objective has been good.

 Progress against this objective has been satisfactory.

 Progress against this objective has been unsatisfactory.



## Outcome 1: Disaster Risk reduction is integrated into the Australian aid program

■ *Progress against the objective has been good.* There has been an encouraging start to the integration of DRR into the agency's development and humanitarian programs. Early evidence suggests that success for integration relies upon the roll-out of tools, training of staff and high level organisational and political commitment.

### 1. Achievements and progress

The first key outcome of the Policy is the integration of DRR across AusAID's humanitarian and development programs. Successful integration in AusAID requires changes to systems and procedures, leadership approaches, resource allocation and the culture of the agency – to recognise the value of DRR to achieving sustainable development outcomes and make it easier for staff to include it in their work. The DRR policy represented a significant shift in the aid program's approach to disasters with DRR now considered an important issue in humanitarian and development programming by a growing number of programs. Progress on integration has been achieved through:

- Piloting DRR integration in the Philippines and Indonesian bilateral programs. Support has been provided by the DRR Unit to these programs to assist this work. Two-day training packages on integration were developed and delivered to staff in Manila and Jakarta. Building on the training provided to staff, Integration Action Plans were discussed and agreed with program areas. The Action Plans outline practical steps that can be taken in each program over a 6 – 12 month period to effectively integrate DRR.
- Development of training and tools on integration for AusAID staff. Training has been delivered in Canberra, Laos, Indonesia, Philippines, Samoa and the Solomon Islands. Joint training on DRR, climate change and environment is also now incorporated into Pre-Posting, O-Based, New Starters and Graduate training programs.
- Support to partner government efforts for integration, including through the following programs: Integrating environmental management and community based disaster risk reduction (Vietnam); DRR integration into recovery programming (Indonesia); and Integrating DRR into rural development programming (Cambodia).
- Encouraging integration into AusAID's business processes. The DRR unit is working with program enabling areas in AusAID to ensure that DRR is considered in AusAID systems such as Quality Processes, and Strategy Development and Program Management.
- Promoting DRR at the country and regional strategy level across AusAID. The Policy has helped make the case for the inclusion of disaster risk as a development challenge in Country Strategies. Stand out Strategies where DRR is acknowledged as a program objective or priority; include PNG, Indonesia, Vietnam and Laos. Several country programs have or are developing specific DRM strategies which more comprehensively address DRR, namely the Philippines and Indonesia.
- Leveraging opportunities provided by disaster relief and recovery. Risk reduction principles have been considered in a number of Australia's disaster relief and recovery programs, including efforts for the Padang Earthquake of September 2009, Manila Floods of September 2009, the Haiti Earthquake of January 2010, and Pakistan Floods from July-September 2010. The design of the Australian reconstruction and rehabilitation package for the Philippines post-Typhoon Ketsana fully integrates DRR considerations.
- Inclusion of DRR into humanitarian funding partnerships with Australian NGOs. New funds are also being made available for DRR as part of AusAID NGO Humanitarian partnerships.
- Incorporation of DRR into humanitarian training conducted by the Humanitarian Emergency Response Section. The principle of 'build back better' is widely recognised across WoG and NGO partners as being best practice in humanitarian relief and recovery.





## 2. Issues and challenges

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Significant effort is required to make the case for DRR integration, particularly in an environment that is crowded with cross-cutting issues for consideration by program managers. Most donor agencies have had mixed success in mainstreaming issues such as gender, HIV, disability and anti-corruption. In a situation where a program manager can potentially integrate 10-20 thematic issues, ranging from gender to environmental issues, it is important to identify the correct entry points for integration and to continue to demonstrate the value of integrating DRR. With a new policy agenda firmly in place, there have also been some challenges:


- Staff capacity: integrating DRR requires a new set of technical capacities for AusAID staff. While over the past year the DRR Unit has made the case for DRR integration across the agency, increased efforts are needed to raise awareness that DRR is more than a humanitarian issue – that it is also a development challenge. Building capacity of staff will also be achieved through establishment of environment focal points within programs, engagement with existing program Humanitarian Contact Points and strengthening agency systems. A majority of staff are still unaware of what integration means in practice. Tools for integration need to be made available to staff to assist them to change the way they plan, design, implement and review their programs.
- DRR in humanitarian programs: while DRR is often recognised as best practice in disaster recovery and reconstruction, integration into humanitarian assistance. Placing the DRR unit in the Humanitarian Branch has usefully grown DRR awareness through this lens. However, it has also in some cases caused confusion for staff since the distinction between a humanitarian response and disaster risk reduction activity can be hard to define. As well, DRR is broader than humanitarian activities, encompassing climate change and environment dimensions. At an appropriate opportunity, it would be beneficial to look again at the best location for the DRR unit.
- NGO Proposal Criteria: NGOs reported that the AusAID funding rounds do not include mention of the need to comply with relevant AusAID policies, including the DRR policy. While most refer to the environment management guidelines, the DRR component of this is often not explicit.
- Links with other thematic areas: policy and institutional links between DRR and other thematic areas have yet to be developed. In the longer term, interactions between the DRR and other thematic areas will be required. Specifically, it will be important to create strong links between DRR, Disability and Gender (women and the disabled are more vulnerable to disasters, but are also effective champions for DRR) and DRR and food security (protecting livelihoods from hazards and stockpiling food and seeds is important for survival and early recovery, as is having alternative livelihood sources or cash for work programs, or voucher systems).

## 3. Management Response/ Objectives for FY 2010 - 11

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The DRR Unit will work with Posts, WoG partners and other stakeholders to:

- connect with the environment training to be rolled out across the agency – the Executive recently endorsed mandatory training on environment for AusAID staff.
- develop a more robust framework for measuring progress against policy outcomes. This will include short and medium term goals. M&E expertise will be engaged to build on the Policy PAF. This will also include a strategy for developing indicators and better compiling data/ tools to measure integration, as systems to capture indirect investment are not currently available.
- explore further opportunities for including DRR in specific thematic/program funding rounds, and ensure DRR is known and understood as one of the relevant AusAID policies which implementers need to comply with.
- undertake a review to inform next steps on the Indonesia and Philippines pilots and expansion into other country programs.

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- produce guidance and case studies on best practice in integrating DRR into the aid program. This will be used for training and provided to program managers.



## Outcome 2: The capacity of partner countries to reduce disasters risks is strengthened in line with the Hyogo Framework for Action

■ *Progress against the objective has been good.* Australia has built on existing support to partner countries and communities to strengthen their resilience to disasters. The Policy provided a solid framework for these activities to build on, has encouraged increased Whole-of-Government engagement in the sector, and provided a clear framework for action. A challenge has been the absence of new funding for disaster risk reduction activities.

### 1. Achievements and progress

AusAID Posts have primary responsibility for management of targeted DRR programs, which contributes to the achievement of this outcome. Posts reported that the Policy has aided their efforts to advocate and negotiate effectively for DRR. Since the launch of the Policy, the relationship with key Whole-of-Government implementing partners has been strengthened. While there were many activities being implemented before the launch of the Policy, the Policy has provided a framework for the progress and expansion of AusAID's engagement in the sector.

Key results for this outcome include:

- Steady increase in funding for DRR. AusAID investment in DRR for 2009-2010 is estimated to be \$59.1 million. This expenditure estimate almost entirely represents direct investments in DRR. This (approx. 1.5% of total expenditure) exceeds the international target set by UNISDR, that 1 per cent of the total development expenditure is devoted to DRR.
- Increased support for partner governments in building their resilience to disasters. For example, AusAID has built partner government's technical and scientific capacity (eg. technical capacity building in PNG, the Philippines, Indonesia with Geoscience Australia and the Bureau of Meteorology; technical support to the East Timor National Disaster Management Office through the International Organization for Migration in East Timor).
- Australian Government partner technical capacity and ability to work within AusAID frameworks in-country have strengthened partner government capacities in hazard mapping (eg. the READY program in the Philippines; Geoscience Australia's Twinning program with the Rabaul Vulcanological Observatory); risk mapping, volcanic ash modelling and post-disaster recovery and reconstruction (AIFDR in Indonesia).
- Establishment of the Australia Indonesia Facility for Disaster Reduction (AIFDR). With substantial staff and financial support (\$67 million commitment over 5 years), the Facility was particularly active following the Padang earthquake providing support to the Post Disaster Needs Assessment and running a DRR awareness campaign. The AIFDR has now cemented a unique partnership with BNPB (National Disaster Management Agency).
- Strengthened global, regional and national partnerships and cooperation for DRR through increased engagement with key multilateral stakeholders, in particular international organisations such as the Global Facility for Disaster Reduction and Recovery (GFDRR), ISDR, and regional organisations such as ADPC and SOPAC.
- Increasing communities' resilience to disasters through support to the Red Cross, NGOs and civil society. A number of Posts reported achievement of positive outcomes in community-based disaster risk management activities (eg. Vietnam, Laos, Philippines, Indonesia, East Timor, Pacific Regional)

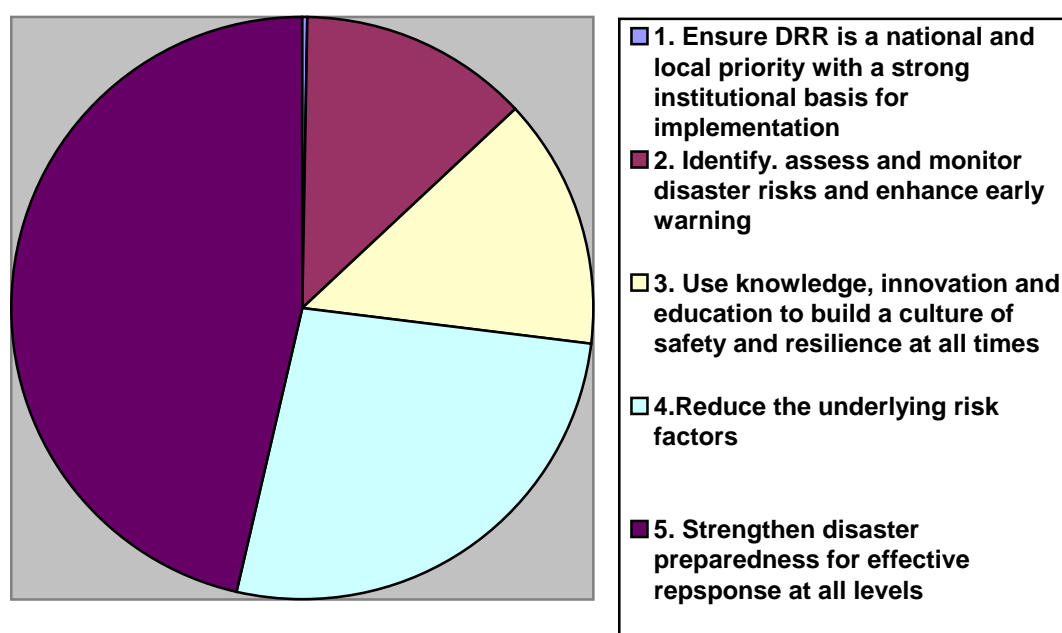
## 2. Issues and challenges

AusAID's DRR portfolio includes a good spread of activities, with investments at international, regional, national, sub-national and community levels. The majority of DRR investments are in Asia; however, the DRR program is expanding into other regions. In financial year 2008-2009 65% of DRR spending was in Asia, 11% in the Pacific, and 10% in Africa. For financial year 2009-2010, 73% of DRR spending has been in Asia, 9% in the Pacific, 15% on global and multi-regional programs, with the remaining 3% spread across Africa, Latin America and the Caribbean.

With increased resources and an expansion in the geographic spread of targeted DRR initiatives there have been a number of challenges:

- **Dedicated DRR Fund:** funding for DRR typically comes from the humanitarian budget measure and bilateral program funds. Not having a global earmarked fund or budget measure for targeted DRR has limited capacity to engage with programs, and NGO and WoG partners.
- **Expenditure on DRR:** the majority of AusAID funding for targeted DRR is for preparedness activities, particularly in the Pacific. The spread of funding across the five priority areas of the Hyogo Framework for Action (HFA) (see Annex 2) is more evenly spread in Asia than the Pacific and South Asia, with support also to prevention and mitigation related activities like community awareness campaigns, risk mapping and environmental management. Figure 1 shows expenditure on DRR across HFA priority areas.
- **Regional investment:** a recent review of DRR investments found that while there is a good mix between international, regional, country, sub-national and community level DRR initiatives, regional level investment could be increased to promote better information sharing and advocacy for DRR.

**Figure 1: DRR Program Expenditure across the Hyogo Framework for Action 2008-2009**



Note: The Table above captures where investments are targeted based on the Hyogo Framework for Action priority areas (See [Annex 2](#)). AusAID currently has no systems in place to track indirect investments that may also contribute towards disaster risk reduction.


Source: Review of AusAID's Disaster Risk Reduction Investments, January 2009.

### 3. Management Response/ Objectives for FY 2010 - 11

Building on the work carried out at Posts, the DRR Unit will:

- support the Humanitarian and Emergency Response Section to introduce new funding for Australian NGOs to deliver DRR programs under Humanitarian Partnership Agreements. A DRR component will also be built into the Australian Red Cross Strategic Partnership with AusAID.
- support expansion of DRR programming in Africa and the Caribbean in line with AusAID priorities, by providing advice to program managers on where to direct investments, advocating for increased DRR programming and possibly providing seed funding.
- continue to advocate for and support inclusion of DRR programs and principles in post-disaster activities.
- assume management responsibility for a proportion of humanitarian funds and provide strategic advice to program areas on programming these funds for DRR.
- support Posts to look for opportunities to fund targeted DRR programs in Hyogo Framework for Action key priority areas beyond preparedness, such as hazard mapping, community awareness and reducing underlying risk factors through mitigation activities.
- link funding for DRR with climate change and environment funding where possible and pursue options to increase the funding base allocation for the DRR Unit.





## Outcome 3: Leadership and advocacy on disaster risk reduction are supported and enhanced

■ *Progress against the objective has been satisfactory.* Australia has built on its reputation as a leading donor in this sector in a number of partner countries and in multilateral fora. More can be done to ensure a growing number of AusAID staff are effective leaders and advocates for DRR and to support DRR 'champions' in partner countries.

### 1. Achievements and progress

The launch of a disaster risk reduction policy in June 2009 built on Australia's long engagement in a number of bilateral and regional DRR initiatives and firmly established AusAID as a leading donor in this sector.

Australia has supported leadership and advocacy on DRR through:

- Support to key regional bodies including the Asian Disaster Preparedness Centre, Association of Southeast Asian Nations Committee on Disaster Management, Asia-Pacific Economic Cooperation Task Force for Emergency Preparedness, and South Pacific Applied Geoscience Commission who each play an important role promoting, coordinating and delivering disaster risk reduction initiatives.
- Active participation in high level regional fora such as Asian Ministerial Conference on Disaster Risk Reduction, Pacific Platforms for Disaster Risk Reduction and the UN International Strategy for Disaster Reduction (UNISDR) Asia Partnership.
- Active engagement with the UN International Strategy for Disaster Reduction Secretariat. With Australian support UNISDR have achieved large gains in political commitment to and recognition of DRR as a development and governance issue. Australia currently sits on the Advisory Board for the Mid Term Review of the Hyogo Framework for Action 2005-2015. The Hyogo Framework for Action is the key international framework for global action on disaster risk reduction and the Advisory Board is convened by UNISDR.
- A strong partnership with the World Bank managed Global Facility for Disaster Reduction and Recovery. The Global Facility has established itself as a key multilateral agency working to reduce disaster risk and is providing practical assistance to developing countries towards achieving the goals of the Hyogo Framework for Action. Australia's leadership on DRR has been recognised with an invitation to Co-Chair (with the World Bank) the Global Facility Consultative Group for one year from October 2010.
- Ongoing consultation with other donors and key agencies at the national level. In the Pacific, Vietnam and the Philippines, AusAID has played a donor coordination role, flowing from its prominent role in the sector.
- Assistance to technical partners (scientists, technical staff and engineers) provided by Geoscience Australia in the Philippines, Indonesia and PNG, so that they can advocate for better natural hazard risk information in support of DRR activities.

As a result of these efforts Australia is regarded as a leader in the field. In Geneva, Australia is recognised as a key donor by other donors and stakeholders. In the Philippines, Australia has been recognised as playing an important role, including recognition from UNDP that Australia is leading the disaster risk reduction - climate change integration agenda, while in East Timor, the Government recognises that Australia is the only active donor in this space.

Australian non-government organisations reported that, to varying degrees, the Australian aid program effectively promotes DRR, with general agreement that the DRR policy has positively influenced organisational perspectives on DRR. They also reported that AusAID's proactive approach to DRR has encouraged agencies to enhance their own internal strategies in this area.



## 2. Issues and challenges

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- Resources for DRR: to maintain its position as a leader on disaster risk reduction, Australia will need to move beyond just advocating for disaster risk reduction, to the provision of resources (such as funding, tools and practical assistance) that can help developing nations achieve their disaster risk reduction goals.
- Staff capacity to advocate for DRR: more work is required to build staff understanding and technical capacity in disaster risk reduction. This will enable them to confidently discuss disaster risk reduction issues with partner countries.
- Support across AusAID for DRR: strong support from the senior executive will be important to furthering Australia's agenda in this area. High level support for integration into development programs is particularly important. Executive support will help ensure priority initiatives consider DRR a matter of course.

## 3. Management Response/ Objectives for FY 2010 - 11

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In collaboration with Posts and WoG partners, the DRR Unit will:

- manage the Australian Government's role of Co-Chair of GFDRR in October 2010. This will provide Australia with international profile and capacity to influence the global disaster risk reduction agenda.
- work with AusAID's environment team to develop a training strategy that will include; intense training for 'focal points' at Posts; an e-learning module; continued delivery of 2-day training on integration; and establishment of a panel of trainers to improve sustainability of training in the long term.
- host an event for the International Day for Disaster Reduction to raise awareness of DRR across the Agency.
- provide information and targeted communication materials to AusAID senior executive on the importance of disaster risk reduction in development.
- actively support and engage with whole of government partners in advocating for DRR in non-DRM forums at the regional and international level.



## Outcome 4: Policies and programming for disaster risk reduction and climate change adaptation are coherent and coordinated

■ *Progress against the objective has been satisfactory.* There has been some progress on coordination of DRR and climate change in AusAID policies; however, ensuring greater alignment and joint approaches to programming remains a challenge.

### 1. Achievements and progress

In the first 12 months of the policy, work to achieve this outcome has focussed on coordinating the integration of DRR and climate change principles into the aid program. The informal working group established between DRR, climate change and environment has worked closely to build staff understanding of the links between these issues through development of joint tools and training. The alignment of work on integrating risk reduction and climate change principles into development programs has resulted in more efficient use of staff resources, more strategic engagement with program areas and has avoided duplication of effort.

Over the next period, more work will be needed to ensure clear communication to staff of the rationale for linking these areas. Greater attention is also needed to systematically coordinate funded programs for climate change adaptation and disaster risk reduction. This is expected to be assisted by the development of a number of bilateral strategy documents which bring together climate change and disaster risk reduction initiatives under one framework.

Coordination of DRR and climate change adaptation policies and programs has been achieved through the following:

- Establishment of an informal staff working group on DRR, climate change and environment to develop and deliver tools, training and support to staff on integration of these considerations into AusAID's development and humanitarian programs.
- Incorporation of DRR and climate change in key AusAID processes (through the working group), including AusAID's program (financial) management system AidWorks, peer review, Monitoring and Evaluation processes, and the development of country and regional strategies.
- Provision of support and advice on formally addressing disaster risk, climate change and environmental issues in the designs, strategies, plans and reviews for specific aid activities (including the Pacific Region Infrastructure Facility, Africa Food Security Initiative, Indonesia Education Sector Support Program and Metro Manila Reconstruction and Rehabilitation Program).
- Delivery of training and development of 'Action Plans' on DRR, climate change and environment in 'pilot' integration programs, ie. Indonesia and the Philippines.
- Adoption of joint approaches and development of new strategies linking climate change and DRR. For example, shared strategies for DRR and climate change are being developed for Vietnam and Bangladesh. In the Philippines, Australia is developing a new strategy to help manage natural disasters and climate change by building on the relatively modest current program. The new strategy will focus on positioning Australian aid to support expanding investment in the sector by the Philippines Government and other international donors. It will consider how disasters and climate change affect development prospects in the Philippines and how the Australian aid program can engage on these issues.
- Joint WoG policy positions on DRR and climate change. The Department of Climate Change and Energy Efficiency has worked closely with AusAID to ensure a coherent and consistent position on DRR and climate change under the United Nations Framework Convention on Climate Change. The Department has actively promoted greater collaboration with the ISDR system to reduce duplication across relevant work



programmes. Coordination between climate change and DRR programs is also included in the Record of Understanding between AusAID and the Department.

- Growing staff awareness of the role of DRR programs in achieving climate change adaptation objectives which is informing funding decisions.

## 2. Issues and challenges

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While there is general consensus that disaster risk reduction and climate change are important for the long-term success and sustainability of development outcomes, understanding how these issues affect different sectors and how to manage their impacts can be challenging. Key challenges include:

- Communicating the linkages: there is still more work to do to ensure that staff understand the close relationship between climate change adaptation and disaster risk reduction. There is a tendency to view these issues as separate sectors rather than recognising and addressing the factors that make developing countries vulnerable to both; factors such as poverty, poor governance, rapid population growth, poor land use planning and limited livelihoods options.
- Joint Programming: where climate change will lead to more extreme weather events, any program that will reduce the impact of these events will have climate change adaptation and disaster risk reduction benefits. Deciding how to 'package' this activity can be a challenge. AusAID and The Department of Climate Change and Energy Efficiency explicitly decided not to count existing DRR funding towards Australia's Fast-Start package to ensure only new climate change activities were included. It will be important to ensure that any additional disaster risk that results from climate change is eligible for funding through Fast Start funds.
- The institutional separation of climate change and DRR: As noted under Outcome 1, there have been benefits in locating the DRR Unit in the Humanitarian Branch. Nevertheless, we see DRR as broader than humanitarian activities, for example, encompassing climate change and environment dimensions. AusAID will look firstly to see if greater coordination is necessary and it may be appropriate to look again at the best location for the DRR unit. In Canberra, responsibility for these issues sits with different divisions and is supported from different budgetary sources within AusAID. This institutional separation places a limit on the degree of coordination that is possible.
- AusAID Business Processes: to fully integrate DRR, climate change and the environment into AusAID programs, it must be incorporated into the processes used by the agency to manage programs. DRR is now considered in Quality processes and AidWorks but inclusion into the range of processes and systems that will accompany the new Operational Policy and Management Framework will be a challenge over the coming period.

## 3. Management Response/ Objectives for FY 2010 - 11

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The DRR Unit will work closely alongside the Environment and Climate Change Branch in AusAID to:

- promote the AusAID publication 'Integration in Practice' to build staff understanding of how to integrate DRR, climate change and environment to achieve sustainable development outcomes.
- establish an expert panel with capacity to deliver training to staff in Canberra and at Post on DRR, environment and climate change on an ongoing basis.
- support the environment section to implement mandatory environment screening of all aid activities (including DRR considerations).
- deliver joint programming on DRR and climate change adaptation as opportunities arise.
- look firstly to see if greater coordination is necessary between parties and if it is appropriate to look again at the best location for the DRR unit.



## Annex 1 - Respondent Information





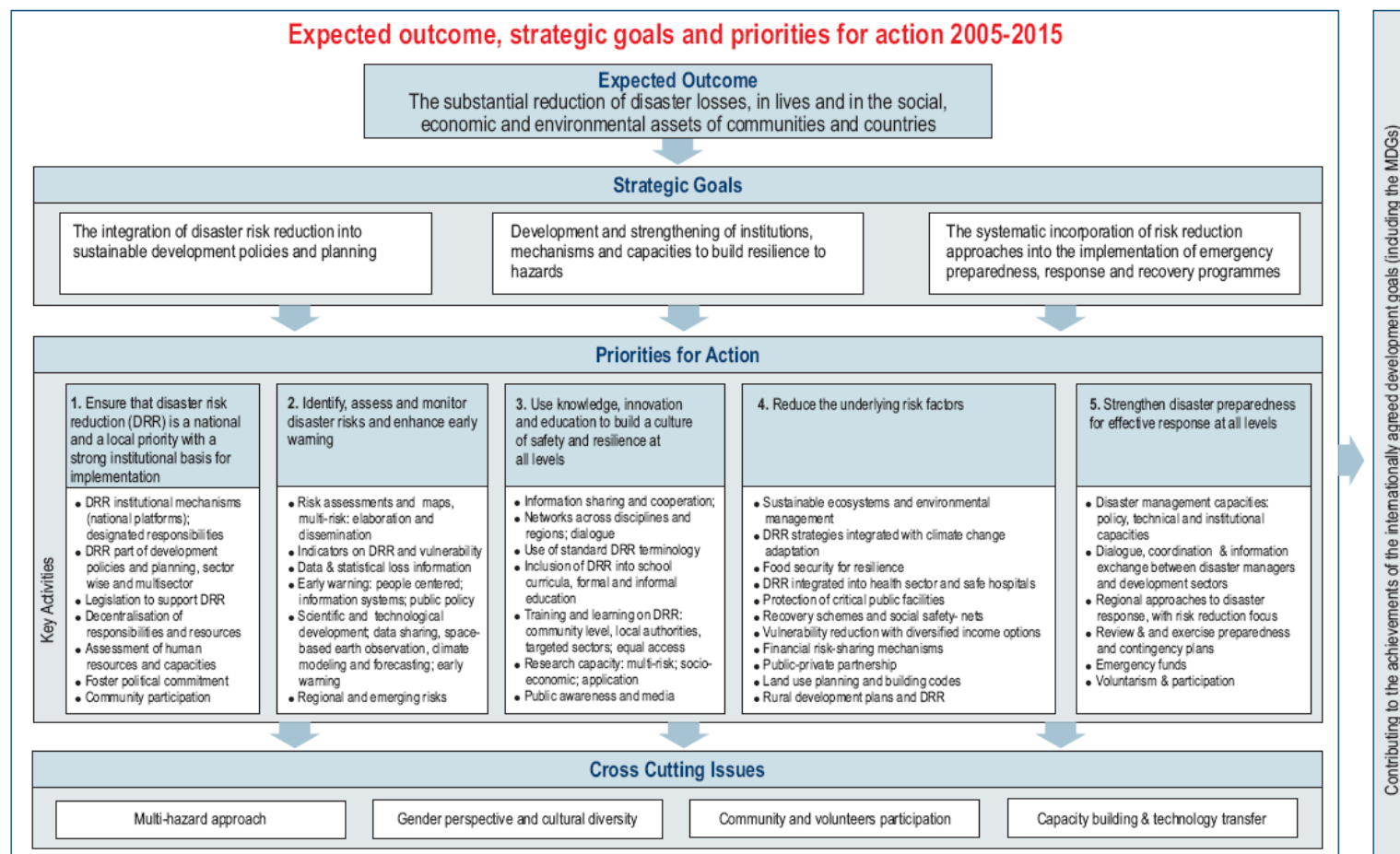
<b>AusAID</b>
Bangkok (Asia Regional)
Beijing
Dili
Geneva
Hanoi
Jakarta (Australia Indonesia Facility for Disaster Reduction)
Jakarta (Disaster Management Unit)
Manila
Port Moresby
Suva (Pacific Regional)
Vientiane
Humanitarian and Emergency Response Section, AusAID Canberra
Climate Change and Environment Branch, AusAID Canberra
Disaster Risk Reduction Unit, Humanitarian Policy Section, AusAID Canberra
<b>Whole-of-Government</b>
Department of Climate Change and Energy Efficiency (DCCEE)
Geoscience Australia (GA)
Commonwealth Scientific and Industrial Research Organisation (CSIRO)
Bureau of Meteorology
Attorney-General's Department
<b>Regional Organisations</b>
UNISDR Asia Pacific
UNOCHA Pacific
<b>Australian NGOs</b>
Australian Council for International Development (ACFID)
Act for Peace - NCCA
CARE Australia
Caritas
ChildFund Australia
Oxfam Australia
World Vision Australia



## Annex 2 – Hyogo Framework for Action



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



DRR= disaster risk reduction

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