# HFA

*2005 has been a year of disasters. The loss of life and livelihoods could have been greatly reduced: "If we had good early warning systems, fewer people would have died in the Indian Ocean tsunami. If we had earthquake safe schools, hospitals, and housing in Northern Pakistan, tens of thousands would not have lost their lives. If we had better levies in New Orleans, those who lived in the lower lying parts of the city would not have had to see their lives devastated."*

*Jan Egeland, Under-Secretary-General for Humanitarian Affairs*

**International Strategy**
**ISDR**
**for Disaster Reduction**

http://www.unisdr.org/hfa

# Hyogo Framework for Action 2005 - 2015

Building the Resilience of Nations and Communities to Disaster: An Introduction to the Hyogo Framework for Action

Every year, more than 200 million people are affected by droughts, floods, cyclones, earthquakes, wildlandfires, and other hazards. Increased population densities, environmental degradation, and global warming adding to poverty make the impacts of natural hazards worse.

The past few years have reminded us that natural hazards can affect anyone, anywhere. From the Indian Ocean tsunami to the South Asia earthquake, from the devastation caused by hurricanes and cyclones in the United States, the Caribbean and the Pacific, to heavy flooding across Europe and Asia, hundreds of thousands of people have lost their lives, and millions their livelihoods, to disasters caused by natural hazards.

While many know the human misery and crippling economic losses resulting from disasters, what few realize is that this devastation can be prevented through disaster risk reduction initiatives.

Governments around the world have committed to take action to reduce disaster risk, and have adopted a guideline to reduce vulnerabilities to natural hazards, called the Hyogo Framework for Action (Hyogo Framework). The Hyogo Framework assists the efforts of nations and communities to become more resilient to, and cope better with the hazards that threaten their development gains.

Collaboration is at the heart of the Hyogo Framework: disasters can affect everyone, and are therefore everybody's business. Disaster risk reduction should be part of every-day decision-making: from how people educate their children to how they plan their cities. Each decision can make us either more vulnerable, or more resilient.
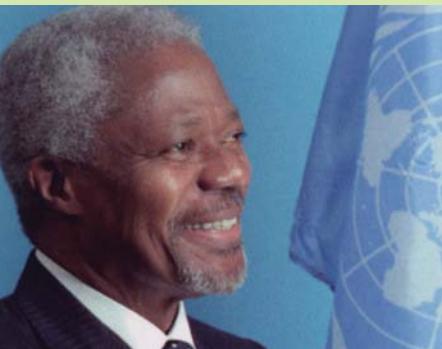
## What is the Hyogo Framework for Action?

In January 2005, 168 Governments adopted a 10-year plan to make the world safer from natural hazards at the World Conference on Disaster Reduction, held in Kobe, Hyogo, Japan. The Hyogo Framework is a global blueprint for disaster risk reduction efforts during the next decade. Its goal is to substantially reduce disaster losses by 2015 - in lives, and in the social, economic, and environmental assets of communities and countries.

The Hyogo Framework offers guiding principles, priorities for action, and practical means for achieving disaster resilience for vulnerable communities.

*"We cannot stop natural calamities, but we can and must better equip individuals and communities to withstand them."*
*UN Secretary General Kofi Annan*



*" The Hyogo Framework for Action provides concrete guidelines for reducing the effects of disaster over the next decade: such as how to protect schools and hospitals, and put in place early warning systems. If implemented, these measures will reduce the economic and social impacts of disasters, including the number of people killed and affected every year by natural hazards. That is why it is important that governments implement these measures, and do so quickly."*
*President Bill Clinton, United Nations*
*Special Envoy for Tsunami Recovery*

# Priorities for Action

are outlined in the Hyogo Framework for Action to guide states, organizations, and other actors at all levels in designing their approach to disaster risk reduction:

## 1 Make Disaster Risk Reduction a Priority

**Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.**

Strong national and local commitment is required to save lives and livelihoods threatened by natural hazards. Natural hazards must be taken into account in public and private sector decision-making in the same way that environmental and social impact assessments are currently required. Countries must therefore develop or modify policies, laws, and organizational arrangements, as well as plans, programmes, and projects, to integrate disaster risk reduction. They must also allocate sufficient resources to support and maintain them. This includes:

- Creating effective, multi-sector national platforms to provide policy guidance and to coordinate activities;
- Integrating disaster risk reduction into development policies and planning, such as Poverty Reduction Strategies; and,
- Ensuring community participation, so that local needs are met.



Photo: IFRC

### Collaboration is Key

Madagascar's National Platform for Disaster Reduction includes: Government departments, such as Education, Water, Transport and Communication, Agriculture and Livestock, Land, and the Office of the Prime Minister; NGOs; the media; the donor community; and the UN. It carries out disaster reduction training, and has enhanced disaster preparedness by constructing cyclone refuges. It is also finalizing Madagascar's Early Warning System and updating the country's Poverty Reduction Strategy Paper (PRSP) to link disaster risk reduction with poverty reduction.

*"Everyone has a responsibility for disaster risk reduction. Strong partnerships between government agencies, the private sector, civil society organizations are essential to truly develop a culture of risk reduction, and to integrate disaster risk reduction into policies and planning."*
Mr. Jacky R. Randimbiarison, National Platform Coordinator

## Strategic Goals

| The integration of disaster risk reduction into sustainable development policies and planning | Development and strengthening of institutions, mechanisms and capacities to build resilience to hazards | The systematic incorporation of risk reduction approaches into the implementation of emergency preparedness, response and recovery programmes |

## 2 Know the Risks and Take Action

**Identify, assess, and monitor disaster risks - and enhance early warning.**

To reduce their vulnerability to natural hazards, countries and communities must know the risks that they face, and take actions based on that knowledge. Understanding risk requires investment in scientific, technical, and institutional capabilities to observe, record, research, analyse, forecast, model and map natural hazards. Tools need to be developed and disseminated: statistical information about disaster events, risk maps, disaster vulnerability and risk indicators are essential.

Most importantly, countries need to use this knowledge to develop effective early warning systems, appropriately adapted to the unique circumstances of the people at risk. Early warning is widely accepted as a crucial component of disaster risk reduction. When effective early warning systems provide information about a hazard to a vulnerable population, and plans are in place to take action, thousands of lives can be saved.



Photo: La Habana, Cuba

### Early Warning Saves Lives

Advance warnings mean the difference between life and death. Cuba is one of the best-prepared countries in the Caribbean for the hurricane season.

72 hours before a storm makes landfall, the national media issues alerts, and civil protection committees check evacuation plans. 48 hours before expected landfall, authorities target warnings for high-risk areas. Twelve hours before landfall, homes are secured, neighbourhoods are cleared of loose debris, and people are evacuated.

This early warning system has proven its effectiveness. During 2004, when Hurricane Charley hit, 70,000 houses were severely damaged and four people were killed. When Hurricane Ivan struck the following month, over 2 million people were evacuated. No one was killed.

## 3 Build Understanding and Awareness

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

Disasters can be reduced substantially if people are well informed about measures they can take to reduce vulnerability - and if they are motivated to act. Key activities to increase awareness of disaster prevention include:

- Providing relevant information on disaster risks and means of protection, especially for citizens in high-risk areas;
- Strengthening networks and promoting dialogue and cooperation among disaster experts, technical and scientific specialists, planners and other stakeholders;
- Including disaster risk reduction subject matter in formal, non-formal, and informal education and training activities;
- Developing or strengthening community-based disaster risk management programmes; and,
- Working with the media in disaster risk reduction awareness activities.



Photo: Claudia Castillo

### Local Knowledge is Critical for Disaster Reduction

On the island of Simeulue, off the coast of Sumatra, from a population of 83,000 people, only seven people died in the Indian Ocean tsunami. On the nearby mainland, in Aceh, more than 100,000 people were killed.

The people of Simeulue have maintained their own local knowledge of earthquakes, which they call *smong*. Each generation teaches the early warning signs of natural hazards to the next.

*"In 1907 a tsunami already happened here in Simeulue, and so our Grandmothers always gave us the following advice: if an earthquake comes, we must go and look at the beach: if the sea is at low tide the smong or tsunami will be coming and we must look for higher ground."*
Mr. Darmili Bhupati, Simeulue Island

## 4 Reduce Risk

**Reduce the underlying risk factors.**

Vulnerability to natural hazards is increased in many ways, for example:

- Locating communities in hazard-prone areas, such as flood plains;
- Destroying forests and wetlands, thereby harming the capacity of the environment to withstand hazards;
- Building public facilities and housing unable to withstand the impacts of hazards; and,
- Not having social and financial safety mechanisms in place.

Countries can build resilience to disasters by investing in simple, well-known measures to reduce risk and vulnerability. Disasters can be reduced by applying relevant building standards to protect critical infrastructure, such as schools, hospitals and homes. Vulnerable buildings can be retrofitted to a higher degree of safety. Protecting precious ecosystems, such as coral reefs and mangrove forests, allow them to act as natural storm barriers. Effective insurance and micro-finance initiatives can help to transfer risks and provide additional resources.



Photo: Edward Parsons/IRIN, Pakistan, 2005

### Building Resilience Protects Communities

Unsafe buildings and the lack or non-enforcement of building codes often cause more deaths than natural hazards themselves. In Bam, Iran, more than 30,000 people were killed, and another 30,000 injured, when an earthquake struck the city on 26 December 2003. A major factor contributing to the high death toll was that traditional mud brick buildings crumbled, suffocating the people inside. Practically all of the survivors were left homeless, as 85% of the city's buildings collapsed.

*"The houses killed the people, not the earthquake."*
Mr. Mohamed Rahimnejad,
Civil Engineer, Iran

## 5 Be Prepared and Ready to Act

**Strengthen disaster preparedness for effective response at all levels.**

Being prepared, including conducting risk assessments, before investing in development at all levels of society will enable people to become more resilient to natural hazards. Preparedness involves many types of activities, including:

- The development and regular testing of contingency plans;
- The establishment of emergency funds to support preparedness, response and recovery activities;
- The development of coordinated regional approaches for effective disaster response; and,
- Continuous dialogue between response agencies, planners and policy-makers, and development organizations.

Regular disaster preparedness exercises, including evacuation drills, also are key to ensuring rapid and effective disaster response.

Effective preparedness plans and organization also help to cope with the many small and medium-sized disasters that repeatedly occur in so many communities. Natural hazards cannot be prevented, but it is possible to reduce their impacts by reducing the vulnerability of people and their livelihoods.



Photo: IRIN, Kyrgyzstan, Landslide claimed

### Disaster Preparedness Takes Practice

Japan prides itself in being well-prepared for earthquakes. On Disaster Prevention Day, held in Japan every year, many people all across the country participate in disaster preparedness drills, involving both emergency workers and the general public.

*"It is extremely important for all of us to prepare for such an occasion [natural hazard]. Not only public institutions, but also each and every one of us must think about and manifest in our daily lives preparedness for disaster prevention. The government will do everything in its power to further develop Japan into a country with capacity to cope with disasters. However, at the same time, I ask that all of you do your utmost by predicting various damages that could occur and considering rescue efforts that will be required so that you will be well prepared for emergency situations."*
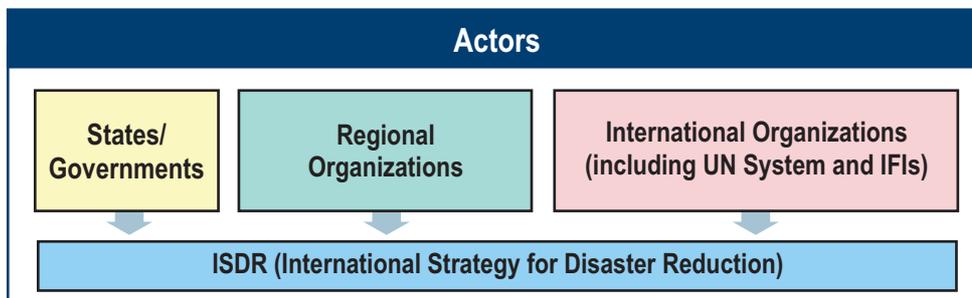Prime Minister of Japan, Junichiro Koizumi

Photo: Yann Arthus-Bertrand, Flooded houses south of Dhaka, Bangladesh

# Who is responsible for implementing disaster risk reduction and the Hyogo Framework?

Collaboration and cooperation are crucial to disaster risk reduction: states, regional organizations and institutions, and international organizations all have a role to play.  Civil society, including volunteers and community-based organizations, the scientific community, the media, and the private sector, are all vital stakeholders.  Following is an indication of the variety and diversity of actors and their core responsibilities.

## Actors

| States/ Governments | Regional Organizations | International Organizations (including UN System and IFIs) |
| --- | --- | --- |

**ISDR (International Strategy for Disaster Reduction)**

**States are responsible for:**
- Developing national coordination mechanisms;
- Conducting baseline assessments on the status of disaster risk reduction;
- Publishing and updating summaries of national programmes;
- Reviewing national progress towards achieving the objectives and priorities of the Hyogo Framework;
- Working to implement relevant international legal instruments; and
- Integrating disaster risk reduction with climate change strategies.

**Regional organizations are responsible for:**
- Promoting regional programmes for disaster risk reduction;
- Undertaking and publishing regional and sub-regional baseline assessments;
- Coordinating reviews on progress toward implementing the Hyogo Framework in the region;
- Establishing regional collaborative centres; and
- Supporting the development of regional early warning mechanisms.

**International organizations are responsible for:**
- Encouraging the integration of disaster risk reduction into humanitarian and sustainable development programmes and frameworks;
- Strengthening the capacity of the United Nations system to assist disaster-prone developing countries with disaster risk reduction initiatives;
- Supporting data collection and forecasting, information exchange, and early warning systems;
- Supporting States' own efforts with coordinated international assistance; and,
- Strengthening disaster management training and capacity building.

**The ISDR system is responsible for:**
- Developing a matrix of roles and initiatives related to the Hyogo Framework;
- Facilitating the coordination of actions at the international and regional levels;
- Developing indicators of progress to assist States in tracking their progress towards implementation of the Hyogo Framework;
- Supporting national platforms and coordination mechanisms;
- Stimulating the exchange of best practices and lessons learned; and,
- Preparing reviews on progress toward achieving the Hyogo Framework objectives.

# Enhancing the International Strategy for Disaster Reduction (ISDR)

The ISDR ensures effective international promotion of, and coordination and guidance for, disaster risk reduction.

Under the guidance of the United Nations Under-Secretary-General for Humanitarian Affairs (UN USG), stakeholders have proposed an enhanced ISDR system.  A Management Oversight Board, chaired by the UN USG, will oversee the system and report to the UN General Assembly.  All countries are encouraged to establish national platforms or other coordination mechanisms.  At the regional level, coordination among existing bodies is promoted.  The international elements of the system are:

**The Global Platform for Disaster Risk Reduction**
The Global Platform (formerly the Inter-Agency Task Force on Disaster Risk Reduction, IATF/DR)  includes governments, United Nations agencies, regional and civil society organizations, and is responsible for addressing gaps, providing guidance and coherent support to countries for the implementation of the Hyogo Framework.  A Programme Advisory Committee will set programmatic priorities and provide direction to the Global Platform.  Thematic clusters, groups and platforms will work on specific topics, such as: climate change, education, urban risk, early warning, recovery and training.

**The ISDR secretariat**
The secretariat, accountable to the UN USG,  serves as a broker, catalyst, and focal point for disaster risk reduction within the United Nations and among the members of the ISDR system.  It advocates for commitment to disaster risk reduction and the implementation of the Hyogo Framework, and reports on progress.

## Inter-Agency Task Force on Disaster Reduction Members 2000-2005

- ActionAid International
  www.actionaid.org
- Asian Disaster Preparedness Center (ADPC)
  www.adpc.net
- Asian Disaster Reduction Center (ADRC)
  www.adrc.or.jp
- African Union Commission (AU)
  www.africa-union.org
- CIS Interstate Council
  www.emercom.on.ufanet.ru
- Centre for Research on the Epidemiology of Disasters (CRED)
  www.cred.be
- Council of Europe (CoE)
  www.coe.int
- Earthquakes and Megacities Initiative (EMI)
  www.earthquakesandmegacities.org
- European Commission- Joint Research Centre (EC/JRC)
  www.jrc.cec.eu.int
- Food and Agriculture Organization (FAO)
  www.fao.org
- Global Fire Monitoring Center (GFMC)
  www.fire.uni-freiburg.de
- Ibero-American Association of Civil Defence and Civil Protection
- IGAD Climate Prediction & Applications Centre, Greater Horn of Africa (ICPAD)
  www.igad.org, www.dmcn.org
- International Council for Science (ICSU)
  www.icsu.org
- International Federation of Red Cross and Red Crescent Societies (IFRC)
  www.ifrc.org
- International Labour Organization (ILO)
  www.ilo.org
- International Telecommunication Union (ITU)
  www.itu.int
- Munich Re-insurance
  www.munichre.com
- New Partnership for Africa's Development (NEPAD) Secretariat/AU
  www.nepad.org
- Office for the Coordination of Humanitarian Affairs (OCHA)
  http://ochaonline.un.org/, www.reliefweb.int
- Organization of American States-Inter-American Committee on Natural Disaster Reduction (OAS-IACNDR)
  www.oas.org/usde, www.paho.org/disasters
- South Pacific Applied Geoscience Commission (SOPAC)
  www.sopac.org.fj
- United Nations Centre for Regional Development (UNCRD)
  www.uncrd.or.jp
- United Nations Convention to Combat Desertification (UNCCD)
  www.unccd.int
- United Nations Development Programme (UNDP)
  www.undp.org/bcpr/disred
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
  www.unesco.org
- United Nations Environment Programme (UNEP)
  www.unep.org
- United Nations Institute for Training and Research (UNITAR)
  www.unitar.org, www.unosat.org
- United Nations Human Settlements Programme (UN-Habitat)
  www.unhabitat.org
- United Nations University (UNU)
  www.unu.edu
- United Nations Volunteers (UNV)
  www.unv.org
- World Bank  (Hazard Risk Management)
  Www.worldbank.org
- World Food Programme (WFP)
  www.wfp.org
- World Health Organization (WHO)
  www.who.org
- World Meteorological Organization (WMO)
  www.wmo.int/disasters
- ProVention Consortium
  www.proventionconsortium.org

**International Strategy**
**ISDR**
**for Disaster Reduction**

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