



**UNISDR**

The United Nations Office for Disaster Risk Reduction

# **From a Reactive to Proactive then People Centered Approach to DRR**

Taking Inspiration from the Hyogo  
Framework for Action to Implement  
the Sendai Framework  
for Disaster Risk Reduction

In support of the Sendai Framework  
for Disaster Risk Reduction 2015 - 2030

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# INTRODUCTION

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On 22 January 2005, one month after the 26 December 2004 India Ocean Tsunami ripped across the Asia-Pacific region claiming 227,00 lives, the Second World Conference on Disaster Reduction (WCDR) was held in Kobe, Hyogo Prefecture, Japan. What emerged was the Hyogo Framework for Action (HFA) - the first plan to explain, describe and detail the work required from different sectors and actors to reduce disaster losses.

Yet, while the HFA was the long awaited bold step in the right direction, the preoccupation with the impacts of disasters caused by natural hazards was an issue with which many had grappled for some 30 years before 2005. The Indian Ocean Tsunami was simply a real time reminder about the world's long history of vulnerability to natural hazards. The WCDR had been planned long before the Indian Ocean disaster and had intended to take stock of progress in disaster risk reduction (DRR) since the First World Conference on Natural Disaster Reduction, held at Yokohama, Japan, in May 1994. A disaster such as the 2004 Tsunami just before the Second WCDR was circumstantial.

Yet, the 2004 tsunami and the tragedy it delivered was at the same time the catalyst that mobilized a more robust, collective and multidimensional international effort to reduce risk, loss of life and economic damage. The many partners needed to reduce disaster risks agreed upon the HFA and governments, international agencies, disaster experts, civil society, the private sector and others all became essential players in a common system of coordination.

Over the 10 years of the Hyogo Framework for Action 2005-2015, countries and communities have undertaken a number of initiatives, taking inspiration from the guidance provided under the HFA to reduce disaster risks in their respective areas. In some instances these successes are unique exceptions to a way of doing things, while in other instances, these innovations have become standard practice for communities and institutions.

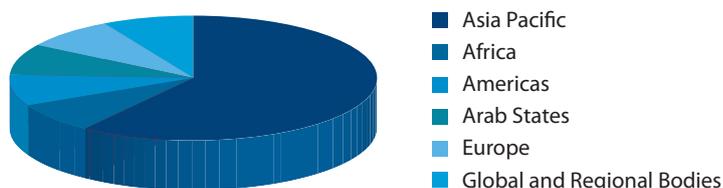
In light of the adoption of the Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework), and its additional focus on implementation of actions for DRR, there is an opportunity to capitalize on ongoing good practices for disaster risk reduction, and explore if these can be expanded and used as inspiration so that instead of being just exceptions to the norm, these can be converted into standard practice.

The Sendai Framework recognized the importance of good experiences and specifically called on States and other stakeholders to improve the sharing of lessons from good practices in implementing DRR work. Some specific recommendations from the Sendai Framework include:

- *Build the knowledge of government officials at all levels, civil society, communities and volunteers, as well as the private sector, by sharing experiences, lessons learned, good practices and training and education on DRR, including the use of existing training and education mechanisms as well as peer learning;*
- *Promote common efforts in partnership with the scientific and technological community, academia and the private sector to establish, disseminate and share good practices internationally;*
- *Support the development of local, national, regional and global user-friendly systems and services for the exchange of information on good practices, cost-effective and easy-to-use DRR technologies as well as lessons learned on policies, plans and measures for disaster risk reduction;*
- *Guide action at the regional level through agreed regional and sub-regional strategies and mechanisms for cooperation for DRR as appropriate in the light of this framework, to foster more efficient planning, create common information systems, and exchange good practices and programmes for cooperation and capacity development, particularly to address common and trans-boundary disaster risks;*
- *Promote mutual learning and the exchange of good practices and information through, inter-alia, voluntary and self-initiated peer reviews among interested states.*

# 1. CELEBRATING THE HFA

In the lead up to the Third UN World Conference on Disaster Risk Reduction (WCDRR), held in March 2015 in Sendai City, Miyagi Prefecture, Japan, where the Sendai Framework was adopted, the United Nations Office for Disaster Risk Reduction (UNISDR) asked for celebratory stories about the successes of the 10-year HFA. By the start of the WCDRR on 14 March, UNISDR had received **251 submissions from 78 countries and 12 regional/international bodies** with details about implementation of the HFA according to its Five Priorities for Action.



Case Studies by Region

These experiences are shared in this report with a summary of the key focus areas covered and an analysis of the drivers for the success of the cases, with the intent of both serving as an inspiration to others, and to analyze the ingredients of the enablers for success. It is hoped that by sharing these success stories, this report can thus support the implementation of the Sendai Framework immediately.

## 2. TRENDS FROM THE CASES

What emerges from the cases studies can be described as a growing global trend to use knowledge, innovation and education to build a culture of safety and resilience at all levels – hence the domination of HFA Priority for Action 3 (HFA3) with 163 references in the examples provided. What needs to be highlighted, however, is that no one case study is restricted to one HFA priority as there is always an overlap with other priorities. It can be argued that while it is logical that HFA priority for Action 1 (HFA1) naturally leads to inclusion of all five HFA priorities, based on the case studies presented the same can be said of HFA3.

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What is also apparent is that despite strong community leadership and innovative ideas, there is no initiative that is driven by one individual or a community in isolation. All citizen-based initiatives at start-up require some form of external support before becoming autonomous or self-reliant.

National, local and municipal governments, the United Nations system, and other International organizations typically provide such support. In many cases many community driven exercises in areas where poverty abounds require external funding and expertise for the much-needed kick-start. Yet what emerges in the end is that DRR has become the interconnected and multidisciplinary 'all of society' approach that the HFA intended it to be.

### NATIONAL AND LOCAL PRIORITY

HFA1 with 141 references was the second most cited priority illustrating that the culture of prevention has taken root at the level of national and local government in many countries, and that institutions of state are demonstrating leadership across many countries and providing tangible support to vulnerable communities.

A case study from India demonstrates how effectively HFA1 can lead to the incorporation of its five priorities at all levels. A policy initiative that made DRR and disaster management (DM) planning a national priority, has resulted in Assam State Disaster Management Authority (ASDMA) ramping up DRR in district level developmental planning via risk assessments (HFA Priority for Action 2 – HFA2). This will pave the way for reduction in underlying risk factors (HFA Priority for Action 4 – HFA4). The focus on cooperation and coordination in the preparedness and response plans also ensures that HFA3 and HFA Priority for Action 5 (HFA5) are appropriately addressed in Assam in particular, and India in general.

**HFA Priority 1:** In **Sendai City, Japan**, volunteer disaster-prevention organisations have become the base of local disaster-prevention, and have been formed by 97.5% of neighbourhood associations. To date, these associations have carried out over 1,500 disaster-prevention trainings a year.

Projects are promoting self-help and mutual assistance initiatives to make the activities of community groups more organised and effective. A major example is the establishment of an operation system for the Designated Evacuation Centres at 191 schools. Facilities managers, city officials, neighbourhood associations and other community organisations near designated evacuation centres have created community-based evacuation centre operation manuals, and established evacuation centre operation committees that conduct organised activities.

A project to train "Sendai local disaster-prevention leaders" has also been launched - So far, 197 citizens have completed the course - the goal is to train 600 leaders by 2015. Each year, June, September and November have been designated as Disaster Prevention/ Disaster Risk Reduction Months when evacuation drills, evacuation centre operation training in cooperation with local community groups are carried out.

Volunteer disaster-prevention organisations such as neighbourhood associations also carry out trainings including fire fighting, rescue and assistance, and emergency food preparation to enhance mutual understanding of each person's role during a disaster. Some community groups hold training games using disaster maps or created local hazard maps. Sendai city has also implemented various disaster-prevention trainings including the first tsunami evacuation drill simulating a night time disaster.

A case study from the Netherlands highlights how the *Dutch Delta Programme: National Flood Risk Management (FRM)* implements strategies to protect the country against flooding, while anticipating climate change and socio-economic developments up to 2100. It consists of a multi-governmental approach, stakeholder participation, and adaptive strategies that deal with uncertainty and link with other agendas and policies. Adequate institutional arrangements (legal and financial) guarantee future implementation. FRM is a three-layered approach that has been developed in which protection (against floods), prevention (damage) and disaster management (casualties) are integrated (“multi-layered safety”). It reflects all five HFA Priorities for Action.

The Typhoon Haiyan Comprehensive Rehabilitation and Recovery Plan (CRRP) is the Philippine Government’s Plan to build back better, faster, and safer in the areas devastated by the Typhoon. In less than one year, the government produced the CRRP adopting the Cluster Framework Approach, which pursues a consultative and participatory process among national and local government agencies, the private sector, development partners, civil society organizations and communities.

In earthquake prone Iran, the Government allocated more than US\$4.5 billion between 2006 and 2014 in the renovation and retrofitting of schools, leading to resilient school infrastructure and an increase of students’ safety from 33% in 2006 up to 67% in 2014. The experience in mobilizing a relevant budget for domestic safe school implementation can serve as role model for other countries as well as UNISDR’s *One Million Safe Schools and Hospitals Campaign* and the *Worldwide Initiative on Safe Schools (WISS)*.

## RISK ASSESSMENT

In the cases studies submitted under HFA2 (97 references), local and national government leadership is quite visible. The Hyogo Prefectural Government in Japan, for example, continuously releases real-time information on river water and rainfall levels to the public via the Internet and TV. The South Australian Fire and Emergency Services Commission has developed the Zone Emergency Risk Management System (ZERMS) Project to assess disaster risk from multiple hazards. Utilizing rigorous risk assessment methodology, ZERMS works with key stakeholders to better understand risk and build resilience across the social, economic and environment sectors of the community. The project addresses multiple hazards across the prevention, preparedness, response and recovery spectrum across South Australia’s eleven regions.

From the Philippines comes an inspiring story on how a small coastal town in Samar Province survived the deadly Typhoon Ruby deadly storm surges by capitalizing on organized response as well as on timely, specific and localized early warning information.

## KNOWLEDGE AND EDUCATION

Among the stories highlighting HFA3 is a case study by Green Hope UAE (United Arab Emirates) – an 800 strong youth-led organization, founded by 14-year-old Kehkashan Basu, with members as young as 7 years old. With support from the UN Environment Programme (UNEP), the endeavour gives young people in the region a network that raises awareness, builds outreach, and conducts community-driven projects on sustainable development. “We urge [young people] to develop an ethic of prevention and preparedness”, states Basu.

Similar stories highlighting the growing participation of children and young people in DRR were provided by Australia, Comoros, the Dominican Republic, El Salvador, Fiji, Kiribati, Madagascar, Mauritius, Papua New Guinea, Réunion, Seychelles, Solomon Islands, Tonga, Tuvalu and Vietnam.

In Japan, primary and junior high schools in Hyogo Prefecture are promoting disaster prevention education to pass on lessons learned from the Great Hanshin-Awaji Earthquake. The Hyogo Prefectural Institute for Educational Research and In-Service Training has been developing disaster prevention education trainers in a systematic manner. In April 2002, Maiko High School established the Environment and Disaster Mitigation Course to allow students to learn and practice disaster prevention in a systematic and specialized manner. The College of Nursing Art and Science of the University of Hyogo has been conducting research and fostering experts in disaster nursing along with the Education Center for Disaster Reduction by providing disaster prevention education to all students (HFA1/3/4/5).

**HFA Priority 2: Fijian papaya farmers** and exporters whose businesses were devastated by a 2012 cyclone are emerging from near bankruptcy with better protected livelihoods thanks to a stronger approach to disaster risk management.

In December 2012 Cyclone Evan decimated crops and slashed papaya exports by almost 90% prompting an industry-wide rethink on how such a catastrophic experience could be minimized in future.

As a result, beleaguered farmers and exporters are changing practices to address increasing climate extremes: production is spreading away from traditional crop heartlands; budgets increasingly factor in contingency for disasters; planting is on smaller blocks and a more regular basis; seed trees are selected to suit local conditions more; and bigger stocks of seed are in store to accelerate post-disaster recovery.

Farmers are now making investment decisions that factor in an expectation of more very hot days and warm nights, higher annual rainfall, more days that experience heavy and extreme rain, and fewer cyclones which are, however, more severe. As well as changes by individual farmers, the industry as a whole has shifted significantly. It now embraces a multi-sectoral approach to planning underpinned by quarterly meetings that prioritize issues and agrees who will do what.

**HFA Priority 3: Australia’s Triple Zero Kids’ Challenge** game consists of 12 scenarios, based on police, fire and ambulance incidents. The player learns valuable safety lessons. It’s also an engaging educational tool for parents and teachers to help children understand the importance of planning for emergencies and learning how to call Triple Zero.

Since the game’s launch in 2010, it has been played more than 975,000 times. The website and game are widely accessible, and meet the needs of users who are physically and cognitively impaired. The games are available in English and six other languages.

Lack of transparency and poor governance has left rural communities in Sindh, Pakistan, helpless to deal with annual floods since 2010. Rural women have by and large been ignored in the past. Under a strategy developed by the Heritage Foundation of Pakistan, with support from the International Organization of Migration (IOM), the Islamic Development Bank Laureate, the Emirates, and Transparency International, women are spearheading community disaster risk management (DRM) programmes (HFA2/3/5). The Foundation is rolling out strategies that foster pride and self-reliance. It works closely with local communities, especially women, to develop and promote integrated approaches to deal with disasters. Similar case studies were presented by Bangladesh, the Dominican Republic, El Salvador, India, Indonesia, Japan, Pakistan, and the Philippines.

A number of case studies provided concrete examples of how DRR is being woven into academia (HFA3) via schools and universities. In Nepal, for example, Tribhuvan University has developed the 100 Marks Disaster Risk Management course in its Master's Degree Programme in Environmental Science. This is one of the first programmes of its kind to mainstream DRM into academia where the *Strengthening Disaster Risk Management in Academia* – a project funded by the UNDP – has been performing research work on multi-hazard risk assessment in Nepal's mountains. In 2013, the University also established a Disaster Risk Management Knowledge Management Center (DRM-KMC) – a unique hub to collect, collate and manage DRM materials.

Similarly, In Indonesia, the remote eastern islands are often the last priority in advancing DRR. Universities and schools have been reducing risks in remote and poverty-ridden areas. Professors, disaster studies centres, university students, schoolteachers, and local NGOs are being trained to spread DRR knowledge (HFA3) to communities with support from HOPE Worldwide, the Ford and Caterpillar Foundations, Universitas Khairun, Universitas Pattimura, Universitas Artha Wacana and the University of Hawaii. The programme is part of the national plan (HFA1). To date three disaster studies centres have been formed in the eastern provinces; local DRR networks formed by local stakeholders; and over 2,000 schoolteachers empowered for DRR.

In Pakistan, the National University of Sciences and Technology (NUST) Risalpur Campus began offering a Masters degree in Disaster Management in 2012. In Thailand, Baiboonlamphun School, which has 1,600 pupils, collaborated with Chiang Mai University to produce a new framework to help schools manage safety.

In Ecuador a project developed by the Technical Secretariat for Inclusive Disability Management in the city of Baños de Agua Santa, promotes the incorporation of the needs of persons living with disabilities (PWDs) by involving them in risk management for emergencies and disasters, risk analysis, risk reduction, as well as response and recovery planning. Similarly in India where there are about 26.8 million PWDs, the Saritsa Foundation has been organizing capacity building workshops (HFA5) for persons with disabilities, especially visually impaired women, and empowering them by raising social awareness, knowledge and education (HFA3) in rural and urban areas since June 2000. About 10,050 persons living with disabilities have been given opportunities to develop skills to respond to disasters and protect themselves.

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## VULNERABILITY REDUCTION

In the case studies submitted under HFA4 (120 references), an inspiring story comes from Ecuador, where a recent cost-benefit analysis has shown that every US\$1 spent by the country on prevention generated US\$9.5 in eventual savings - a 1,000% return for the population. In addition, under the current government, Ecuador has become a net giver rather than a recipient of international humanitarian aid. The aim of Ecuador is to build communities that include DRM as a fundamental pillar of development by focusing on human beings rather than capital.

Yet although local and national governments do play a significant part in the application of HFA4, more prevalent in the case studies are the partnerships between communities and international and local agencies. In Bangladesh for example, the World Food Programme targeted 2,000 ultra-poor families to promote sustainable development in specific communities by strengthening social safety nets. There are currently some 10,000 beneficiaries whose lives and livelihoods are affected by environmental degradation and poverty, as well as the cumulative effects of climate change on food security and hunger.

In the Democratic Republic of the Congo an Eco-DRR strategy supported by the UN Environment Programme applies *Integrated Water Resource Management* to harness benefits for DRR and improved water quality in the Lukaya River basin. It connects upstream and downstream communities and facilitates dialogue amongst water users of the river. Similar strategies are being rolled out in Afghanistan, Haiti and Sudan.

**HFA Priority 4: New Zealand and Scotland** are emerging as beacons of good practice in terms of innovative public-private partnerships that have been proven to reduce disaster risk via holistic disaster risk management that moves well beyond preparedness and response, according to UNISDR's 2013 Global Assessment Report (GAR) on Disaster Risk Reduction.

The report, 'Creating Shared Value: the Business Case for Disaster Risk Reduction', highlights a public-private partnership study in Christchurch, New Zealand, that prompted the city's utilities to incorporate disaster risk management into daily practices.

The true test of the initiative was revealed after the 2010 and 2011 earthquakes, which caused damage of USD4 billion and USD12 billion respectively. The Port of Littleton was able to quickly reopen, telecommunications buildings remained operational, and most of the city's retrofitted bridges survived intact. Key features of the project were the wide involvement of public and private sector representatives, assessments that covered a range of hazards and a formalized coordination process through a body called the Canterbury Lifeline Utilities Group.

In Scotland, a national planning policy has reduced construction on flood plains to almost zero since 1995. The approach is founded on public-private partnerships with strong involvement of real estate developer and insurers. Local governments, with key support from insurers, are legally obliged to set up Flood Liaison Advice Groups (FLAG) as non-statutory bodies of public and private sector representatives. The groups have attracted a remarkably wide coalition of interested parties including emergency planners, hydrology consultants to police and rail representatives. All issues relating to water management are addressed.

## DISASTER PREPAREDNESS

The responses highlighting application of HFA5, which was the third most cited priority (134 references), once again display the crosscutting nature of the HFA as many actions outlined adhere naturally to the requirements of HFA1 and indeed other HFA priorities. Australia's National Strategy for Disaster Resilience, which was submitted under HFA5, supports a "whole-of-nation, resilience-based approach to disaster management. It recognizes that a national, coordinated and cooperative effort is needed to enhance Australia's capacity to prepare for, withstand and recover from disasters."

As the Australian case study states: "The purpose of the strategy is to provide high-level strategic direction and guidance on disaster management to federal, state, territory and local governments (HFA1), business and community leaders and the not-for-profit sector. The strategy is the first step in a long-term, evolving process in Australia to deliver sustained behavioral change (HFA3) and enduring partnerships. The strategy recognizes that disaster resilience is a shared responsibility for individuals, households, businesses and communities, as well as for governments." The same trend can be observed in many of the other case studies submitted under HFA5.

## 3. LESSONS FOR THE SENDAI FRAMEWORK

### TALKING TO SENDAI

Some of the cases studies submitted speak directly to the next generation of DRR and resilience building activities recently agreed upon at the Third WCDRR in Sendai. Key among them is a message from the Mayor of Sendai City, Emiko Okuyama, whose city has learned many lessons from its experiences over decades with regular offshore earthquakes. These lessons have generated a culture that is anchored in the earthquake proofing of vital infrastructure and buildings, as well as disaster prevention training at many levels including schools, workplaces and communities. The various case studies from Sendai submitted ahead of the Third WCDRR highlight collaborations with multiple stakeholders including communities, women and the private sector; environmental policies that are fixated on a future vision of the city; and the strengthening of infrastructure through a 'build back better' approach. Such examples are also lessons for the Sendai Framework.

India's broad efforts since 2005 to institutionalize all aspects of the HFA via the All India Disaster Mitigation Institute (AIDMI) are further lessons that can be shared globally. 'Getting Climate Smart for Disasters' is research to find out the barriers and the mismatch between communities and DRR agencies and support for institutions incorporating climate smart disaster risk management approaches. A 'Safer Schools Campaign' across 10 states of India has brought multiple stakeholders together to initiate actions with school communities and involves state government authorities, education departments, and NGOs.

Advocacy for assessment of schools and hospitals was converted into assessment of schools and hospitals in the state of Assam by collaborative efforts with the Assam Disaster Management Authority (ASDMA). The initiative assessed disaster risk and was incorporated into ongoing development planning by local government authorities. 'Assessing Hospital Safety' in three districts of Assam was also conducted in 15 government and private hospitals. Based on the findings all aspects of non-structural hospital safety are addressed in the audited hospitals and health facilities in Assam. ASDMA is also scaling up the efforts to assess hospitals in other districts. Disaster micro insurance, a pilot programme initiated by insurance companies, ASDMA, the Climate and Development Knowledge Network, the European Community Humanitarian Aid Office (ECHO) and Concern Worldwide India has been rolled out to 1,000 vulnerable communities in coastal communities since 2011. Replication in other coastal states of India has begun.

Training Needs Assessments (TNA) have been conducted by AIDMI, with support from UNICEF, for state authorities in Assam and Odisha. It focuses on DRR and climate change adaptation for climate smart DRM. 'Emergency Management Exercise (EMEx)', a capacity building tool to test response mechanisms in disaster-prone locales, is led by state and district

**HFA Priority 5:** Cyclones, flooding, salt-water intrusion into agricultural land, and river erosion, are just some of the challenges facing farming communities in **Patharghata, Bangladesh**. Cyclone Sidr in 2007, Cyclone Aila in 2009, and major floods in 2004, caused millions of dollars of damage, destroying the homes and belongings of millions and adding to long-term food insecurity.

As part of a strategy to build resilience and equip these communities with the knowledge and means to protect themselves, the World Food Programme has been working with the Government of Bangladesh to provide training and cash for work programmes that help them to build or renovate community assets. This "Enhancing Resilience" or ER programme is now a priority within the Government's plans to improve food security and protect communities against climate change

The aim is to identify projects that will equip communities to cope with the next storm or cyclone. Villagers are encouraged to work together to raise the foundations of their homes above potential flood levels, or to remove sediment from canals and rehabilitate ponds that can be used to support fish farming, helping to bring more nutritious food into local diets.

Women are actively encouraged to join the training programmes in recognition of the pivotal role they play in tackling hunger and improving nutrition within the family. They receive a ration of rice, pulses and oil and a small cash payment alongside the training on disaster preparedness, and instructions on how to prepare for a disaster.

Some 4,500 ultra-poor women and men from three separate communities have participated in an ER programme that was launched in 2011. It has helped stabilize incomes and ensure more secure access to food. Local people now know what to do when disasters strike and they have learnt to adapt to the localized impact of climate change. At the same time, their houses, canals and ponds are in better condition, adding to the food security of local people.

disaster management authorities. The exercise provides an environment for participants to develop new skills for emergency management and to work together to develop a multi-disciplinary, coordinated response to local disasters and emergencies. AIDMI recently prepared national guidelines on EMEx for the National DMA.

Going forward in 2015, many countries and communities can benefit from the Minimum Initial Service Package (MISP) and Sexual and Reproductive Health (SRH) projects, which is now part of national DRR and management policies as well as government programmes in the Philippines and Pakistan. The initiative, launched by the International Planned Parenthood Federation / SPRINT and funded by the Government of Australia, is advocacy for DRR and inclusion of the MISP as a priority set of life-saving activities for every humanitarian crisis. It is an international standard outlined in the Sphere Humanitarian Charter and Minimum Standards in Disaster Response.

## ENABLERS OF GOOD PRACTICE

The number one enabler of good practices in the majority if not all of the cases studies is strong leadership and investment by national and local governments, particularly by the latter, through policies, programmes and the institutions they have improved, created and dedicated to building disaster resilience. In many cases some countries listed the HFA priority they felt the case study addressed, yet closer analysis of the actions revealed a clear national or local government footprint although it is not always overtly stated. The various reconstructions, build back better, safer schools and hospitals, risk assessment and reduction activities span the spectrum and the needs of the five HFA priorities and are unmistakably government led. Japan, the Philippines, Australia, Indonesia, Mexico, Turkey, Colombia, Cuba, and Lebanon are just some examples out of many that demonstrate such leadership.

Another key enabler is community involvement wedded to knowledge and education which again is linked to government spawned initiatives or support. A case in point is the Making Cities Resilient Campaign, which has seen much buy in during the 10 years of the HFA. An integral facet of this campaign is community involvement, ownership and education. The key drivers in most cases are local, municipal, district and provincial governments – the authorities on the disaster frontlines. What the cases studies have shown is that knowledge empowers communities to become active participants in government-initiated programmes, and to take ownership of such programmes.

Without a doubt resources are critical to success. As stated previously, many disaster prone communities live with a day-to-day battle with poverty. When appropriate resources are available, such as funding, human resources and capacity as well expertise and technical capability, the cases studies illustrate that these communities do rise to the challenges as they have done in remote parts of Indonesia and the Philippines as well as in the Small Island Developing States. Like knowledge, resources are empowering and the difference between success and failure.

Last but not least is the sharing of good practices across countries, regions and indeed across the globe. While each country and even district or province has its own unique situation there are standard good practices that are the bedrocks of resilience building in areas such as risk assessment, risk reduction, and education, that can be adapted to local realities. Studies show that access to such practices is also a key enabling activity.

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# 4. THE SUBMITTED CASES

## CONTRIBUTIONS

More than two-thirds of the stories came from the Asia-Pacific region. Japan dominated providing (24.4%) of the regional Asia-Pacific total and 15.1% of the global Level. The Philippines followed with 11% of regional submissions and 6.8% of the global total. India, Australia and Pakistan were third, fourth and fifth regionally and globally respectively. National and local governments, civil society organizations (CSOs), non-governmental organizations (INGOs), regional bodies and the United Nations system provided both written case studies and videos/public service announcements (PSAs) about programmes that addressed the five HFA Priorities for Action.

Case Studies from Asia-Pacific: The lion's share of the 251 case studies (62.2% - 156) came from the Asia-Pacific region – the most disaster prone and populous region in the world. After Japan and the Philippines, India provided 8.3% of Asia Pacific submissions and 5.2% of the global total followed by Australia with 7.7% of the regional total and 4.8% of the global total. Pakistan provided 5.8% of the Asia Pacific submissions and 3.6% of the global total. These five countries provided 57% of the Asia Pacific submissions and 35.5% of the global submissions.

Thirty-five Asia-Pacific countries (44.9%) provided success stories. They include: Afghanistan (2); Armenia (5); Australia (12); Bangladesh (6); China (1); Cook Islands (2); Federates States of Micronesia (1); Fiji (8); India (13); Indonesia (6); Iran (3); Japan (38); Kiribati (1); Kyrgyzstan (1); Marshall Islands (1); Mongolia (1); Myanmar (1); Nauru (1); Nepal (4); New Zealand (1); Niue (1); Pakistan (9); Palau (1); Papua New Guinea (2); Philippines (17); Réunion (2); Samoa (1); Solomon Islands (2); Sri Lanka (1); Thailand (3); Tokelau (1); Tonga (3); Tuvalu (2); Vanuatu (2); and Vietnam (3). Amongst the Asia-Pacific group, the most addressed HFA priority was HFA3, referred to in 99 of the regional case studies followed by HFA5 (89); HFA1 (87); HFA4 (75) and HFA2 (58).

Case Studies from Africa: Nine African countries (11.5%) provided 14 success stories (5.6% of global cases submitted). They include: the Democratic Republic of the Congo (2); Ethiopia (2); Ghana (1); Kenya (1), Madagascar (2); Mauritius (2); Nigeria (1), Seychelles (2) and Zanzibar (.). The most addressed HFA Priority was HFA3, which was cited 13 times, followed by HFA4 (8); HFA5 (8); HFA2 (6); and HFA1 (7).

Case Studies from the Americas: Eleven countries from the Americas region (14%) provided 20 success stories (8% of all cases studies submitted). They include: Brazil (1); Chile (2); Colombia (2); Cuba (3); Dominican Republic (2); Ecuador (3); El Salvador (1); Haiti (2); Jamaica (1); Mexico (2); and the United States (1). The most addressed HFA Priority was HFA1, which was cited 12 times, followed by HFA3 and HFA 4, which were both cited 10 times, HFA5 (7), and HFA2 (5).

Case Studies from the Arab States: Ten countries from the Arab States (13%) provided 27 success stories (11% of all case studies submitted). They Include: Comoros (3); Egypt (3); Iraq (1); Jordan (3); Lebanon (1); Palestine (5); Qatar (2); Saudi Arabia (1); Sudan (4), and the United Arab Emirates (4). The most addressed HFA Priority among the Arab States was HFA3 referred to 17 times, followed by HFA2 (11) and HFA5 (8). HFA1 and HFA4 were both referred to seven times

Case Studies from Europe: Twelve countries from Europe (15.4%) provided 17 success stories (7% of total case studies submitted). They Include: Austria (1); Belarus (1); France (1); Italy (2); Netherlands (2); Portugal (1); Russian Federation (1); Scotland (1); Serbia (1); Sweden (1); Turkey (2); and United Kingdom (3). The most addressed HFA priority by the countries of the Europe region is HFA1, which is cited 15 times, followed by HFA4 (11), HFA3 (10), HFA5 (9) and HFA2 (8).

Video statements from Global and Regional Bodies: 13 video statements (4.4% of all cases submitted) by 12 international and regional bodies were also submitted from: the Asia-Pacific Broadcasting Union, CBM - an international Christian development organization; the Council of Europe, the European Commission, the European Parliament, the International Council on Monuments and Sites (ICOMOS) Netherlands, the Indian Ocean Commission, the International Recovery Platform, UNDP, UNISDR, and UN OCHA. Each statement addressed all five HFA priorities.

In addition to the statements and a range of videos focusing on the HFA priorities – such as a focus on urban resilience and flood risk from the Dutch city of Dordrecht, an in-depth look at China’s implementation activities, and the International Recovery Platform’s work on building back better – other submissions from countries and CSOs addressed broader DRR issues, as well as highlighting the link between disaster risk reduction and the post-2015 sustainable development and climate change processes. The World Meteorological Organization, for example, provided a multilingual series of hypothetical weather forecasts for the year 2050, using well-known television weather presenters from a range of countries to warn of risks associated with climate change. The submitted videos also underscored the power of visual material – mixing imagery from disasters, footage from best practice programmes, expert analysis, and even cartoons – to raise public awareness and thereby help to reduce risk.

A total of 90 submissions were posted on a dedicated YouTube feed managed by UNISDR, under the “HFA Success Story” label. They were also prepared for broadcast at the WCDRR. The videos ranged from just over a minute to more than 25 minutes. Given that the total running time exceeded seven hours, and for technical reasons, the videos were broken down into regional, thematic and language blocks, on eight DVDs. The DVDs were broadcast over the course of the WCDRR in the auditorium of the Sendai City Museum, near the main venue. On the final day of the WCDRR, the YouTube feed was broadcast in a loop at the main venue. After the WCDRR, the eight DVDs were given to UNISDR’s Global Education and Training Institute for future workshop use.

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## **MAPPING THE HFA PRIORITIES FOR ACTION – SENDAI FRAMEWORK PRIORITIES FOR ACTION**

The Five HFA Priorities for Action have now evolved into the Four Priorities for Action in the Sendai Framework - the outcome of the Third WCDRR. Elements of HFA Priority Action 1 (Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation) can be found in Sendai Framework Priority Action 2 (Strengthen disaster risk governance to manage disaster risk). Elements of HFA Priority Action 2 (Identify, assess and monitor disaster risks and enhance early warning) and HFA Priority Action 3 (Use knowledge, innovation and education to build a culture of safety and resilience at all levels) are now part of Sendai Framework Priority 1 (Understanding disaster risk).

Elements of HFA Priority Action 4 (Reduce underlying risk factors) are now in Sendai Framework Priority 3 (Investing in disaster risk reduction for resilience). Elements of HFA Priority Action 5 (Strengthen disaster preparedness for effective response at all levels) are now a part of Sendai Framework Priority 4 (Enhancing disaster preparedness for effective response, and “Build Back Better” in recovery, rehabilitation and reconstruction). In addition, there is a 50% overall similarity between the HFA and the Sendai Framework and an 83% similarity between the two frameworks on the role of stakeholders.

# 5. THE WAY FORWARD

## UNISDR AND THE SENDAI FRAMEWORK

Over the last 10 years, UNISDR, the United Nations focal point for the coordination of DRR and implementation of the HFA, has advanced the tenets of the HFA to every corner of the planet and at every societal level through advocacy and coordination and via effective networks of partners and stakeholders. In Sendai, as the WCDRR commenced its task of finalizing a new disaster risk reduction framework for the next 15 years, the celebratory stories received were of particular significance to both UNISDR and the world; they were a clear sign that the HFA had put down roots that the Sendai Framework for Disaster Risk Reduction (Sendai Framework) can now build on and expand.

Based on the evidence, it would seem that the world has begun the long awaited shift from reaction to catastrophe towards reducing disaster risks and the building of a culture of resilience. *Resilient People-Resilient Planet* has become more than just a conference slogan.

## SUPPORTING SENDAI FRAMEWORK IMPLEMENTATION

Many of these excellent case studies have the potential for national expansion, as well as regional and global replication. The video statements from regional bodies speak of proven successes that have great replication potential. Cuba's establishment of 97 risk reduction management centres across the island and the sharing of that know-how with the British Virgin Islands, the Dominican Republic, Guyana, Jamaica as well as Trinidad and Tobago is a great regional and global takeaway.

Mexico City's efforts since 1995 to make itself earthquake resilient through a safe schools and hospitals Campaign, and infrastructure that can cope with 14 earthquakes a day, as well as an early warning that goes out 40 seconds before any earthquake is a lesson for the world.

The 1,000% increase in the Indonesian budget which is being allocated to DRR programmes across the country is a precedent that can be followed by other countries as are the many state launched recovery, reconstruction and build back better approaches in Japan; nationwide mobilization in the Philippines to become more resilient to onslaughts by future natural hazards; and the courageous efforts of Pacific Small Island Developing States to counter the ever-increasing threats brought by global warming.

'Safe Schools and Hospitals', 'Making Cities Resilient', and 'the International Day for Disaster Reduction' are three of the UNISDR generated mechanisms referred to in many of the case studies as enablers of the growing global awareness for DRR and resilience building. Such initiatives must continue.

A clear directive from the studies is the undisputable value added that multi stakeholder engagements bring to resilience building. This 'all of society approach' has been the essence of the HFA and UNISDR's advocacy and coordination since 2005. The partnerships highlighted in the cases studies are between national and local governments. They are with international agencies, business sectors and non-governmental organizations. They involve the reinvention and ramping up of local government institutions and their innovative responses to the clear and present danger of potential disasters and climate change. They include wide cross sections of communities, including highly vulnerable groups at every level of planning and implementation. Risk education and awareness raising are becoming cultural reflexes. Social mobilization across the board is key while rights based approaches are beginning to inform policies and programmes. Cost-benefit investments in DRR as an integral part of sustainable development planning, as highlighted by Ecuador and Indonesia, are pivotal strides in the right direction.

As the world moves on from Sendai towards implementation, the above lessons are invaluable if the unsustainable human and financial losses of the last 15 years and more are to be drastically halted. The HFA has presented a model – it is now up to the Sendai Framework to continue with the hard earned successes and substantially improve on what now exists. And as Margareta Wahlström, the United Nations Secretary-General's Special Representative for Disaster Risk Reduction recently stated, "The Sendai Framework opens a major new chapter in sustainable development, as it outlines clear targets and priorities for action which will lead to a substantial reduction in disaster risk and losses in lives, livelihoods and health".

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Detailed cases studies can be viewed at the following address:  
<http://www.unisdr.org/we/coordinate/hfa>



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