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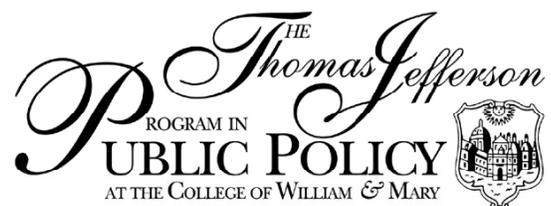
Center for Public Policy Research

Disaster Risk Reduction: Mapping the Advocacy Landscape

A REPORT PREPARED FOR CARE USA

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ADPC	Asian Disaster Preparedness Center
ADRC	Asian Disaster Reduction Center
AusAid	The Australian Government's Overseas Aid Program
BHRC	Benfield Hazard Research Centre
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
BOND	British Overseas NGOs for Development
CARE	Cooperative for Assistance and Relief Everywhere
CH	Switzerland
CIDA	Canadian International Development Agency
CRED	Center for Research on Epidemiology of Disasters
DANIDA	Danish International Development Agency
DFID	UK Department for International Development
DIPECHO	EC Humanitarian Office Disaster Preparedness Programme
DMFA	Danish Ministry of Foreign Affairs
DRR	Disaster Risk Reduction
ECB Project	Emergency Capacity Building Project
ECHO	European Community Humanitarian Office
ERWG	Emergency Response Working Group
EU	European Union
FO Germany	German Federal Foreign Office
GB	Great Britain
GDIN	Global Disaster Information Network
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
IASC	Inter-Agency Standing Committee
IWG	Inter-Agency Working Group
ICVA	International Council of Voluntary Agencies
IDB	Inter-American Development Bank
IFRC	International Federation of the Red Cross and Red Crescent Societies
IFI	International Financial Institution
INGO	International Non-governmental Organizations
InterAction	American Council for Voluntary International Action
IWG	Inter-Agency Working Group
MOFA	Ministry of Foreign Affairs of Japan
NGO	Non-governmental Organization
NMFA	Norwegian Ministry of Foreign Affairs
Norad	Norwegian Agency for Development Cooperation
ODI	Overseas Development Institute
OFDA	Office of U.S. Foreign Disaster Assistance
PHREE-WAY	Partnership for Humanitarian and Risk Education Expansion
RiskRed	Risk Reduction Education for Disasters
SCHR	Steering Committee for Humanitarian Response
SDC	Swiss Agency for Development and Cooperation
SIDA	Swedish International Development Agency
UK	United Kingdom
UN ISDR	United Nations International Strategy for Disaster Reduction
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNDP	United Nations Development Programme
UN Special	United Nations Office for the Special Envoy for the Tsunami Recovery
USA	United States of America
USAID	U.S. Agency for International Development
VOICE	Voluntary Organizations in Cooperation in Emergencies
WB	World Bank
WCDR	World Conference on Disaster Reduction

Executive Summary

This research, a cooperative effort between CARE USA Policy and Advocacy Unit and the Center for Public Policy at the College of William and Mary, maps out the advocacy and policy landscape on disaster risk reduction (DRR), giving special focus to the work of development and relief non-governmental organizations. This necessitated the identification of key players and relationships to donor and multilateral institutions, key approaches to advocacy, key issues and policy agendas within DRR, and niche opportunities for future advocacy initiatives.

Our research revealed a complex landscape of over 50 actors, including NGOs, coalitions, multilaterals, bilateral donors, and IFIs, whose roles in coordinating on DRR often overlapped. Applying a strict definition of advocacy, we document 22 different players targeting key stakeholders and decision makers to influence policy, laws, regulations, programs or funding decisions made at public or private institutions. These 22 diverse organizations have six clear advocacy priorities within DRR: improvements in capacity building, cooperation and partnering, implementing the Hyogo Framework, information systems and management, mainstreaming DRR, and integration of sustainable development, climate change, and DRR. This report shows evidence that gender and child participation are currently the least advocated issues within DRR. Key advocacy vehicles included advocacy at conferences and forums, publishing of policy briefs, and internet. Since most of the key players were based in the UK, the natural target of their advocacy focused on DFID and EU governmental institutions. The practices of 6 key NGO players, ActionAid, Christian Aid, Oxfam GB, Plan International, Practical Action, and Tearfund are discussed in detail. This report compares the strong base for DRR advocacy in the UK to the U.S. effort that is only now beginning to gain traction through the collective work of InterAction and IWG/ECB Project coalitions.

CARE USA is in excellent position to become an integral partner in gender and child participation, issues which to date have also enjoyed a relatively smaller advocacy contingent on the international scene. CARE may have a comparative advantage in gender issues within DRR where CARE can engage existing stakeholders in the planning and execution of institutional reforms to empower women, respect their human rights and promote gender equality.

1 Introduction

Motivation

International non-government organizations (INGOs) are enhancing their capacity to influence the global humanitarian aid and sustainable development policy agenda.^{1,2} The global presence of INGOs is fostered by their detailed knowledge of local issues and cultures coupled with their longstanding partnership with donor countries.³ INGOs, recognizing the connectivity between on-the-ground practices and macro-level policy, have been working diligently to scale up international advocacy efforts, conferring on policy-level issues outside of traditional funding relationships.⁴

CARE USA and the wider CARE International Federation have been looking for new ways to increase their presence on cross-cutting humanitarian reform and policy issues. A variety of diverse policy issues were initially discussed during a short-term advocacy agenda review carried out by CARE USA in late 2005 and more recently at a meeting of the CARE International Emergency Response Working Group (ERWG) in May 2006. Both working groups outlined criteria to be used in choosing new priority advocacy initiatives.

ERWG participants agreed that further research in the form of a “mapping exercise” would help to identify the best direction for advocacy by addressing complex questions such as: *what is the current policy environment, what work is being done by which NGOs, and does CARE have a comparative advantage.* This paper focuses on one possibility for a new advocacy agenda: disaster risk reduction (DRR). This research effort maps out the DRR advocacy landscape and identifies: key players and relationships, key issues and policy agendas within DRR, key approaches to advocacy, and niche opportunities for CARE.

What is Advocacy

It is imperative to begin with an operational definition of advocacy, since it often involves a broadly encompassing and malleable process. Table 1.1 provides a range of such definitions:

Table 1.1: Operational Definitions of Advocacy

Advocacy is a strategy to influence policy makers when they make laws and regulations, distribute resources, and make other decisions that affect peoples' lives. The principal aims of advocacy are to create policies, reform policies, and ensure policies are implemented. There are a variety of advocacy strategies, such as discussing problems directly with policy makers, delivering messages through the media, or strengthening the ability of local organizations to advocate. – CARE USA⁵

Advocacy includes different strategies aimed at influencing decision-making at the local, national and international level and is generally organized around the resolution of a problem in the political arena. Effective advocacy requires a clear analysis of the political environment, an understanding of the concrete problem and a coherent proposal for its solution. Strategies can include the use of communications media to form public opinion, education of decision makers, organization of public events, research of issues, the creation of a coalition and other activities. – Catholic Relief Services⁶

Advocacy is first and foremost a process, occurring over unspecified amounts of time, sometimes brief and often lengthy. Advocacy is also strategic and targets well-designed activities to key stakeholders and decision makers. And lastly, advocacy is always directed at influencing policy, laws, regulations, programs, or funding ... – The Policy Project⁷

In this study, advocacy refers to any process or activity that targets key stakeholders and decision makers and aims to influence policies, laws, regulations, programs, and or funding-decisions made by public or private institutions.

Advocacy Network

Real world advocacy often embodies complex interactions among many organizations with diverse motivation, goals, and approaches. Therefore, layered relationships are commonplace among NGOs, coalitions, bilateral donors, multilateral donors and organizations, international financial institutions (IFIs), and aid recipients (Table 1.2). This paper addresses the connections between this diverse community of advocates and targets, providing a detailed survey of the field of players working on disaster risk reduction.

Table 1.2: Terminology		
<i>Organizational Type</i>	<i>Acronym</i>	<i>Example</i>
(International) Non-governmental Organization	(I)NGO	CARE International CARE USA
Coalition		InterAction
Multilateral Donor / Organization		European Commission Humanitarian Office
Bilateral Donor / Organization		US Agency for International Development
International Financial Institution	IFI	World Bank

2 Reducing the Risk of Disasters

What is Disaster Risk Reduction?

Disasters, such as droughts, floods, cyclones, earthquakes, fires, and other hazards, affect at least a quarter of a billion and kill over 60,000 people every year.⁸ In other words, more than 180 disaster-related deaths are recorded each day around the world.⁹ The incidence of disasters, the number lives affected, and the economic impact have risen dramatically over last half century (Figure 2.1). As the frequency and gravity of disasters increases, the most vulnerable populations – the poor, women, and children – are disproportionately affected. In developing countries, disasters can cause devastating setbacks to economic and social development; Hurricane Mitch alone caused staggering losses equal to 41% of Honduran GDP and 292% of government revenue.¹⁰

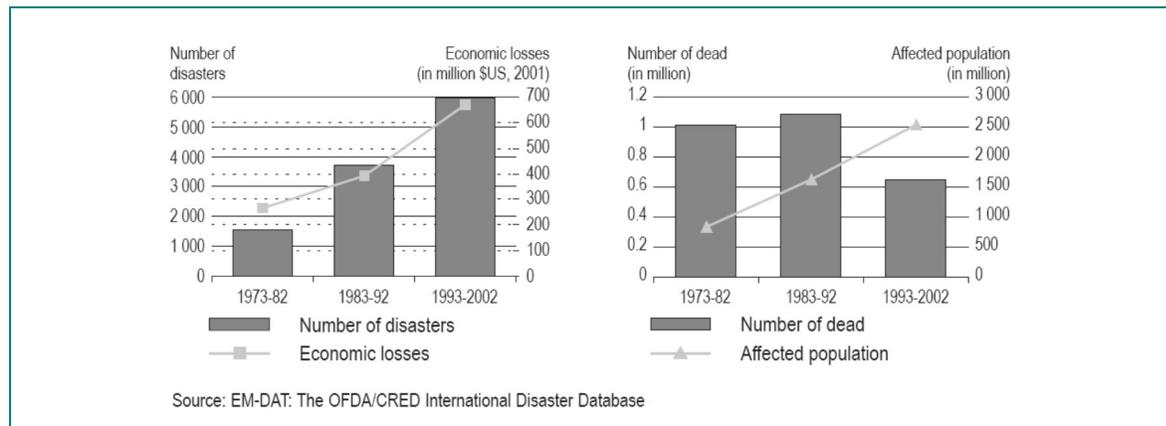


Figure 2.1: Increased natural disaster frequency has led to increases in affected population and economic losses, however effective risk reduction initiatives have reduced lives lost. Modified from UNISDR 2004.¹¹

Hazards and disasters come in all shapes and sizes, including those occurring naturally and those human-induced. Examples include storms influenced by global warming, landslides related to rampant deforestation, technological or industrial accidents, and urban infrastructure failures. The United Nations International Strategy for Disaster Reduction (UNISDR) secretariat defines a disaster as a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental loss which exceeds the ability of the affected community or society to cope using its own resources.¹²

The impact of disasters, often seen as exogenous and uncontrollable, can be reduced by enhancing human capacity to resist hazards, such as promoting seismic resistance in building design. DRR, the systematic development and application of policies, strategies and practices to minimize vulnerabilities, hazards and the unfolding of disaster impacts throughout a society, is key to sustainable development and hazard mitigation.¹³

There is growing evidence of the economic benefit of interventions and policy choices aimed at reducing disaster risk. While Munich Re reports that the worldwide macro-economic losses due to disasters in the 1990s totaled more than those of the previous four decades, The World Bank and the US Geological Survey estimate that these losses could have been reduced by \$280 billion if \$40 billion had been invested in preventive measures.¹⁴ Despite the high returns to preparedness, there is insufficient global focus on and commitment to DRR. A long-term, low-visibility process that offers no guarantee of tangible rewards, disaster preparedness is often overlooked by sustainable

development and reactionary humanitarian aid initiatives, especially high profile emergency relief operations.

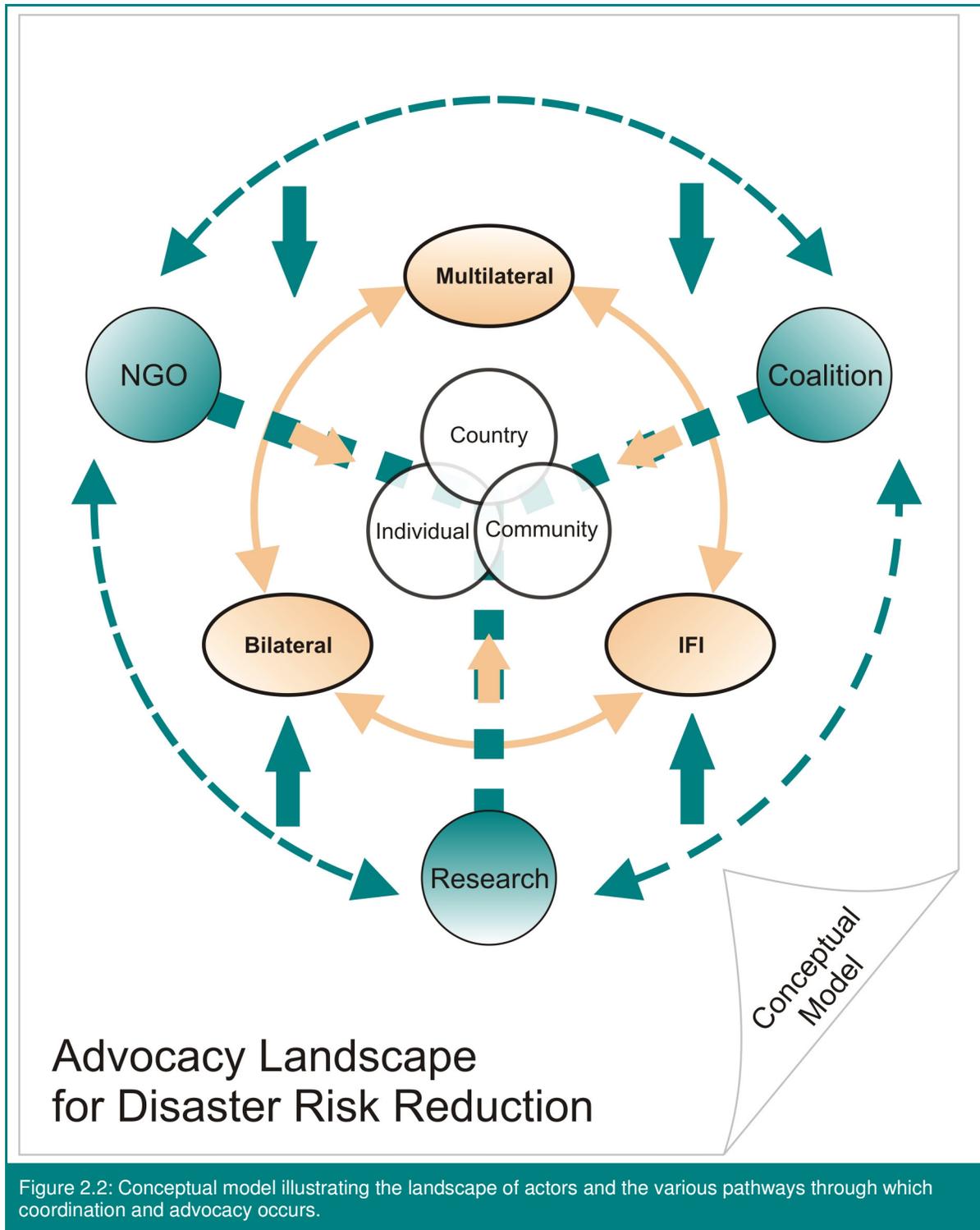
The Hyogo Framework for Action

In January 2005 at the World Conference on Disaster Reduction (WCDR) held in Kobe, Hyogo, Japan, 168 governments adopted a 10-year strategy promoting DRR.¹⁵ The Hyogo Framework for Action is a comprehensive global blueprint for managing and mainstreaming future disaster risk reduction efforts. The Framework offers guiding principles, priorities for action, and practical means for achieving disaster resilience for vulnerable communities. Its objective is to substantially reduce disaster losses by 2015 in terms of lives and social, economic, and environmental assets of communities and countries.

The foremost focus of the Hyogo Framework is making DRR a priority on national and local levels. Incorporating disaster preparedness into public and private sector decision-making is required in order to save lives and livelihoods threatened by natural hazards. A strong national and local commitment is needed to mainstream disaster risk reduction so that it is assessed similar to existing environmental and social impacts. Countries must act to amend legislation, modify policies and restructure organizations and develop programs that propel DRR into a top developmental and mitigation priority. The UNISDR lists three main priorities for success: 1) creating effective multi-sector national guidance platforms; 2) integration disaster reduction into developmental policies; and 3) promoting community participation.¹⁶

Identifying, assessing, and monitoring disaster risks are crucial for enhancing early warning. To reduce their vulnerability to natural hazards, countries and communities must fully understand the risks that they face. Furthermore, they must invest in scientific, technical, and institutional capabilities to observe, research, analyze, forecast, and map natural hazards. Along with statistical information about disaster events, risk maps, disaster vulnerability and risk indicators are essential. Likewise, a culture of safety and disaster resilience can be built through knowledge, innovation and education. Informed and motivated people have the opportunity to reduce disaster damage by implementing risk awareness initiatives: 1) providing reliable information on risk and means of protection; 2) strengthening mitigation networks, cooperation and dialogue; 3) incorporating risk reduction into formal education; 4) developing community risk management programs; and 5) promoting disaster awareness through popular media. Resilience to risk can be build up by implementing some simple and well-known measures: mandating proper construction standards, maintaining vulnerability reducing eco-systems, and promoting efficient microfinance and insurance.

Natural disasters cannot be prevented, but it is possible to reduce their impact by strengthening preparedness for effective response on all levels. Promoting disaster preparedness and resilience can be achieved through a number of avenues: 1) developing and testing of contingency plans; 2) creating sufficient emergency funds available for both prevention and mitigation; 3) developing coordinated regional disaster reduction platforms; and 4) promoting cooperation between response agencies, NGOs, policy-makers and development organizations.¹⁷



Mapping the Advocacy Framework for Disaster Risk Reduction

Collaboration and cooperation are at the heart of the Hyogo Framework. Signatories have committed to make DRR an integral part of international policymaking. State and governmental institutions, regional cooperative institutions, international organizations, community-based organizations, the scientific community, the media, and the private sector are all vital stakeholders. State governments are responsible for developing national coordination mechanisms, integrating risk reduction practices into policy, and evaluating progress towards the priorities of the framework. Regional organizations are to support the development of early warning initiatives, establish local collaborative centers, promote and coordinate DRR programs. Finally, international and domestic organizations play a role in capacity building, disaster management training, supporting national initiatives, advocacy, and incorporating DRR into humanitarian aid and development.

The disparate institutional makeup of the DRR and humanitarian relief organizations renders international interaction, cooperation and coordination a dynamic and complex process. Organizations can take on multiple roles – while some can be considered donors and others NGOs, these roles are sometimes difficult to discern and sometimes blurred. The operational environment in which disaster risk reduction bodies work necessitates broad and open cooperation. Actors in the field of DRR often face the tradeoff between participating in cooperative initiatives and pooling their limited resources into individual priority tasks while maintaining their neutrality.¹⁸ Many of the players operate on both a domestic and international level, often through local subsidiaries and alliances. Advocacy on DRR is a complex landscape construed of many different actors playing many different and sometimes overlapping roles. The advocates are typically (I)NGOs and NGO coalitions, while the targets are typically donors, IFIs, and multilateral institutions. In an attempt to help visualize this network, we devised a conceptual model (Figure 2.2).

This conceptual model lays out a framework for visualizing the landscape of actors and the various pathways through which advocacy occurs. The model is organized into three fundamental levels; the organization of these levels does not represent the closeness between those delivering aid and aid recipients, but instead shows the inward-directed pressure of advocacy often realized by the diverse efforts of NGOs and collaborative coalitions to affect change.

- ◇ The blue circle represents the realm of NGOs, NGO coalitions, and research entities. There is multi-directional information exchange, capacity building, and cooperation that occurring at this level. The organizations in this circle are regularly engaged with donors and international principals operating in the orange circle. Actors in the blue circle also directly engage the actors found in the core.
- ◇ The orange circle depicts the realm of bilateral donors, international financial institutions, and multilateral donors and institutions. There is multi-directional information exchange, capacity building, and cooperation occurring at this level. Actors in this circle are regularly engaged with the core via funding and projects typically implemented by the NGOs in the blue circle.
- ◇ The core represents the target of humanitarian aid (recipient countries, communities, and individuals) and the practice of 'on-the-ground' DRR-related activities. The 'targets' often play an integral role in increasing the awareness and practice of the disaster preparedness message.

3 Methodology

Identifying Players, Advocacy Issues, and Modes of Communication

The primary objective of this study was to develop a matrix comparing different players working on DRR and their myriad approaches to advocacy. To facilitate this process, we developed an annotated bibliography based on internet research, grey literature review, and personal communication with potential players. The research phase focused on organizational information, player relationships (e.g. advocate-target), topics of advocacy common to the risk reduction platform, and modes or vehicles of communication.

Organizations directly contacted include Catholic Relief Services (USA), ECB Project (CH), InterAction (USA), Lutheran World Relief (USA), PHREE-WAY (USA), ProVention Consortium (Switzerland), RiskRED, Mercy Corps (USA), and USAID. Ideally, a greater number of NGO and donor organizations would have been interviewed, but this approach was not possible given the limited time and resources available. Instead, questionnaires surveying 20 international NGOs, funded by the IWG/ECB Project and administered by Oxfam in 2005, were consulted to help further identify the scope, content, and communication vehicles of relevant advocacy initiatives. The assessment of donor positions was largely gleaned from working documents and recent publications from CARE (USA)¹⁹, Tearfund (UK)²⁰, and Benfield Hazard Research Centre (UK)²¹.

Mapping Players, Advocacy Issues, and Modes of Communication

Our initial research effort revealed a complex landscape of numerous actors playing different and sometimes overlapping roles in coordination and advocacy. As a means to cross-check our organization identification process, Warner Passanisi, lead for the Risk Reduction Initiative at the IWG/ECB Project, revised our initial list of organizations. The second phase involved differentiating between organizations involved in coordination and those involved in advocacy.

Although the players identified in this report represent most of the players involved in DRR related advocacy, it is by no means comprehensive. Exclusion from this report does not imply that certain organizations are not involved in advocacy. The authors recognize that the analysis herein is limited in geographical representation, focusing on work being done in by Western actors and, therefore, neglecting much of the effort led by governments, NGOs, and research institutions in the Southern Hemisphere.²²

Putting the Comparative Matrix to Use

A relational database was designed and populated around four components: organizational information, advocacy issues, advocacy vehicles, and advocacy targets. Table 1 presents the different attributes used to characterize each organization and its respective activities and relationships. The DRR issues were garnered from UNISDR and UNDP guidance documents. Key players and pivotal issues were subsequently identified using simple database queries and frequency statistics.

Table 1: Comparative Matrix

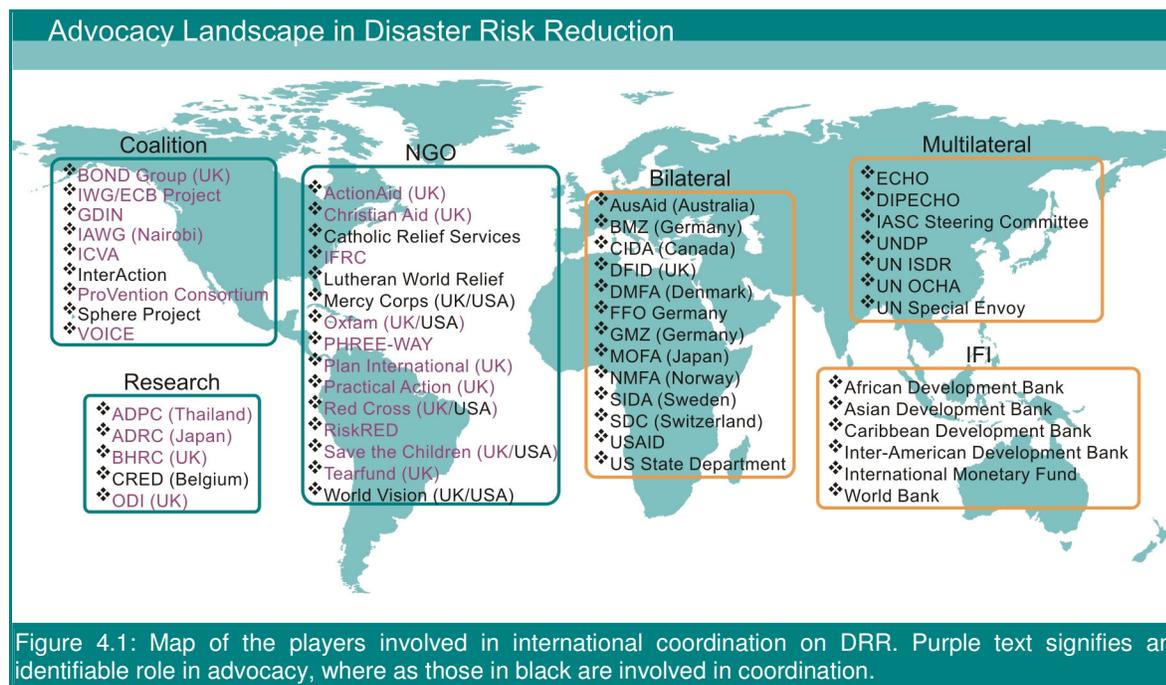
Key Advocacy Issues	<ol style="list-style-type: none"> 1. Capacity Building 2. Child Participation 3. Cooperation and Partnering 4. Donor Integration and Funding 5. Education and Training 6. Expanding the Participatory Process 7. Gender in Risk Reduction and Response 8. Impact and Effectiveness of DRR 9. Implementing the Hyogo Framework 10. Information Systems and Management 11. Mainstreaming Risk Reduction 12. Risk Reduction Research 13. Sustainable Development and Climate Change 14. Vulnerable Population Reduction 15. Other
Key Advocacy Vehicles	<ol style="list-style-type: none"> 1. Alliances and Working Groups 2. Conferences and Forums 3. Funding 4. Lobbying 5. Demonstration Projects 6. Policy Briefs and Publications 7. Popular Media 8. Website 9. Workshops 10. Other
Key Advocacy Targets	<ol style="list-style-type: none"> 1. NGO 2. Coalition 3. Bilateral 4. Multilateral 5. International Financial Institutions <p>Example Relationships (if applicable)</p>

4 Mapping the DRR Advocacy Landscape

DRR Advocacy Landscape

Figure 4.1 identifies the over fifty players, ranging from research institutions to multilateral agencies, participating in international coordination on DRR. Activities that improve coordination include development of common strategies, joint assessments of situations and needs, broad sharing of key information to target program response, convening coordination forums, mobilization and strategic allocation of resources, addressing common problems, and sharing coordination mechanisms and tools.²³ Applying a narrow definition of advocacy, only 11 NGOs, 7 coalitions, and 4 research institutions are *targeting key stakeholders and decision makers to influence policy, laws, regulations, programs or funding decisions made at public or private institutions*. These 22 organizations are presented in purple in Figure 4.1. Several of the identified players are members of international NGO federations and assume different roles in international and domestic levels compared to one another (e.g. Oxfam GB/ Oxfam USA).

While the targets of advocacy are typically bilateral donors, multilateral institutions, and IFIs, organizations assume complex roles that are often difficult to discern. For the sake of simplicity, this report excludes bilateral donors, multilateral organizations, and IFIs as possible advocates. Nevertheless, DFID (UK)²⁴, DIPECHO (European Commission)²⁵, and IDB²⁶, recognizing the effectiveness of DRR, have emerged as leaders who frequently engage other donor bodies in cooperative initiatives and policy imperatives on mainstreaming DRR. Multilateral agents, including UNISDR^{27,28,29}, UNDP³⁰, UN OCHA^{31,32}, and ECHO³³, serve as coordinating bodies on mainstreaming DRR, promoting enhanced information systems (e.g. early warning systems), and sustainable development. Lastly, advisory commissions, including UN Special Envoy for Tsunami Recovery^{34,35} and the IASC SCHR³⁶, play essential roles in coordination, performance, and accountability of DRR initiatives.



Key DRR Issues

These 22 diverse organizations have six clear advocacy priorities: capacity building, cooperation and partnering, implementing the Hyogo Framework, information systems and management, mainstreaming, and sustainable development and climate change (Figure 4.2). These priorities affirm that the work being done today involves mobilizing and facilitating partnerships toward a more cohesive, coherent body with the goal of mainstreaming and improving DRR.

Coalition and consortia tend to focus on capacity building, cooperation and partnering, and mainstreaming, whereas NGOs typically advocate in specific agendas such as climate change, urbanization, and vulnerable population reduction. While these results underscore significant momentum in addressing many of the goals implicit in the Hyogo Framework for Action, they also show potential gaps in present-day advocacy. Gender and child roles in risk reduction and disaster response were the least advocated issues in the organizations sampled.

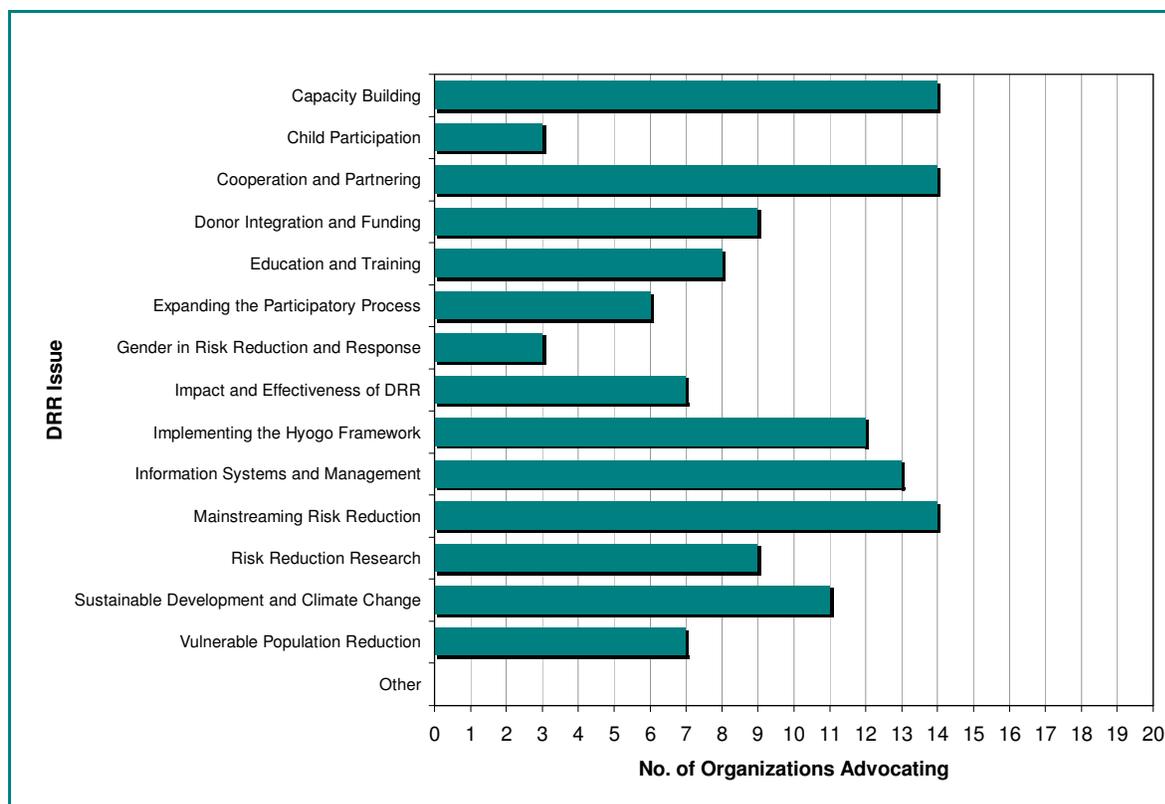


Figure 4.2: Identified players are advocating on a range of issues within DRR to influence the practices and policies of select institutions and governments.

Key Advocacy Vehicles

This study analyzed the vehicles being used in the advocacy process. Figure 4.3 indicates that advocates focus their efforts through four modes: building alliances, partaking in conferencing and forums, publishing policy briefs, and internet communication. In contrast, direct lobbying appears to be less frequent, although this vehicle is particularly difficult to assess since it often happens in informal dialogue, in informal settings, and is only measurable by directly contacting participants.

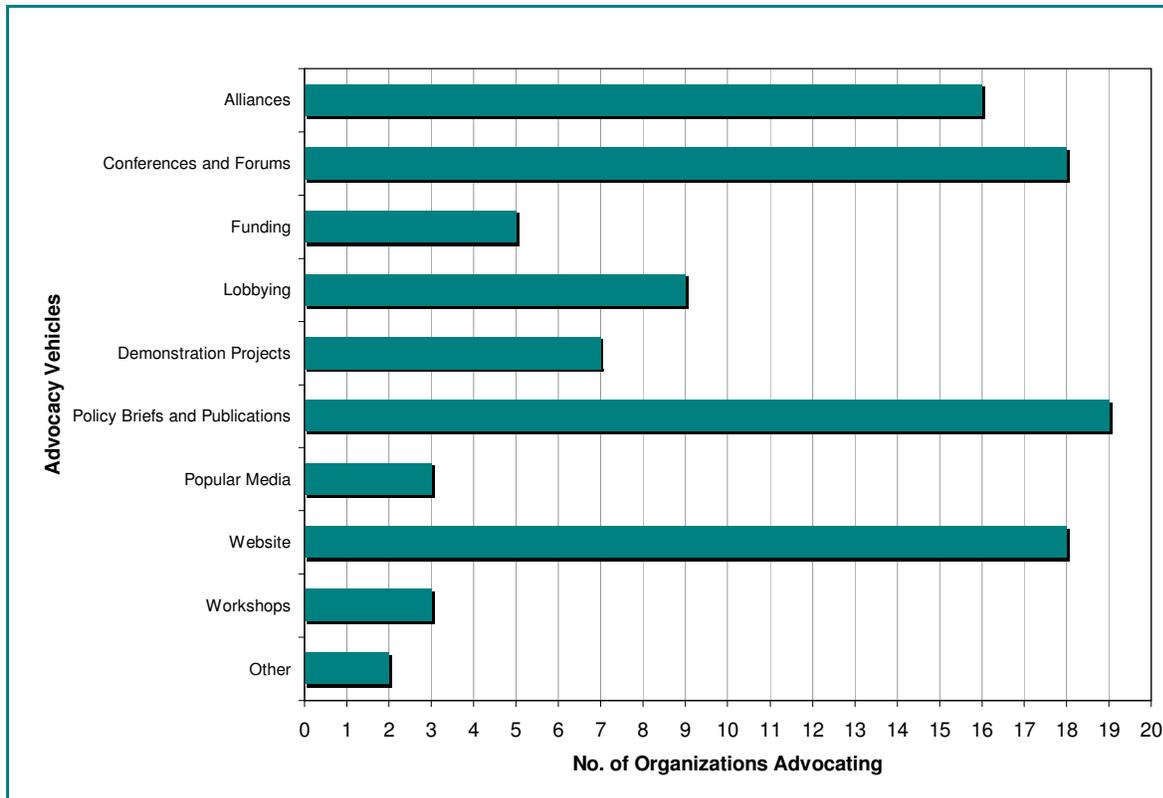


Figure 4.3: Identified players are advocating using a range of vehicles to influence the practices and policies of select institutions and governments.

Key Advocacy Players

Table 4.1 lists key NGOs, coalitions, and research institutions involved in advocacy on DRR. It is important to note that the NGOs, coalitions, and research institutions are based on a semi-quantitative approach addressing the number of advocacy issues and a semi-qualitative addressing the quality or efficacy of the advocacy effort.

NGOs	Coalitions	Research
◇ ActionAid (UK) ^{37,38,39, 40}	◇ BOND (UK) ⁶⁴	◇ ADPC ⁷³
◇ Christian Aid (UK) ^{41,42,43}	◇ ICVA ⁶⁵	◇ ADRC ⁷⁴
◇ IFRC (Switzerland) ^{44, 45, 46}	◇ IWG/ECB Project ⁶⁶	◇ BHRC ^{75,76}
◇ Oxfam (UK) ^{47,48}	◇ ProVention Consortium ^{67,68,69, 70, 71}	◇ ODI ⁷⁷
◇ Plan International (UK) ^{49, 50,51}	◇ VOICE ⁷²	
◇ Practical Action (UK) ^{52,53,54,55}		
◇ Red Cross (UK) ⁵⁶		
◇ Save the Children (UK) ⁵⁷		
◇ Tearfund (UK) ^{58,59,60,61,62,63}		

Tearfund and ActionAid were integral participants in lobbying at the January 2005 WCDR in Kobe, Japan, as well as in the follow-up of and implementation mechanisms for the Conference’s outcomes.⁷⁸ UNISDR is currently convening a new working and advisory group, consisting of

ActionAid, Tearfund, ProVention Consortium, IFRC, and BOND among other INGOs, with the goal of building a network of NGOs to advise on enhancing community resilience to disasters.⁷⁹

Despite achieving significant progress on the implementation of the Hyogo Framework for Action and mainstreaming DRR, it should be noted that the most active organizations working on the policy and advocacy fronts are not necessarily involved in the implementation of the projects and initiatives they advocate as compared to national NGOs and regional and sub-regional organizations.⁸⁰ Moreover, much of the advocacy to date has been general, addressing broad issues without a solid research base or well-targeted delivery. Operational agencies need more than general statements if they are to improve their approaches—they need practical guidance based on real-world experience.⁸¹

This list of key players reflects a clear divide in DRR advocacy between players based in Western Europe and United States. British-based NGOs such as Tearfund, Save the Children UK, Christian Aid UK, Practical Action, and Plan International are at the forefront of DRR. In contrast, the movement in the U.S. appears to only now be gaining real momentum, largely due to uncertainty related to restructuring of USAID and an unfavorable political climate. InterAction, a Washington D.C.-based NGO consortium, has recently emerged as a key player in the future of DRR with the establishment of a working group. At its initial meeting in October 2006, a plan was set forth to pursue DRR more aggressively. Communication with multiple agencies in the U.S. also revealed that NGOs are encouraged to increase both coordination and advocacy through the InterAction alliance. This finding is further supported by recent job postings in the DRR field from at least four U.S. NGOs identified in Figure 4.1.

Key Advocacy Targets

The most challenging link in the landscape of DRR is determining the relationships between advocates and targets of advocacy. The primary targets are ostensibly bilateral donors and IFIs, the primary agencies funding DRR measures and development projects (Figure 4.1). DFID was the most frequent target of advocacy efforts identified in this project.^{82,83,84} USAID OFDA^{85,86}, DIPECHO⁸⁷, WB⁸⁸, IMF, SDC, SIDA⁸⁹, Norad located in the NMFA, CIDA, DANIDA in DMFA, BMZ⁹⁰, FO Germany, GTZ⁹¹, and AusAid⁹² were also being targeted by some advocates in both specific and generic sense.^{93,94} The fact that DFID is the primary target for DRR advocacy reflects the fact that many of the primary advocates are UK-based.

Practices of Key Advocacy Players

ActionAid

- ◇ ActionAid has been working in disaster preparedness and prevention for more than two decades and is very active at the international level, advocating the mainstreaming of DRR to a range of targets.⁹⁵ ActionAid played a key role in lobbying at the WCDR in Kobe, Japan in January 2005 with a five member team and has participated in the follow-up and the development of implementation mechanisms.^{96,97} ActionAid is currently the only civil society representative on the ISDR's Management Oversight Board and the only development NGO member of the ISDR Inter-Agency Taskforce for DRR. ActionAid has devised strategies and policies for the reduction of natural hazards by identifying gaps in disaster reduction policies and programs and recommending remedial action, as well as providing policy guidance to the ISDR secretariat.⁹⁸ ActionAid has been actively involved in the organization and launch of the ISDR/UNESCO international campaign on DRR education and knowledge.
- ◇ In October 2006, the ISDR secretariat initiated the Global Network of NGOs for Community Resilience to Disasters project with the aim of strengthen ISDR links with the NGO community. This newly formed working group presents an opportunity to share information and knowledge across the North-South divide, increase NGO voice and visibility, facilitate access to global resources for DRR, and influence policy at the global level.⁹⁹ In close collaboration with the DFID DRR team and Tearfund, ActionAid provided input to and influenced Fad's 2006 DRR policy statement.¹⁰⁰ An active member of the BOND DRR group and VOICE, ActionAid maintains an ongoing advocacy dialogue with DFID. ActionAid is also member of the Working Group on Climate Change and Development and Development (Christian Aid, Oxfam, Tearfund, and Practical Action) and Stop Climate Chaos coalition.¹⁰¹
- ◇ ActionAid works in countries at risk of sudden and slow onset disasters such as floods, cyclones, earthquakes and drought. Since ActionAid is a decentralized INGO, the majority of their country DRR programs are country owned and country driven, and this approach influences their people-centered DRR advocacy and policy approach.¹⁰² ActionAid research has documented that marginalized communities are excluded from risk reduction measures as a result of weak and ineffective state institutions, corruption, lack of transparency and a lack of political will to put the needs of poor people at the top of the agenda. ActionAid advocacy has focused on encouraging good governance as a cornerstone for successful implementation of DRR strategies.
- ◇ Donor-focused advocacy has recommended that bilateral donors continue to support the efforts of the Hyogo Framework. ActionAid recommends that bilateral donors ensure that their own policies and aid practices mainstream disaster risk reduction, encouraging participation and cooperation, accountability access to information, and justice. ActionAid has recently teamed up with Christian Aid to address the funding levels and DRR approaches of IFIs. ActionAid recommends that the IFIs strengthen their analytical tools for assessing vulnerability to disasters and build safeguards into the projects they support so as to minimize their negative impact.¹⁰³
- ◇ In October 2005, ActionAid was awarded funding from DFID to implement a five-year demonstration project in 7 countries on disaster risk reduction through education. The project, working in Nepal, Malawi, Haiti, Ghana, Kenya, India and Bangladesh aims to reduce people's vulnerability to natural disasters by making schools in high risk disaster areas safer, enabling them to act as a central point for disaster risk reduction, and institutionalizing the implementation of the HFA within education systems.¹⁰⁴ This "Disaster Risk Reduction through Schools" project aims to involve students and teachers as well as community leaders, parents, and school administrators in assessing the safety of their schools and developing plans to make them safer.¹⁰⁵

Christian Aid

- ◇ Christian Aid advocates on a number of issues, but focuses its policy agenda on a couple key issues, including 1) donor integration and funding and 2) integrating sustainable development and climate change within the DRR framework. Christian Aid is a member of the BOND DRR Working Group, VOICE, Stop Climate Chaos coalition, and Working Group on Climate Change and Development.
- ◇ Donor integration and funding has been an important component of Christian Aid's advocacy agenda. Christian Aid has tried to influence bilateral donor, IFI, and multilateral governments to commit resources to help high risk countries prepare for disasters and to mitigate a disaster's impact before it strikes. Christian Aid aligns its approach with the UK's recent proposal to implement more flexible funding.¹⁰⁶ In part, this plan focuses on reforming the UN Central Emergency Revolving Fund, advocating for a reformed Central Revolving Emergency Fund in the negotiations around the G8 process, the UN Millennium Review Summit, and the United Nations.¹⁰⁷ Christian Aid asserts that the UK government needs to raise its profile as a leader and encourage others to follow suit. In regard to funding, Christian Aid warns that IFIs such as the IMF and WB must take care not to fund programs that increase vulnerability.¹⁰⁸ Finally, Christian Aid advocates linking debt to DRR. Targeting IFIs such as the IMF and WB, Christian Aid and ActionAid maintain that once repayments are suspended, leaders should turn their attention to debt cancellation.¹⁰⁹
- ◇ Christian Aid is also member of the working group that is responsible for the "Up in Smoke" series.¹¹⁰ The Up in Smoke series advocates for controlling greenhouse gas emissions, implementing community grassroots-based programs, and eliminating poverty as a way to promote sustainable development.¹¹¹ This paper suggests that priorities within climate change should include a global risk assessment, increased funding, community driven coping strategies, awareness campaigns, and mainstreaming DRR into the current effort on climate change.¹¹² Although this paper is informative for the DRR community in general, it specifically targets bilateral donor governments, asking them to lead the effort in reducing emissions and establishing community-based grassroots based programs. In coordination with Tearfund, Oxfam GB, Practical Action, and Action Aid, Christian Aid prepared a policy paper recommending DRR-related adaptation to climate change in development work and increasing financial support to the Kyoto Adaptation Funds for presentation at the UN Framework Convention on Climate Change Conference of the Parties 12/Meeting of the Parties 2.

Oxfam

- ◇ Oxfam has worked to strengthen their and their partner organizations' capacity to respond to disasters and promote disaster reduction through more than 50 programs and 200 DRR projects.¹¹³ Oxfam has strived to mainstream DRR by integrating relevant policies into long-standing programs in areas prone to chronic or cyclical slow-onset crises. Oxfam's DRR initiatives range from capacity building of non-governmental and governmental organizations, country and regional planning to policy dialogues and advocacy work which links local communities to the organization's global agenda. Advocacy has been historically pursued at the country and community level, but Oxfam has begun increasing advocacy efforts in the UK: an active member of the BOND group Oxfam consulted DFID on producing their DRR policy agenda brief. Oxfam also recently contributed to the International Development Select Committee Inquiry on Humanitarian Response to Natural Disasters.¹¹⁴ Oxfam is also a member of IWG/ECB Project, VOICE, and ICVA and contributes to the risk reduction initiatives. Advocacy at the international level is at its incipient stages but Oxfam has established some lobby contacts and is gradually increasing their international DRR advocacy presence,

including representation on mainstreaming DRR and gender-related issues at WCDR in 2005 and DAVOS 2006.

- ◇ Oxfam research has revealed that conditions of gender inequality often determines who feels the impact of disasters and advocacy efforts are encouraging donors to provide the necessary finances that have been promised to meet the gender-specific Millennium Development.¹¹⁵ Oxfam is active on incorporating climate change into the dialogue on DRR and has appointed a Climate Change Advisor to coordinate input into the Stop Climate Chaos campaign. Oxfam has contributed to the production of three reports on climate change through the Working Group on Climate Change and Development Up in Smoke series.¹¹⁶ By drawing on its organizational strengths, reputation and experience, Oxfam is working to strengthen advocacy coordination between those leading climate change issues and those working specifically on DRR. When dealing with the uncertainties of climate change, reducing vulnerability to today's climate through disaster risk reduction (DRR) is an excellent method of building adaptive capacity for the future.

Plan International

- ◇ Plan International works in 46 developing countries, to generate change on issues affecting children at all levels, from local to global. Out of the 7000 employees of Plan, more than 300 are directly or indirectly involved in DRR. The primary advocacy DRR priority for Plan is children and education.^{117,118,119} Plan supports the active involvement of children in disaster preparedness and recovery to mitigate the loss of life and assets. Plan recommends that the children be given access to the information, knowledge, and skills that help them prepare for future disasters. Tsunami reconstruction planning projects already incorporate DRR best practices, and work is being done to do so with most disaster rehabilitation programs in India, Sri Lanka, Vietnam, Haiti and Togo. Even if Plan is promoting and lobbying national government for DRR focus on other contextual issues such as HIV/AIDS, livelihoods and Avian Flu, those issues are always related back to their agenda on education and children.
- ◇ The organization was represented at the UNISDR Kobe Conference on DRR in January 2005, and Plan is currently seeking to increase its presence in the platform implementation. In promoting DRR within child-centered community development. Plan works closely with UNESCO, Save the Children, ActionAid, Tearfund and Practical Action. A future priority for Plan is to fully embed DRR into all aspects of project planning, accountability and funding. However, Plan reports a recent reluctance on advocacy and campaigning and discloses that they prefer direct benefits and observable impact.¹²⁰

Practical Action

- ◇ Practical Action's advocacy agenda focuses on three primary areas including 1) community-oriented capacity building, 2) gender, and 3) integrating climate change and vulnerable population reduction within the DRR framework. Practical Action's advocacy on the impact of community-based disaster management has been accomplished through workshops and seminars with local and district authorities together with information and guidelines for the incorporation of local disaster plans into district plans.¹²¹ In an effort to increase community-based capacity building, Practical Action established the Duryog Nivaran network for South Asia, which includes agencies and individuals that specialize in disaster management and are working closely with communities to develop methods to protect them against risk. This research-oriented training and advocacy project affixes its efforts toward promoting DRR at the community level in South Asia. Several publications from the Duryog Nivaran network advocate this livelihood, people-centered approach. For example, *Defeating Disasters: Ideas for Action* confronts the underlying reasons for the increase in disasters and argues for effective disaster mitigation planning based on an alternative approach—one where all actors

development planners, donors, researchers, practitioners, and communities have a role to play.¹²²

- ◇ As pivotal UK-based NGOs, Practical Action is a member of BOND DRR Working Group, Working Group on Climate Change and Development, and Stop Climate Chaos coalition. In regard to sustainable development, Practical Action is a key advocate for the Stop Climate Chaos Carbon Dating Lobby of Parliament and joined forces with NGOs such as Oxfam and Tearfund to lobby 60 Members of British Parliament in March 2006.¹²³ In fact, Practical Action's Project Manager was one of the keynote speakers at the event.¹²⁴ Practical Action also advocates for the use of hydro power. In a paper delivered to the World Renewable Energy Congress VI, members of Practical Action indicated micro-hydro power as a viable option for sustainable development and may help in disaster recovery.¹²⁵ Practical Action was a participant at the 2005 World Conference on Disaster Reduction in Kobe. Other advocacy revolves around vulnerable populations with the core objective to redirect DRR to emphasize the poor and vulnerability reduction instead of emergency response.¹²⁶ For example, Practical Action's effort to influence bilateral donors was evident at the 2005 Labor Party Conference in Brighton, where Practical Action's International Director highlighted the fact that vulnerable communities require renewed focus in development and disaster preparedness initiatives.
- ◇ Practical Action maintains that if unattended, gender concerns will significantly impede implementation of the Hyogo Framework. Much of their gender-related work focuses on the interaction of gender and politics in the coordinated effort to manage disasters in South Asian societies. *Gender Dimensions in Disaster Management*, a publication that focuses on gender issues in South Asia, proposes guidelines for policy-makers and for practitioners in coordinating development and disaster management.¹²⁷ Practical Action also created a video in this same vein, "Facing Disasters Making Decisions: Gender Dimensions in Disaster Management" which reports on the significance of gender issues in the wake of tsunami building. In 2004, Practical Action was on the advisory committee for an action workshop on Gender Equality and Disaster Risk Reduction for social change. The workshop agenda, sponsored in part by USAID and UNISDR, aimed at making new connections between gender and disaster risk, learning about women's grassroots work to prevent disasters, and contributing to a new gender and disaster workbook.¹²⁸

Tearfund

- ◇ The Tearfund Policy and Research team emphasizes linking policy with practice at community and global levels, working simultaneously through both development and disaster relief projects. The focus of Tearfund's advocacy and policy agenda has revolved around 1) mainstreaming DRR, 2) fast-tracking and effective implementation of the Hyogo Framework for Action, and 3) integrating climate change adaptation into DRR initiatives. Tearfund advocates through its own multi-member team, but is also an active participant in DRR consortia including the BOND DRR Working Group, Working Group on Climate Change and Development, Stop Climate Chaos Coalition, and Global Network of NGOs for Community Resilience to Disasters (UNISDR).
- ◇ Research by Tearfund has revealed that many institutional donors (from USAID to WB) give DRR a very low priority within their overseas relief and development assistance.¹²⁹ Many donor organizations spend less than 10% of their humanitarian aid budgets on disaster prevention, have very few staff working on the issue, and fail to fully assess disaster risks within their development planning and programming. This is due primarily to the lack of understanding, lack of ownership, and competition with other pressing emergency issues. Tearfund also funded research to confirm the cost-effectiveness of disaster preparation.¹³⁰ Tearfund recommends that 1) donor institutions, governments and NGOs ensure that every development and poverty reduction policy decision in a disaster-prone area take account of and

minimize potential disaster risks, 2) donor governments allocate at least 10% of their humanitarian assistance budgets to reducing disaster risks, and 3) governments be held accountable for the agreements made at the WCDR. DFID is the only agency to systematically respond to Tearfund's advocacy pressure, even launching its new DRR policy¹³¹ at Tearfund's UK office in early 2006. Tearfund policy team is now development metrics to make sure that DFID's new policy is effective on the ground. Recently, Tearfund has also tackled the practices of the European Commission. The European Commission has made statements of support for DRR, but measures to reduce disaster risks have not been routinely included in EU external development assistance. Tearfund is advocating that the EU improve progress concerning the mainstreaming of DRR into its development policy and programming.¹³²

- ◇ Tearfund represents a credible NGO voice at varied international forums, advocating for mainstreaming of DRR and integrating DRR into climate change adaptation.^{133,134} Tearfund prepared an extensive briefing for the 2005 World Conference on Disaster Reduction in an effort to get donor governments to commit to concrete actions on a concrete timeline and expand funding to the DRR cause.¹³⁵ Tearfund was also a joint signatory on an advocacy letter to the DFID delegation to Kobe.¹³⁶ Seven members of its Policy and Research team were participants at the conference in Kobe and have since played integral roles coordinating and advising on the follow-up to the Hyogo Framework. In November 2006, Tearfund played an active role at UN Framework Convention on Climate Change Conference of the Parties 12/ Meeting of the Parties 2 in Nairobi, Kenya. Tearfund, Oxfam GB, Practical Action, Christian Aid, and ActionAid prepared a joint position paper making recommendations based on their collective work experience in developing countries.¹³⁷ Recommendations focused on mainstreaming DRR-related adaptation to climate change in development work and increasing financial support to the Kyoto Adaptation Funds.¹³⁸

5 Branching Out: Opportunities for Advocacy

Opportunities for Advocacy

Gender roles and child participation in risk reduction and disaster preparedness were the least advocated issues by the organizations considered in this study, and accordingly, these issues may represent practical advocacy opportunities for CARE. This is not to say that these issues are off the radar of other NGOs, as several organizations acknowledge that gender disparities and the lack of focus on the child participation are having a negative impact on all stages of disaster.^{139,140,141,142} However, to date little systematic progress has been made on mainstreaming gender and child participation into development practices as outlined in the Hyogo Framework.^{143,144}

Gender

Oxfam research shows that disasters are profoundly discriminatory when it comes to gender.¹⁴⁵ Making matters worse, gender issues are the most overlooked part of disaster management.^{146, 147} Women often bear the brunt of physical and psychological suffering during and after crisis situations. Moreover, as women seek respite following the acute phases of conflict and crisis, they often become targets of violence, both as they flee and while they live in refugee camps. Since they emerge as sole managers of broken families and effective leaders in recovery processes, women represent advantageous targets for disaster preparedness education and training. Women are often left out of planning for the response and therefore the special needs of women and girls are not met or met as an afterthought. Furthermore, the special talents and skills of women are not capitalized upon wasting a valuable resource. Some notable action has occurred on gender issues in DRR and has been centered around the efforts of the UNISDR, UN Division for the Advancement of Women (DAW), OCHA and IASC Taskforce on Gender and Humanitarian Assistance, and the Gender and Disaster Network. In 2001 the ISDR Secretariat collaborated with the United Nations DAW in the organization of the *Environmental Management and the Mitigation of Natural Disasters: a Gender Perspective* conference. In 2002 the UN Commission on the Status of Women built on this initial framework and formally recognized that women's strengths in dealing with disasters should be capitalized on and used to restore communities and mitigate against future disasters and emphasized the need to enhance women's capacities to respond to disasters in order to enhance gender equality and empowerment of women. Advancing the connectivity between gender and disaster risk reduction issues, participants from 28 countries met in 2004 for the international *Gender Equality and Disaster Risk Reduction Workshop* to develop a strategy for incorporating gender-fair practices in disaster risk management.¹⁴⁸ The platform on Gender Equality and Disaster Risk Reduction prepared a set of recommendations for delivery at the WCDR in Kobe.¹⁴⁹ In 2004 OCHA issued a gender policy and action plan which provides a firm foundation on which to strengthen gender mainstreaming in disasters.¹⁵⁰ Documents stemming from the 2005 WCDR stressed that gender perspectives should be integrated into all disaster management decision-making processes, including those related to risk assessments, early warning, information management, education and training. Currently, the IASC Taskforce on Gender and Humanitarian is a leading agent in technical guidance and support to OCHA and the IASC Working Group on gender mainstreaming in humanitarian action. The Taskforce is currently producing an IASC handbook on gender mainstreaming in humanitarian action. Finally, the Gender and Disaster Network, a large-scale project focusing on gender relations in disaster contexts, provides an excellent base of references through its Sourcebook (<http://www.gdnonline.org/sourcebook>).

Child Participation

ActionAid, Plan International, and Save the Children research shows that vulnerable populations, especially children, are not being incorporated effectively and or on the scale warranted into DRR planning and policies.^{151,152,153} UNICEF's 2006 *State of the World's Children 2006: Excluded and Invisible* confirmed that new approaches must be taken that give special attention to children, and this requires the participation of governments, donors, international agencies, civil society, the media and the private sector to reach the children who are most at risk of missing out on the Millennium agenda. In *Children and the Tsunami*, Plan reported that the active involvement of children in disaster preparedness and recovery helped mitigate the loss of life and assets and recommended the children be given access to the information, knowledge, and skills that help them prepare for future disasters. A 2005 review on behalf of the ISDR Cluster on Knowledge and Education also revealed progress and shortcomings in topics ranging from research and training to primary schools and media treatment of DRR.¹⁵⁴ Priorities identified included teaching hazards and risk reduction in schools, schools as centers for community-based DRR, and physical protection of schools from natural hazards. Subsequent to the publication of this document, the UN/ISDR secretariat and its partners have made disaster risk education and safer school facilities two key themes in the 2006-2007 World Disaster Reduction Campaign. The campaign, entitled "Disaster Risk Reduction Begins at School," aims to inform and mobilize governments, communities and individuals to ensure that DRR is fully integrated into school curricula in high risk countries and that school buildings can withstand natural hazards.

Branching Out

This research has produced a snapshot of the current advocacy and policy environment on DRR, focusing on the work being done by European NGOs and diagnosing the disparity on this issue across the Atlantic. This work has identified key players and relationships, key approaches to advocacy, key issues and policy agendas within DRR, and niche opportunities for CARE.

Since the DRR movement in the U.S. appears to only now be gaining real momentum, largely through the work of InterAction and IWG/ECB Project, CARE USA is in excellent position to become an integral partner in gender and child participation, issues which to date have a relatively smaller voice and advocacy contingent on the international scene. CARE may have a comparative advantage in gender issues within DRR where CARE can engage existing stakeholders in the planning and execution of institutional reforms to empower women, respect their human rights and promote gender equality—goals that parallel current CARE programming and policy.

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Risk Red_Annexure: Terms of Reference for and Education and Disaster Risk Consultant_nd
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ActionAid

ActionAid, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** from ActionAid (AA) provides information on their current DRR strategy. AA is striving to work more strategically on risk reduction so that all of their programmatic work incorporates the Hyogo Framework for Action (HFA). AA lists among their **donors** DFID and DIPECHO plus unrestricted donations through the Independent on Sunday Christmas Appeal. AA is very active at the international level, advocating for better disaster risk reduction policies and practices through **partner organizations** UN ISDR, UNDP, UNESCO, DFID, BOND DRR, BOND DRR DFID and all countries willing to implement HFA. The Kobe conference has raised AA's DRR profile and a successful funding bid for the DRR DFID funded multi-country project has ensured that DRR is a major priority for the organization. AA utilizes a lobbying team at world conferences and is involved with ISDR: Management Oversight Board, Interagency Task Force and the core education and knowledge team.

ActionAid UK, 2005. Disaster Risk Reduction: Implementing the Hyogo Framework for Action. An ActionAid International Briefing Paper. Retrieved October 8, 2006 from http://www.actionaid.org/wps/content/documents/disaster_20risk.pdf

Reducing vulnerabilities to natural disasters is at the heart of the Hyogo Framework and recent advocacy efforts of this UK-based NGO. The **authors** from ActionAid UK provide an excellent review of DRR, background to the Hyogo Framework for Action, and ActionAid's tiered strategy for bolstering DRR initiatives worldwide. The target of this briefing includes recipient governments, donor governments, IFIs, and civil society organizations. The authors **advocate** an eight-point approach to foster people centered governance, a perceived cornerstone for successful implementation of DRR strategies. ActionAid **advocates** for DRR policies at the international level, playing key roles at the Kobe Conference and being the NGO member on the ISDR Inter-Agency Taskforce. ActionAid has also partnered with ActionAid Country Programs in key disaster prone countries in Asia, Africa, and Latin America, as well as the UK DFID to implement an education program on DRR in schools in seven different countries. This document concludes with a suite of recommendations for donor governments, IFIs, and civil society organizations to mainstream DRR; no specific **partnerships** are indicated with this wish list, but it can be assumed that ActionAid is a major player in the DRR framework.

AusAid

The Australian Government's Overseas Aid Program, (2003-4). NGO Activity by Sector. Retrieved October 6, 2006 from <http://www.ausaid.gov.au/publications/pdf/ngostatreport04/table8.pdf>

Disaster preparedness: To ensure effective responses to conflict and disasters, Australia works in cooperation with international and domestic partners to improve disaster preparedness and risk reduction strategies. AusAID Emergency Cooperation Agreement Partners: Oxfam/Community Aid Abroad, Australian Red Cross, CARE Australia, World Vision Australia, Australian Foundation for the Peoples of Asia and the Pacific.

ADPC

A Way Forward: ADPC Looks Ahead To 2015. Retrieved October 6, 2006 from: <http://www.adpc.net/infores/kobe.pdf>

ADPC recognizes the need for working with partners to increase opportunities for training and technical assistance. Partnerships are a potent tool in decision-making on institutional roles and responsibilities in disaster situations. Knowing the partners, their resources, strengths and weaknesses helps to ensure that key issues, skills and requirements are not omitted. Assistance to ADPC has been generously provided by Australian AID (AusAID), USAID and its Office of Foreign Disaster Assistance (OFDA), United Nations agencies, especially WHO, UNDP, UNICEF, ESCAP, FAO, WMO, ISDR, the European Union (DIPECHO) and bilateral organizations such as DANIDA, GTZ, NORAD, and SIDA. The World Bank, on whose PROVENTION Steering Committee ADPC sits, and the Asian Development Bank have been active partners of ADPC.

Asian Disaster Preparedness Center, 2006. Guidebook on Advocacy: Integrating CBDRM into Government Policy and Programming. Retrieved October 10, 2006 from <http://www.adpc.net/pdrsea/pubs/advocacyfull.pdf>.

This guidebook stems from a multi-agency workshop sponsored by Partnerships for Disaster Reduction – South East Asia Phase 3, a program jointly implemented by ADPC, UNESCAP, and ECHO. PDRSEA 3 works very closely with National Disaster Management Offices (NDMOs), local government departments, and other key ministries and departments to develop strategies and action plans to support and mobilize community action. The intention of the ADPC **authors** is to better integrate community-based disaster risk management into policy, planning, and programming in South East Asian countries. The focus of the advocacy is to mainstream CBDRM in various levels of government and partner NGOs. Part 1 of this document sets out working definitions of CBDRM and advocacy and offers a useful exegesis of their interface. Part 2 partially discloses the results of a stakeholder analysis but fails to reveal particular **partnerships** and advocacy messages. The document insinuates that various NGOs (e.g. Oxfam, World Vision, Plan International) play essential roles in the advocacy agenda, but does not provide actual details.

BOND

BOND Disaster Risk Reduction Working Group Website, 2006. Retrieved October 12, 2006 from <http://www.bond.org.uk/wgroups/disaster/index.html#groupnews>.

A number of UK NGOs have formed a Disaster and Risk Reduction group to share experiences and knowledge, improve coordination, and raise DMP/DRR on the policy agenda. Current members include: ActionAid, Action against Hunger UK, British Red Cross, CAFOD, CARE UK, Christian Aid, HelpAge International, Islamic Relief, ITDG, Oxfam, Save the Children Fund, and Tearfund. The purpose of the group is to share information on an informal basis, to exchange experiences and knowledge, explore opportunities for closer co-ordination and collaboration and to advance common issues. The primary donor targets are DFID and ECHO.

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Concern

Concern, 2003. Concern Worldwide's Advocacy Policy. Retrieved October 3, 2006 from <http://www.concern.net/docs/AdvocacyPolicy>

The **authors**, policy analysts from Concern, a voluntary non-governmental organization devoted to the relief, assistance, and advancement of peoples in need in less developed areas of the world, state that their primary **advocacy** focuses on the most impoverished people. They focus on consulting with the poorest of the poor and only those living in extreme poverty. They view advocacy as a dichotomy between Northern Advocacy and Southern (rights based advocacy) and will change their approach depending on the needs of the people. Their other goal besides focusing on poverty is to make the most impact. **Partners** include the UN, Sphere, Red Cross, but could change depending on where the most impoverished are located.

CARE Netherlands

CARE Netherlands, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** from CARE Netherlands (CARE NL) provides information on their current DRR strategy. CARE NL is working on defining a CARE International Policy Framework for DRR while participating with the Dutch DRR Platform. CARE NL's DRR primary **donors** are DIPECHO and PSO along with some private contributors. Care NL is currently pursuing the development of **advocacy** opportunities and is at the incipient stage of forming DRR **partnerships and alliances** with organizations such as the Red Cross Climate Centre, Benfield Greig (London) and Disaster Studies (Wageningen).

CRS

Catholic Relief Services, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** from the Catholic Relief Services (CRS) provides information on their current DRR strategy. CRS has integrated its DRR practice within Integral Human Development, their version of DFID Sustainable Livelihoods approach. CRS is encouraging staff to analyze risks as part of the assessment and analysis stage of project design. The DRR focal area is in its incipient stage and **advocacy and partnership** information is not available at this time.

Christian Aid

Christian Aid, 2005. Don't be scared, be prepared: How disaster preparedness can save lives and money. Retrieved October 8, 2006 from http://www.christian-aid.org.uk/indepth/512_dispreparedness/disaster%20preparedness.pdf

The **authors** document trends in increasing disaster frequency and numbers of affected persons; they link this troubling trend with climate change impact and poor development practices. The authors suggest the answer lies in improved community organization and preparedness. For example, Christian Aid is currently working with 33 partner organizations (e.g. SEEDS, CASA, ELDS, Practical Action) to rebuild in India, Sri Lanka, and Indonesia using an approach consistent with the DRR framework. Example projects include earthquake resistant houses and schools, community shelters, training for first aid and rescue task forces, and early warning systems. Christian Aid **advocates** for more DFID humanitarian spending for DRR and encourages DFID to spend at least the 10% of DFID budget earmarked for that purpose. Moreover, the authors recommend that the UK government use its influential position to encourage other donors and multilateral institutions to follow suit.

Christian Aid and ActionAid UK, 2005. In Harm's Way: How International Finance Institutions' Policies Can Increase Poor People's Vulnerability to Disaster. Retrieved October 8, 2006 from http://www.christian-aid.org.uk/indepth/501kobi/AA_CA_ifi_wcdr_FINAL.pdf

The **authors**, two leading UK humanitarian aid NGOs, suggest that international financial institutions increase vulnerability by failing to make disaster risk management an integral part of all development projects. This document suggests that the World Bank and IMF actually increase poor people's vulnerability to disaster because of certain perverse economic policies and loan conditions. Several examples of real-world problems are presented as evidence to counter the appearance that they are mainstreaming DRR; three key weaknesses are diagnosed: 1) improper incentives for borrowers to prioritize prevention over response, 2) the first response of IFIs is to divert financial resources from development projects to disaster response, and 3) IFI-imposed fiscal targets that control aid flows. Christian Aid and ActionAid recognize the critical role of multilateral lending institutions and regional development banks and the **partnerships** between NGOs and IFIs, but **advocate** that changes (moving from reactive to proactive) are necessary to improve disaster risk reduction strategies. Recommendations include 1) improving vulnerability analysis and project safeguards, 2) revisiting policies and practices on lending, investment, and debt, and 3) negotiating financial concessions based on effective DRR measures.

Christian Aid, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** from the Christian Aid (CA) provides information on their current DRR strategy. CA identifies the Hyogo conference, DFID grants, and the DIPECHO program as major catalysts and **donors** for their DRR initiatives. CA's DRR approach is global and relies on building preparedness and capacity through local and regional **partners** using the Sphere standards and code of conduct. DRR tools and know-how are developed jointly with DFID and are shared with Tearfund, ActionAid, Christian Aid, British Red Cross, and Plan and Practical Action. With regards to **advocacy**, CA targets the UN and DFID. CA has worked with the Natural Disaster Team group and ActionAid and has attempted to link DRR to Millennium Development Goals and climate change initiatives.

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CRED

Center for Research on the Epidemiology of Disasters, 2004. Retrieved October 4, 2006 from http://www.em-dat.net/documents/Publication/publication_2004_emdat.pdf

The **Authors**, researchers at CRED, outline the state of disaster risk reduction over the past 30 years and discuss the future of the field. Their **advocacy** focuses on (1) research (2) training (3) information dissemination (4) understanding environmental causes. Their **partnerships** are listed in the publication and include: World Health Organization (WHO), UN OCHA, UN ISDR, UNHCR, World Bank Hazard Management Unit (WB-HMU), UNICEF, IFRC, Save The Children UK, Medecins Sans Frontieres (MSF), ASEAN Committee on Disaster Management, Asian Disaster Reduction Center (ADRC). They are focused on continued integration into the UN framework, but are most concerned with researching the causes of disasters.

UNDP/CRED, 2006. An Analytical Review of Selected Data Sets on Natural Disasters and Impacts. Retrieved October 2, 2006 from <http://www.em-dat.net/documents/Publication/TschoeglDataSetsReview.pdf>

This article was authored by Liz Tschoegl from the Center for Research on the Epidemiology of Disasters (CRED). It focuses on the lack of international consensus regarding best practice for collecting data on natural disasters along with the complexity of collecting information in disasters due to the constraints of time, funding, and the complexity of the situation. There also remains huge variability in definitions, methodologies, sources, and data points collected. It details the role that the Workshop for Improving the Compilation of Reliable Data on Disaster Occurrence and Impact is playing to synthesize experiences in creating and maintaining disaster databases. The paper is an effort to document those experiences and provide a background for discussions on improving current and emerging databases. Tschoegl partnered with UNDP, DesInventar, ADRC, UN/ISDR, PSEPC, and the University of Cape Town to conduct this analysis. The paper advocates a standardization of classification systems for all disasters and regions, an increased usage of GIS and other georeferencing tools, improving data reporting methods, and increasing availability of information, especially in LDCs.

DFID

Department for International Development, 2006. Reducing the risk of disasters – helping to achieve sustainable poverty reduction in a vulnerable world. Retrieved October 3, 2006 from <http://www.dfid.gov.uk/pubs/files/disaster-risk-reduction-policy.pdf>

The **authors**, from the Policy Division of the Department for International Development (DFID), summarize DFID's policy on disaster risk reduction, setting out key elements, good practice examples, and its relative importance in context of humanitarian aid. The Policy Division of the Department for International Development (DFID), a **donor** agency responsible for the delivery of Britain's aid to poor countries, is actively developing new sustainable development policy, as well as applying and disseminating existing knowledge in such policy areas as development effectiveness, governance and social development, growth and investment, and human development. This document, out of the sustainable development team, targets DFID staff and development partners as it provides a detailed description of *good practice* elements of DRR. This document charges that many governments, donors, and international NGOs have not done enough to tackle disaster risks; their argument contends that the reason for this is insurmountable opportunity costs (i.e., the reality of immediate costs versus the unknown realization of longer-term benefits). DFID proposes to bolster its own DRR policy by integrating RR into development policy and planning, supporting like-minded institutions at national and regional levels, and partnering with NGOs and the private sector to reduce developing world vulnerability consistent with the Hyogo Framework. DFID is not an **advocacy** organization per se. The document concludes with a cursory description of different approaches to achieve these notable objectives, including a particular interest in how NGOs can play a more proactive role in both advocacy and innovation for DRR. DFID works regularly within a wide range of **partnerships** including domestic (e.g. Tearfund) and international (e.g. ECHO, UN OCHA).

UK Department for International Development, 2004. Disaster risk reduction: a development concern. Retrieved September 30, 2006 from www.dfid.gov.uk/pubs/files/drr-scoping-study.pdf

The **author**, Department for International Development (DFID), presents a detailed survey of disaster risk reduction and how it relates to international development. The DFID study concludes that **donors** should expand their support for and help to improve the effectiveness of disaster risk reduction work in international and regional organizations and forums. Such organizations include: UN agencies (UNDP-BCPR, Habitat, FAO, WHO and the regional UN Commissions UN-ECLAC, UN-ESCAP and UN-ECA which have taken regional leads in disaster risk reduction issues), the EC (DIPECHO and the Development Directorate), IFRC and ProVention, and other regional organizations such as IGAD and SADC in Africa, CEPREDENAC in Central America, ADPC and ADRC in Asia which strive to develop strategies for addressing disaster risk globally or regionally. **Advocating** disaster risk reduction agenda can also be supported via influencing the policy frameworks of major lending institutions (World Bank, IMF and regional banks). DFID's Institutional Strategy Papers set out strategies for working with multilateral organizations while the Partnership Program Agreements with NGOs provide an important opportunity for bilateral donors to promote the incorporation of disaster risk reduction principles into the implementation of programs and projects that they fund.

ECB

Emergency Capacity Building Project, January 2006. Developments. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **Author** from the Emergency Capacity Building Project provides an update of the ECB DRR project. The author indicates that this project began 2 years ago to improve the speed, quality, and effectiveness of the humanitarian community. ECB is comprised of CARE, CRS, IRC, Mercy Corps, Oxfam GB, Save the Children U.S., and World Vision International. Currently the seven members of the ECB are studying their DRR practices in three pilot study countries: Guatemala, Ethiopia, and Indonesia. Each country's pilot program will be coordinated by a Management Team. ECB is an active participant in the UN's Hyogo Framework.

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ECHO

European Commission on Humanitarian Aid, 2006. Disaster preparedness and prevention (DPP): state of play and strategic orientations for EC policy. Retrieved October 3, 2006 from http://ec.europa.eu/echo/pdf_files/dipecho/dpp_paper.pdf

The European Commission on Humanitarian Aid (ECHO) promotes and coordinates disaster prevention measures by training specialists, strengthening institutions and running pilot micro-projects in developing countries. The authors, staff at ECHO, suspect that climate change may create a major challenge for disaster management and humanitarian assistance. Citing sustainable development as the antidote, EC recognizes the imperative nature of disaster preparedness and prevention (DPP) measures. This paper lays out an EC strategy on DPP to bring coherence to an issue that has otherwise been approached in a piecemeal and ad hoc fashion. This document moves between concepts and terminology, confirming that disaster preparedness results in more cost-effectiveness and more efficient allocation of humanitarian assistance. This document describes ECHO's DPP policy in three approaches: DIPECHO, mainstreaming DPP into ECHO's humanitarian operations, and advocacy. ECHO is not a policy **advocacy** organization per se, but has advocated in the area of development cooperation and external relations to integrate DPP into internal programming and operations. This document indicates that ECHO works to strengthen **partnerships** within the framework of the European Commission services.

European Commission Humanitarian Aid, 2005. The DIPECHO programme: reducing the impact of disasters. Retrieved September 30, 2006 from http://ec.europa.eu/echo/pdf_files/leaflets/dipecho_en.pdf

The authors, staff at ECHO, offer a cursory description of the DIPECHO program and provide several pilot project examples, including one implemented in Tajikistan with the assistance of CARE. ECHO's DIPECHO program, founded in 1996, operates on the premise that information and experience sharing helps to promulgate prevention strategies, enhance response capacities, and mitigate disaster related losses worldwide. DIPECHO largely funds projects actualized at the local level; pilot projects are identified in regional disaster reduction strategies developed by ECHO that may prove to be of interest to international NGOs. Commonplace in-country activities include awareness raising, provision of equipment, early warning systems, and advocacy of disaster risk management in development planning. Although ECHO is not an **advocacy** organization per se, ECHO works in **partnership** with a range of actors, ranging from multilateral institutions to local at-risk communities, to promote preparedness in disaster-prone regions of the developing world. ECHO seeks to integrate its programmatic efforts with regional-based collaboratives (e.g. Asian Disaster Preparedness Center) and the UN-administered ISDR. DIPECHO views its hands-on programs as an effective advocacy tool bringing much needed attention to disaster preparedness, prevention, and mitigation.

GADR

Global Alliance for Disaster Reduction, 2006. Website. Retrieved October 29, 2006 from <http://www.gadr.giees.uncc.edu/>

The Global Alliance for Disaster Reduction (GADR) which is now headquartered at the University of North Carolina Charlotte, under the institutional leadership of the Global Institute for Energy and Environmental Systems (GIEES), has evolved as an epistemic community of more than 1,000 experts on disaster reduction and related aspects of sustainable development, representing regional, national and international organizations and institutions, among which are the United Nations, the World Bank, national and regional environmental and disaster mitigation agencies, institutes and relief organizations. GADR is intended to serve as a catalyst for ongoing national and international projects by providing opportunities for expansion of technical and political capacity, building of multinational networks, convening of forums and conferences, and capacity enhancements for centers of excellence to implement programs to reduce the impacts of disasters. Examples of activities that have provided opportunities for the evolution of GADR as a networking/liaison organization are the ProVention program of the World Bank, the United Nation's International Disaster Reduction Strategy (UN-ISDR), the Public-Private Partnership (PPP-2000), the Project Impact of the U.S. Federal Emergency Management Agency, and the United Nation's International Decade for Disaster Reduction (IDNDR).

GDIN

Global Disaster Information Network, 2006. Website. Retrieved October 29, 2006 from <http://www.gdin.org/>

GDIN is a non-profit association committed to assist disaster managers find the information they need, particularly when other means have failed, to develop unique information sharing procedures that augment the existing system, to foster the development of new disaster information technologies and to foster professional development. GDIN is an active, collaborative association of experts from NGO's, governments, International Organizations, industry and academia, and donor organizations. GDIN helps its members and disaster managers worldwide enhance their capacity to receive and use disaster information, generally through the more effective

IAWG

Inter-Agency Working Group, 2006. Website. Retrieved October 29, 2006 from <http://www.humanitarianinfo.org/iawg-nairobi/>

The Inter-Agency Working Group (IAWG) on Disaster Preparedness provides a forum for international NGOs, the Red Cross, and UN Agencies to enhance regional coordination in order to promote disaster preparedness and respond to emergencies in Central and East Africa. Participation in the IAWG has grown steadily and includes members from over thirty international NGOs, Red Cross and UN agencies. The IAWG comprises a Core Group, which serves as a focal point and steering committee, and four Sub-Working Groups in Logistics; Training; Information Management & Technology (IMT) and Emergency Preparedness & Response (EPR). The IAWG has established a formal link with the Sphere project office in Geneva, and the IAWG will play a lead role in promoting Sphere in the region.

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IFRC

International Federation of Red Cross and Red Crescent Societies, 2005. Annual Report. Retrieved October 4, 2006 from http://www.ifrc.org/publicat/ar/index.asp?navid=09_05

The **Authors**, researchers from International Federation of Red Cross and Red Crescent Societies (IFRC), outline the trajectory of IFRC's humanitarian aid response in 2005. They state that their *World Agenda for Action* will improve their humanitarian aid response in light of the goals set by the UN. The IFRC also intends to increase funding for the International Federation's Disaster Relief Emergency Fund (DREF) and to improve the fund's efficiency by potentially allocating money before the disaster occurs, then having those funds returned if unnecessary. IFRC will also scale up its initiative for shelters based on an invitation from the Inter-Agency Standing Committee and UNERC. Short descriptions are given of IFRC's humanitarian aid projects throughout the world in 2005—for instance, in Central America and the Caribbean, offices began to develop a comprehensive approach to risk reduction and established the Reference Center for Disaster Community Education in Costa Rica and El Salvador. A renewed vision of the Global Agenda was determined at the *Federation of the Future* consultation process. The framework clearly delineates areas of responsibility for National Societies, the Geneva secretariat, and the Governing Board. Most significant in the article is a list of **partnerships** that IFRC has with the following: ECHO, Global Safety Partnership (GRSP), The Sphere Project, Steering Committee for Humanitarian Response (SCHR), ProVention, The Reach Out Project. More research should be done on these partner organizations.

International Federation of Red Cross and Red Crescent Societies, 1999. Strategy 1010. Retrieved October 4, 2006 from <http://www.ifrc.org/who/strategy.asp>

The **Authors**, policy analysts from Federation of Red Cross and Red Crescent Societies (IFRC), outline their objectives up until 2010. Their main strategy for **advocacy** is to focus on what they feel is their niche in the humanitarian aid arena—local response and good networking. Because the Federation has the advantage of regional offices and local connections, along with the mandate, values, emblem, history and reputation, the Authors argue the Federation has a comparative advantage in the field. They will focus on four core areas between 1999-2010: (1) promotion of fundamental principals and humanitarian values (2) disaster response (mobilizing the network to respond, improving speed and effectiveness, building capacity) (3) disaster preparedness (strengthen disaster planning, building response mechanisms, raise community awareness) (4) health and care in the community. The Federation notes that it would like to strengthen **partnerships** with the UN and World Bank and regional development banks.

International Federation of the Red Cross, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** (Antony Spalton, senior officer at the Disaster Preparedness and Response Department) indicates that DRR is a core mandate and global strategy with disaster management planning and programs occurring in 163 countries (member National Societies). There is no single **advocacy** strategy, although there is increasing effort to package DRR under a community resilience banner. IFRC works very closely within the UN ISDR framework to influence the emerging system, as well as individual donors (e.g. SIDA, DFID, SDC, DIPECHO) but with a more diverse advocacy agenda. IFRC works at all levels (e.g. community to UN) on DRR, but not in an advocacy role per se. They have partnered with several UK NGOs via the BOND Group to advance initiatives related to DRR. IFRC hosts the ProVention Consortium and works closely with DMI (Manila) and ADPC (Bangkok) on research for DRR.

IIRR

International Institute of Rural Reconstruction, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** (Rusty Binas, Director of the Latin America Regional Center) indicates that IIRR has focused on vulnerability reduction and capacity building. In particular, IIRR has been advancing community managed DRR in Asia, Africa, and Latin America, where communities are central players, owners, and active participant in their own risk reduction as opposed to approaches where communities are mere beneficiaries or spectators. IIRR is not involved in direct or targeted **advocacy**, but does offer a training course (Facilitating Community Managed Disaster Risk Reduction) to bolster the existing expertise of development partners. IIRR has received funding from Lutheran World Relief and Cordaid (Netherlands) to initiate on-the-ground projects.

IRC

International Rescue Committee, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** (Alan Manski, Senior Emergency Response Team Coordinator) indicates that IRC works internally on disaster preparedness, but provides relatively no information concerning advocacy strategies and content, partnerships and alliances, and targets of DRR-related work and **advocacy**. The survey response indicates that Gerry Martone (Emergency Response Director, Gerald@their.org) may be a better resource to address these issues.

LWR

Lutheran World Relief Website, 2006. Retrieved October 5, 2006 from <http://www.lwr.org/emergencies/index.asp>

LWR responds on the basis of need during emergencies. They work through local partner agencies whenever possible and coordinate activities with other faith-based relief agencies, through Action by Churches Together. Although LWR sometimes incorporates disaster mitigation into their efforts through quake-resistant construction, etc., they are mostly a disaster response organization. One LWR program specifically works on sustainable development, focusing only on rural development. This program works hand-in-hand with their Conflict Resolution Program. Also, LWR implements aspects of DRR into other programs through their efforts in environmental awareness and long term

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development, but there is no organized DRR movement. Their current advocacy agenda does not include DRR, however, they do have fairly broad and thorough advocacy capabilities at the US government level.

Mercy Corps

Mercy Corps, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** (Susan Romanski, Global Emergency Operations Officer) reveals that Mercy Corps is engaged in DRR in the context of more traditional, community based projects and stakeholder training. There is no strategic owner of DRR within Mercy Corps; also there is some motion to formalize risk reduction within the emergency unit. Mercy Corps does not appear to play a role in advocacy with major donors or multilateral institutions; however, Mercy Corps receives funding from DIPECHO (ECHO) for related work.

Merlin

Merlin, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** (Dominique Porteaud, Merlin UK) indicates that Merlin does not play an active role in DRR on the ground or with respect to advocacy. However, there is an interest expressed to develop a clear strategy and integrate said strategy into program-wide efforts. Merlin is a member of the BOND Group (UK).

ODI

Overseas Development Institute, September 2005. Diversity in Donorship: The Changing Landscape of Official Humanitarian Aid, Humanitarian Policy Group Research Report. Retrieved October 3, 2006 from <http://www.odi.org.uk/hpg/NGOs.html>

The **Authors**, researchers at the Overseas Development Institute (ODI) analyzed a broad cross-section of non-DAC (Development Assistance Committee) donors from three major regions—Central Europe, Asia, and the Gulf. Through approximately 150 interviews with key officials from donor governments, the study identifies major trends in terms of non-DAC donor contributions to humanitarian aid. They believe in an expanded role for **partnerships** and find that non-DAC contributions are increasing and now constitute between 1-12 percent of all humanitarian aid given. The study also suggests that DAC (only lists DAC contributions) reporting and ODI sources (voluntary reporting) does not capture the gamut of non-DAC contributions. While current DAC contributions are mostly bilateral or through the Red Cross/ Red Crescent societies, there is a call for international organizations and the UN to build partnerships with these non-DAC donors. ODI is pushing reforms to include non-DAC donors. While non-DAC donors constitute a small percentage of aid now, there might be opportunities in the future to include them.

Twigg, John, 2004. Disaster risk reduction: mitigation and preparedness in development and emergency programming. Good Practice Review. Humanitarian Practice Network, Overseas Development Institute. Retrieved October 1, 2006 from <http://www.odihpn.org>

ODI, Britain's leading independent think-tank on international development and humanitarian issues, commissioned this near 300 page operational report on DRR to promote cross-pollination within the Humanitarian Practice Network (HPN). The HPN is administered by ODI's Humanitarian Policy Division and aims to improve the performance of humanitarian action by contributing to individual and institutional learning via information exchange. Of particular relevance, this document discusses the opportunities and challenges presented by complex partnerships and networking, in particular NGOs advocating across bilateral and multilateral donors. Although chapter 12 delves into mechanisms to influence donor strategies and priorities, this document does not address particular advocacy approaches or partnerships.

Oxfam

Oxfam International, October 24, 2005. Predictable Funding for Humanitarian Emergencies: A Challenge to Donors. Retrieved October 3, 2006 from http://www.oxfam.org.uk/what_we_do/issues/conflict_disasters/bn_cerf.htm

The **Authors**, researchers from Oxfam International find that the current response to humanitarian emergencies by the UN's Central Emergency Revolving Fund (CERF) could be substantially improved by increased funding and efficiency. They suggest that the immediacy of humanitarian aid is a critical factor in effectiveness. Therefore, the Authors propose to increase the CERF pot to \$1 billion every year. Beyond this, the speed at which the CERF is allocated needs to increase and should be within 72 hours of a disaster. This fund should be managed by the UN Emergency Relief Coordinator (ERC) who should report to the UN Secretary General. Further, an independent advisory board, including representatives from non-OECD donors should oversee the fund. Finally, the Authors assert that the CERF typically focuses on high profile media events, overlooking many crisis in Africa to some degree. These improvements, plus tackling humanitarian emergencies from the outside by fighting poverty and working to improve fragile states will enhance the current CERF. This report addressing humanitarian emergencies under the **partnership** umbrella of the UN seems to simplify the issues by stating that **advocating** for increased funding, efficiency, and prevention are the keys to responding to humanitarian emergencies.

OxfamAmerica Website, 2006. Retrieved October 7, 2006 from http://www.oxfamamerica.org/whatwedo/our_approach/addressing_emergencies/lasting_change

Oxfam USA is a major player in disaster relief, but not a leader in DRR. They have a three pronged approach to disasters which includes contingency plans in more than 120 countries. They work through local partners to help communities secure radio access, ID evacuation routes and prepare them to implement their own solutions. Their approach does not include many sustainable development aspects of DRR, however. Oxfam also has an advocacy network established either through their eCommunity online advocacy group or through their Big Noise Campaign, however, neither offer any advocacy tools on DRR. Clearly, Oxfam does have global partnerships and the ability to effectively advocate on many levels as well as the initiative to increase their advocacy efforts, but DRR does not seem to be a priority right now.

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Oxfam, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 7, 2006 from <http://www.ecbproject.org/publications/ECB3/Agency%20Responses/DRR%20Survey%20Response%20Oxfam.pdf>

This is an ECB Survey of Oxfam on DRR. Oxfam currently has 53 Programs with 218 Projects that they can effectively call DRR. They are in a phase of transitioning DRR into more existing development programs. They already carry out advocacy work at either a country level – eg Kenya, Tajikistan, Nicaragua, Vietnam, Zambia - and at municipal and local level – eg Peru, Bolivia. Oxfam also has begun to include DRR in their advocacy work in the UK. They have yet to do much policy and advocacy work at the UN level. Oxfam also recently contributed to the International Development Select Committee Inquiry on Humanitarian Response to Natural Disasters and is involved with Sphere. They partner with Kings College in London and other universities for DRR research. In addition to the above stated partnerships and alliances, Oxfam works within countries with various NGOs on DRR and is increasingly partnering with governments on the issue.

PHREE-WAY

PHREE-WAY, 2006. Direct Contact with Coordinator.

Partnership for Humanitarian and Risk Reduction Expansion (PHREE-Way) seeks to significantly strengthen the capabilities of under-resourced professionals and practitioners in at-risk areas. PHREE-WAY **advocates** to expand education and strengthen capacity for DRR and humanitarian action toward sustainable development. **Vehicles** for advocacy included training and conferences. Other priorities include (1) human capacity (2) information systems (3) community risk management, and standards-setting and accountability. PHREE-WAY's members are nongovernmental organizations, research and training support agencies, as well as universities. Founding **members** include: CARE, World Vision, Mercy Corps, Center for Humanitarian Cooperation, LINGOS, Australian National University, University of Cape Town, Georgia Institute of Technology, University of Indonesia, Kobe University, Moi University, Monterey Institute of Technology, Tata Institute for Social Sciences, and the University of Washington. The initial **steering group** for PHREE-WAY includes CARE, World Vision, University of Cape Town, University of Washington, and the Center for Humanitarian Cooperation.

Plan

Plan UK, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 6, 2006 from <http://www.ecbproject.org/publications/ECB3/Agency%20Responses/DRR%20Survey%20Response%20Plan%20UK.pdf>

Plan UK is very involved in DRR. They are implementing DRR in 62 country offices and have received funding for their work through a new DFID grant. They are active in advocacy in the UK, US, and Finland through campaigns to raise awareness and promote policy work. Their advocacy efforts at the national level always refer back to education and children. They are working with DIPECHO, CEDA, UNDP, ActionAid, Tearfund, Practical Action and UN ISDR on the issue. They had little representation at the Kobe Conference.

Practical Action

Practical Action, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 6, 2006 from

<http://www.ecbproject.org/publications/ECB3/Agency%20Responses/DRR%20Survey%20Response%20Practical%20Action.pdf>

Practical Action has vulnerability reduction as one of its core aims, and DRR is one component of this strategy. They acknowledge DRR as current terminology, but prefer to use sustainable development as umbrella term. Currently, Practical Action is partnering with DFID-CHF on a five year DRR project that focuses on the roles and linkages between vulnerable communities, district and national level government institutions, and humanitarian agencies in regards to disaster preparedness and mitigation. One aim of the DFID-CHF project is to influence policy makers at all levels involved in disaster management and development planning to adopt a livelihood-centered approach to disaster risk management. PA also has a DIPECHO funded project. Alliances have been established with ActionAid, Tearfund, PLAN International, UN ISDR, Christian Aid, British Red Cross and the BOND DRR group. PA has local and regional links in Bangladesh (DERG, Duryog Nivaran), Peru (CAPRADE), Zimbabwe (ZIMVAC, PELUM), and the Asian Disaster Preparedness Centre.

ProVention

ProVention Consortium, 2005. Working in partnership to build safer communities and reduce disaster risk. Annual report. Retrieved October 1, 2006 from http://www.proventionconsortium.org/themes/default/pdfs/ProVention_annual_report05.pdf

The **author** organization, ProVention participates in the global disaster reduction effort by linking key actors and resources and providing a forum for policy dialogue, partnership opportunities and joint initiatives. ProVention identifies four main objectives: Forging partnerships, promoting policy, improving practice, and sharing knowledge. The consortium aims to mainstream risk reduction through adapting existing developmental practices and urban emergency plans to include risk reduction while partnering with international financial institutions. Improved data analysis and application is pursued by developing risk and vulnerability assessment and analysis tools through CRED and the global framework for risk information. In order to carry out its task of bridging diverse organizations, the consortium maps **advocacy and partnership** interactions between the following: NGO's (ActionAid International, All India Disaster Mitigation Institute, Catholic Relief Services, Centre for Disaster Preparedness, Earth 3000, ENDA Tiers Monde, GeoHazards International, International Council of Voluntary Agencies, NGO VOICE, Novafrica, and Tearfund), Donor governments (Canadian International Development Agency, Department for International Development, United Kingdom, Royal Ministry of Foreign Affairs, Norway, Swedish International Development Agency, Swiss Agency for Development and Cooperation), International financial institutions (Interpolis Re, Munich Re and Munich Re Foundation, Swiss Re, World Economic Forum Disaster Resource Network), international and regional organizations, universities and research centers, and the private sector.

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Red Cross

British Red Cross, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The survey participant from the British Red Cross (BRCS) provides information on their current DRR strategy. The British Red Cross sees its volunteer base and local, regional and global exposure as their major strength towards building effective disaster response structures. In partnership with BRCS, International Federation and co-funded by DFID, Red Cross and Red Crescent National Societies are involved in major disaster management programs in Southern Africa South Asia. Along with the International Red Cross Federation, BRCS lists as DRR donors: the EU (co-funding towards the Bangladesh Red Crescent Cyclone Preparedness Program together with the German and Swedish Red Cross), and DFID (Global Disaster Reduction Program). BRCS conducts advocacy through the BOND Disasters and Risk Reduction Group targeting DFID DRR policy.

Red Cross USA, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 2, 2006 From

<http://www.ecbproject.org/publications/ECB3/Agency%20Responses/DRR%20Survey%20Response%20Red%20Cross%20USA.pdf>

This is an ECB project survey of the Red Cross USA on DRR. Red Cross USA indicated limited technical DRR work and have only recently adopted this terminology in their work. Most of their DRR efforts have occurred in areas affected by Hurricane Mitch. Red Cross USA specified that they are primarily a domestic service delivery agency and answer this questionnaire as it relates to their international support programs. They are doing very little as far as advocacy or policy shaping with DRR at this time; their focus is more on emergency response. They have very few partnerships, their primary one being the IFRC. They also mention being somewhat active with the IASC, ProVention, and Fritz.

Red Cross USA Website, 2006. Retrieved October 2, 2006 From http://www.redcross.org/services/intl/0.1082.0_323_00.html

The Red Cross USA is highly organized in disaster preparedness and relief. Their domestic focus is on individual and local preparedness measures and most of the support they ask for from the public is financial. They do advocate extensively with staff, a grassroots, and a grassroots movement. DRR is not mentioned in any of their advocacy literature; however, disaster mitigation clearly is on the Red Cross agenda. Their emergency response activities focus on relief supply distribution, water and sanitation services, family linking, and programs to create more resilient communities with decreased dependence on external relief assistance. The most significant partnership Red Cross USA has is with the other Red Crescent/Red Cross societies worldwide. Domestic DRR partners were not named.

Risk Red

Risk Red Direct, 2006. Direct Contact

Risk Red advocacy focuses on the distribution of high quality educational materials, including better databases (the DREAM Project). Vehicles for advocacy include website, databases, and training. Risk Red Advocates to USAID, DFID, SDC, ECHO, and IFIs, including World Bank, and ProVention Consortium.

Risk Red, Spring 2006. Risk Red Report: Risk Reduction Education for Disasters, Vol. 1., Issue 1. Retrieved October 25, 2006 from <http://www.unisdr.org/eng/task%20force/working%20groups/knowledge-education/docs/RR-Report-V1N1.pdf>

The Author, Risk Red, seeks to increase the effectiveness and impact of disaster risk reduction education. They plan to do this by advocating for education within DRR. Risk Red seeks to increase the effectiveness and impact of DRR by bridging the gaps between idea and audience, expert and local practitioner knowledge, content and design, and research and application. This publication notes that Risk Red will collaborate with others to develop and distribute its educational tools, but does not list specific donors that it focuses its advocacy toward.

Risk Red, 2006. Annexure: Terms of Reference for and Education and Disaster Risk Consultant. Retrieved October 25, 2006 from <http://www.crid.or.cr/digitalizacion/pdf/eng/doc16510/doc16510-c.pdf>

The Author, Risk Red, adds this at the end of their policy to increase education on disaster risk. This publication reiterates Risk Red's goal of advocating for more education in the DRR field. This article also indicates that Risk Red structures its advocacy toward donors and partnerships among DFID, UN, UN ISDR, IFRC, Council of Europe, ProVention, and ActionAid.

Save the Children

Save the Children UK, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 2, 2006 from

<http://www.ecbproject.org/publications/ECB3/Agency%20Responses/DRR%20Survey%20Response%20Save%20the%20Children%20UK.pdf>

The term DRR (as defined in the Disaster Reduction Terminology of the UN International Strategy for Disaster Reduction) has been adopted by Save the Children and their work on it is explicitly located within the Hyogo Framework of Action. Their DRR work has largely taken place in the South Asian Sub-Continent and in Latin America. Their two most successful DRR projects are: The Save the Children Community Based Risk Management Program with children as leaders and activists in Cuba (completed in 2005) and Child Participation in Community-Based Disaster Risks Management in Vietnam. Most of their current programs are taking place in tsunami affected areas. Save the Children has engaged in advocacy at a national level leading to changes in policy and practices in a number of Andean countries and in Honduras, where the governments have incorporated child protection into their disaster management emergencies response mechanisms. (In Cuba the government has committed itself to replicate the model with children's participation throughout the country.) Save the Children sees advocacy as being integral to its DRR program from objective 3 of the Framework of Action which is to: Support the establishment and development of improved national systems for disaster risk management and reduction within the Hyogo Framework of Action and UN international disaster reduction strategy so that they draw on local experience and are sensitive and responsive to local need and realities. Save the Children UK has

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research links with the Asian Disaster Preparedness Centre (and their Program for Disaster Reduction in South East Asia) and the All India Disaster Mitigation Institute.

Survey from Save the Children USA, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** from Save the Children USA provides information on their current DRR strategy. Save the Children USA has no specific DRR department and does not seem well linked to other organizations or to be linked well to the UN's approach. DRR is actually not a specific department at Save USA, but it is most closely associated with their Emergency and protection unit. Within this office, it would fall under food security. Therefore, Save USA's main **advocacy** position is food security. They also assert that "awareness raising," and "pastoral livelihoods," most recently in Ethiopia are current advocacy initiatives. The **donors** that they are trying to effect is limited. They get most of their money from unrestricted funds, USAID ("just isn't there yet with the funding because they tend to go with the hard asset stuff," and the Bill Gates Foundation. Right now, Save USA is doing DRR internally, but they are developing a model for partners and to mainstream their efforts. They will also require more funding to dedicate a full-time staff member to linking to the ECB DRR network.

SDC

Swiss Agency for Development and Cooperation, nd. Retrieved October 6, 2006 from <http://www.sdc.admin.ch/index.php?navID=22903&langID=1&userhash=7eae445dca8d8663ff8ed38f9302b3bc>

The SDC is working to reduce catastrophes through its bilateral programs and cooperation with various partners. The SDC's bilateral cooperation activities in disaster prevention centers include programs in Central and South America, Turkey, Central Asia and the South Caucasus. This kind of cooperation is directed mainly at capacity building, i.e. at the exchange of knowledge, know-how and experiences in defending against risks and in risk and catastrophe management. Conferring with all players, including the people directly affected, the observance of sustainability principles and international solidarity and cooperation are part of the integrated approach. The SDC has committed itself multilaterally by supporting various organizations. The United Nations' International Strategy for Disaster Reduction (ISDR) is the engine of disaster reduction activities and early on received special attention. Switzerland also leads "Friends of ISDR." The SDC also supports the International Federation of Red Cross and Red Crescent Societies (IFRC), the UNDP, the ProVention Consortium, OCHA, UNDAC, INSARAG and various regional institutions. Further, SDC lists the following as their partner organizations: CRED, Munich Re, Swiss Re, USGS, UNEP, Reliefweb, ADRC and PLANAT.

Tearfund

Tearfund, 2003. Natural Disaster Risk Reduction: the policy and practice of selected institutional donors. Retrieved October 1, 2006 from <http://www.tearfund.org/webdocs/Website/Campaigning/Policy%20and%20research/Natural%20Disaster%20Risk%20Reduction%20research.pdf>

The **authors** from Tearfund's policy division queried a suite of different bilateral and multilateral donors regarding current policy and strategies concerning DRR. The authors express concern that risk reduction remains a low priority on the collective radar of donors. This report documents the primary impediments that prevent donors from mainstreaming DRR initiatives; several measures are suggested to facilitate a more preventative culture or mindset in donor operations. The document presents pertinent data on the risk reduction staffing levels and funding in nine major aid institutions. This document does not discuss **advocacy** measures and or particular **partnerships**, but the donor organizations surveyed likely represent the target audience of Tearfund's advocacy efforts: CIDA, ECHO, IADB, SIDA, SDC, DFID, USAID OFDA, UNDP, and WB.

Tearfund, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** from Tearfund provide information on their current DRR strategy. DRR is a top priority. Strong support team and a focus for the agency. Tearfund **Advocacy** priorities focuses on working with Christian organizations and looking for the most high risk countries (they developed a ranking system with ActionAid) and in cooperation with UN and World Bank). They receive donations mostly from a strong, private support base, but want to effect other **donors** such as: ISDR – very active at Kobe, 5 people; running fringe activities as well as participating in the main seminars, Donor governments (EU) paper on mainstreaming (Sarah Latrobe handling), DFID – pushing to get them to develop their DRR policy (which they have), Integral Christian alliance – US agencies within that: World Concern, World relief. The Analyst notes that it was more difficult to promote DRR at CARE (analyst's previous job).

Tearfund, 2004. Before Disaster Strikes: Why thousands are dying needlessly each year in preventable disasters. Retrieved October 1, 2006 from <http://www.tearfund.org/webdocs/Website/Campaigning/beforedisasterstrikes.pdf>

The **authors**, analysts from Tearfund's Policy and Research wing, stress that new thinking and action (i.e. money and expertise) is required by the international aid community to prevent unnecessary risk of loss of life to disasters. Tearfund links poor disaster preparedness to the dramatic impact of the increasing frequency of disasters and the perpetuation of poverty trap. The document cites a multitude of examples on how donors and NGOs can help communities prepare for disaster. Tearfund research indicates that donor institutions are generally aware of the urgent need to fund disaster risk reduction, but struggle to do so because many in the development sector do not fully understand the concept and practice of DRR (lack of understanding), unclear roles in development and relief work with respect to the responsibilities of prevention (lack of ownership), and intense competition between DRR and other pressing development concerns (competition). Tearfund **advocacy** recommends several steps to address this urgent imperative including: 1) implementing agreements of the WSSD, 2) incorporating DRR into every policy decision and program proposal, and 3) developing practical tools and training aids for development professionals. This document delivers Tearfund's perspective on DRR advocacy, but does not reveal particular **partnerships** or its exact methods for interacting with donor countries and international NGOs.

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UN DAW

UN DAW, 2002. Mainstreaming Gender Perspectives in Environmental Management and Mitigation of Natural Disasters. Retrieved October 10, 2006 from <http://www.un.org/womenwatch/daw/documents/Natdisas.html>

Carolyn Hannan, the director of the Division for the Advancement of Women at the United Nations, authored this paper and presented it in January of 2002 at a conference on the disproportionate impact of natural disasters on women. Hannan details the role gender plays or should play in disaster mitigation and recovery and makes numerous recommendations to a very general audience of aid organizations, including civil societies, governments, the UN and all groups engaged in development or humanitarian relief programs. She advocates: 1) Policies, strategies and methodologies that are based on the consultative and participatory processes which include all stakeholders, 2) move beyond the focus of women as victims to an approach that recognizes the contributions and potentials of both sexes, 3) compile research in a form which is useful to policymakers and administrators, 4) identify additional research areas based on participatory processes where men and women are involved in identifying vulnerabilities and remedies, 5) further research on the linkages between gender, environmental management, and DRR and the policy implications of this knowledge, 6) develop generic guidelines on the types of gender-specific questions which should be raised and how these need to be adapted to different locales, and 7) make sex-disaggregated data obligatory in all areas of work in natural disasters.

UN DAW/ ISDR, 2001. Risk Management: an alternative perspective in gender analysis. Retrieved October 10, 2006 from From: http://www.un.org/womenwatch/daw/csw/env_manage/documents/EP7-2001Nov06.pdf

This article was prepared by Nora Sequeira for a meeting of the United Nations Division for the Advancement of Women in November 2001. The paper presents a different approach to looking at disasters with a gender lens. The author focuses on the role that the numerous small-scale disasters play in the ever-increasing devastation of natural hazards. It focuses on the local, frequent, small-scale disasters that occur and perpetuate gender relationships that increase vulnerability to the large scale disasters that are more widely publicized. She conceptualizes these larger disasters as unresolved development problems and primarily advocates local action to mitigate disasters. She encourages local education, local policymaking, information sharing at all levels and disaggregating disaster data by sex, widespread dissemination of the varying ways the sexes prepare and cope with disasters, and adjusting larger federal disaster management systems to account for gender in the disaster management process. Sequeira does not mention partnering organizations, but does include governments, NGOs, civil societies, and other Disaster Risk Reduction actors in her advocacy measures.

UNDP

United Nations Development Program, 2004. Reducing Disaster Risk: A Challenge for Development. Retrieved October 17, 2006 from http://www.undp.org/bcpr/whats_new/rdr_english.pdf

Staff from the UN Development Program surveys the current nexus of human development and disaster risk, addressing the dichotomy that disasters and development may pose bi-directional risks. The document advocates the collection and dissemination of best practice and policy as a means to mainstream DRR. The authors describe an ideal climate of cooperation between governments, civil societies, and the private sector in forming practices and policies to address risk. UNDP recognizes that packaging and mainstreaming DRR with development policy is the key challenge, but that DRR must be a central element to enhance development policy and invoke an integrated and collaborative approach between players. This approach may require decentralized DRR planning strategies that empower local communities and the most vulnerable in those communities (often women).

UNGA

United Nations General Assembly, 2006. Implementation of the International Strategy for Disaster Reduction. Report of the Secretary-General. Sixty-first Session. Retrieved October 1, 2006 from <http://daccessdds.un.org/doc/UNDOC/GEN/N06/460/59/PDF/N0646059.pdf>

This report from the Secretary-General, consistent with the Hyogo Framework for Action, calls for substantial improvements in capacity to spearhead, coordinate, implement, and advocate DRR activities and requests the cooperation of national and local capacities and innovative support from international and regional organizations to achieve this end. This paper provides a brief overview of the Hyogo Framework and then focuses on the present state of various DRR priorities at national, regional, and international levels. The document does not address advocacy or international partnerships per se, but does emphasize several new areas requiring policy change: women's needs, concerns, contributions in DRR initiatives, underlying causes of vulnerability (e.g. unplanned settlement, rapid urbanization, poor land-use practices), and science and technology forcing to reduce disaster costs.

UN ISDR

United Nations, 2006. Global Survey of Early Warning Systems: An Assessment of capacities, gaps and opportunities towards building a comprehensive global early warning system for all natural hazards. Retrieved October 1, 2006 from <http://www.unisdr.org/ppew/info-resources/ewc3/Global-Survey-of-Early-Warning-Systems.pdf>

An effective people-centered early warning system must integrate four elements: (i) a knowledge of the risks faced; (ii) a technical monitoring and warning service; (iii) the dissemination of meaningful warnings to those at risk; and (iv) public awareness and preparedness to act. This report notes significant progress in developing the knowledge and technical tools required to assess risks and to generate and communicate predictions and warnings, particularly as a result of growing scientific understanding and the use of modern information and communication technologies. Early warning system technologies are now available for almost all types of hazards and are in operation in at least some parts of the world. The survey concludes that there are many gaps and shortcomings and that the achievement on each of the above four components of effective early warning systems is mixed. Even where the capability exists to reliably generate and issue warnings, the other three components are too often absent or weak, with dissemination and preparedness to act often being the weakest. Root causes appear to be inadequate political commitment, weak coordination among the various actors, and lack of public awareness and public participation in the development and operation of early warning systems. However, there are great capacities and strengths already available upon which a truly effective global comprehensive early warning system can be built as a network of systems, drawing on the expertise and technical capacities of

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the different hazard fields and the knowledge and insight of relevant social and economic fields. The study points to addressing shortcomings through the following five main recommendations:

- Develop a globally comprehensive early warning system, rooted in existing early warning systems and capacities
- Build national people-centered early warning systems
- Fill the main gaps in global early warning capacities
- Strengthen the scientific and data foundations for early warning
- Develop the institutional foundations for a global early warning system

UN ISDR, 2004. Living With Risk: A Global Review of Disaster Reduction Initiatives. Retrieved October 10, 2006 from http://www.unisdr.org/eng/about_isdr/bd-lwr-2004-eng.htm

The Inter-Agency Secretariat of the International Strategy for Disaster Reduction authored this in-depth analysis that brings to light the urgent need for action to be taken in disaster risk reduction, the people who are doing it, and the steps that need to be taken in building sustainable societies in an increasingly disaster-prone world. The paper is an expansion of the original 2001 document and is intended for people interested and practitioners in disaster risk management and sustainable development. It provides guidance, policy orientation, and a body of reference to further the study of the subject. The advocacy focus includes: 1) Risk identification and assessment, 2) The necessary DRR framework that includes international, national, regional and most importantly local action, 3) Information Sharing, 4) Education, 5) Research needs, 6) Public awareness, 7) Environmental management, including land-use measures and construction requirements, 8) Early warning systems and 9) Financial tools for the implementation of these measures. The paper identifies the major players in every advocacy area as well as in every region in the world currently dealing with DRR. It provides case studies for each region and topic as well. In addition, it identifies the partnerships between the major players and provides the names and locations of the databases that are currently in place. It also makes suggestions on more efficient information-sharing methods and emphasizes the role this will play moving forward.

UN International Strategy for Disaster Reduction, 2005. Hyogo Framework for Action 2005-2015 Building the Resilience of Nations and Communities to Disasters. Retrieved September 30, 2006 from <http://www.unisdr.org/eng/hfa/docs/Hyogo-framework-for-action-english.pdf>

The Hyogo world conference on disaster reduction provides the framework for building more disaster resilient communities over the period of 2005-2015. The document identifies the following five key areas and their related subcomponents as specific gaps and challenges associated with the Yokohama strategy for disaster prevention:

- A. Governance: organizational, legal and policy frameworks
 - i. Strengthening national institutional and legislative frameworks.
 - ii. Developing resources for risk management policies and programs.
 - iii. Promoting community participation.
- B. Risk identification, assessment, monitoring and early warning
 - i. Strengthening national and local risk assessments.
 - ii. Establishing institutional and community capacities for effective early warning.
 - iii. Developing capacities for effective data collection and hazard analysis.
- b. Cooperation for analyzing regional and emerging risks.
- C. Knowledge management and education
 - i. Strengthening mechanisms for information management and exchange.
 - ii. Promoting risk reduction in school and community education.
 - iii. Research on cost-benefit analysis for risk reduction.
 - iv. Public awareness to engage media and community interest.
- D. Reducing underlying risk factors
 - i. Integrating environmental and natural resource management with risk reduction.
 - ii. Strengthening safety-nets by improving social and economic development practices.
 - iii. Incorporating risk management into land-use planning and other measures.
- E. Preparedness for effective response and recovery.
 - i. Strengthening institutional capacities and learning.
 - ii. Strengthening contingency and preparedness planning.
 - iii. Promoting community participation.

UN ISDR, 2006. Resolution Adopted by the General Assembly: 60/196 International Strategy for Disaster Reduction. Retrieved October 10, 2006 from http://www.unisdr.org/eng/about_isdr/basic_docs/GA-resolution/a-res-60-196-eng.pdf

This resolution was authored by members of the UN General Assembly to outline their Disaster Risk Reduction approach as of March 2006. The article recognizes international partnerships that have produced guiding frameworks such as the Johannesburg Declaration on Sustainable Development, the Hyogo Declaration and the Hyogo Framework for Action 2005–2015, and the Yokohama Strategy for a Safer World. The resolution is advocating for regional and international cooperation in addressing the increasing number of natural hazards, for strengthening capacity-building in the most vulnerable regions to enable them to address the socio-economic factors that increase vulnerability, for developing measures that will enable LDC's to prepare for and cope with natural disasters, and for effective assistance from the international community to developing countries.

UN ISDR, 2004. Resolution Adopted by the General Assembly: 58/214 International Strategy for Disaster Reduction. Retrieved October 10, 2006 from <http://www.unisdr.org/wcdr/back-docs/docs/a-res-58-214-eng.pdf>

This resolution was authored by members of the UN General Assembly to outline a course of action for further addressing Disaster Risk Reduction. It acknowledges several partnerships and collaborations that have been helpful and that will continue to provide assistance in the ongoing process including: The Commission on Sustainable Development, The Ministerial Declaration of the Ministerial Conference of the Third World Water Forum, New Partnership for Africa's Development, the Yokohama Strategy and its Plan of Action, and the Johannesburg Plan of Implementation. It is advocating for a gender perspective to DRR, for additional early warning systems, and for forums such as the World Conference World Conference on Disaster Reduction in 2005. These are designed to foster specialized discussions, produce concrete changes, and to share best practices and increase awareness.

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UN OCHA

UN OCHA, March 2006. Current Reform of the Humanitarian Response System. Retrieved October 10, 2006 from <http://www.ocha-eth.org/Home/Cluster/HRB.06.03.06.doc>

This review was commissioned by the Emergency Relief Coordinator in 2005 to identify the factors that have hindered the speed or effectiveness of humanitarian response. This assessment, by four independent consultants, used numerous methods to assess the capacities of UN Humanitarian Agencies, NGO's, the IFRC and other key actors. The study identified numerous needs in this area for reform, including accountability, consistency in measuring, matching preparedness with politics and financing, and interoperability within all the key players. In order to make these improvements, the review panel advocated for a cluster approach to DRR. It identified nine cluster groups and a lead organization (or two) for each cluster. There are global clusters as well as country level clusters and the IASC has agreed to apply this approach to all new major disasters with flexibility and as appropriate. Existing disaster programs may or may not implement the cluster approach. In addition, the consultants advocated for expansion of the Central Emergency Response Fund to ensure predictable, timely and sufficient funding as well as ensure the ongoing replenishment of these funds. The paper envisages an Emergency Relief Fund at the country level as well.

UN OSE

UN OSE, nd. Key Initiatives by the Special Envoy and His Office. Retrieved November 17, 2006 from http://www.tsunamispecialenvoy.org/pdf/OSE_Key_Initiatives.pdf

UN OSE initiatives focus on the following: Keeping the focus on tsunami recovery, Promoting coordination of stakeholders, Reaching out to NGOs, Reviewing challenges facing NGOs, Promoting transparency and accountability, "Building back better," and Advancing disaster risk reduction.

USAID

USAID OFDA, 2005. Annual Report. Retrieved October 15, 2006 from http://www.usaid.gov/our_work/humanitarian_assistance/disaster_assistance/publications/annual_reports/pdf/AR2005.pdf

The **author** of this report DFDA is part of USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA). OFDA is organized into three division., under the management of the Office of the Director. The Disaster Response and Mitigation (DRM) Division is responsible for coordinating the provision of relief supplies and humanitarian assistance. The operations (OPG) division develops and manages logistical, operational, and technical support for field offices and disaster response, including Disaster Assistance Response Teams (DARTs), Response Management Teams (RMTs), and Search and Rescue Teams (DARTs). The Program Support (PS) division provides programmatic and administrative support, including budget and financial services, procurement planning, contracts, and grants administration, information technology, communication, training, mapping, and information services. DFDA's mandate is to save lives, alleviate human suffering, and reduce the economic impact of disasters. OFDA has primary responsibility in response to disasters in foreign countries. OFDA carries out this mandate in coordination with the affected country, other US Government agencies and offices, other donor governments, international organization, the UN relief agencies, NGOs, and public voluntary organizations. Other US **Government Offices that OFDA works with** in its own bureau include the Office of Food for Peace (FFP), the Office of Transition Initiatives (OTI), and the Office of Conflict Management and Mitigation (CMM) in response to large-scale disasters. OFDA has invested in a number of programs in **partnership** with the U.S. Geological Survey (USGS), the Pan American Health Organization (PAHO), the Asian Disaster Preparedness Center (ADPC), and other offices within USAID. The **majority of OFDA funding** goes to NGOs, but a **sizable portion of funding** is awarded to U.N. agencies and other international organizations.

USAID Grant Specialist Barbara Hicks, 2006. Direct contact.

In 2005, USAID's top 10 NGO players by the amount they were funded were: (1) CRS (2) Save the Children U.S. (3) Mercy Corps (4) Int'l Rescue Committee (5) Int'l Medical Corps (6) Cooperative Housing Foundation (CHF) (7) CARE (8) World Vision (9) ACTED (10) PACT.

US State

U.S. Department of State Website, 2006. Retrieved November 1, 2006 from <http://www.state.gov/g/prm/>

Both the **Office of the Coordinator for Reconstruction and Stabilization (State/CRS)** and the **Bureau of Population Refugees, and Migration (State/PRM)** play a role in disaster risk. PRM provides multilateral grants to international relief organizations in response to refugee emergency appeals. U.S. refugee policy is based on the premise that the care of refugees and other conflict victims and the pursuit of permanent solutions for refugee crises are shared international responsibilities. Accordingly, most overseas assistance funds will be contributed to programs administered by international organizations. When required to address specific assistance needs and objectives, PRM also may support programs of non-governmental organizations that carry out relief services overseas—many in conjunction with the programs of international organizations. PRM's funding actions represent those finalized with international and non-governmental organizations. Reflecting the best humanitarian traditions of the American people, the U.S. Government funds protection and life-sustaining relief for millions of refugees and victims of conflict around the globe. The United States also admits tens of thousands of refugees annually for permanent resettlement. PRM administers and monitors U.S. contributions to international and non-governmental organizations to assist and protect refugees abroad. In overseeing admissions of refugees to the United States for permanent resettlement, the Bureau works closely with the Immigration and Naturalization Service, the Department of Health and Human Services, and various state and private voluntary agencies. **Advocacy** includes legal, education, economic/vocational as espoused in <http://www.state.gov/g/prm/rls/2006/68116.htm>. PRM **donates** to International organizations, multilateral organizations such as UNHCR and UNWRA, and NGOs such as IFRC. **Vehicles** for advocacy include website.

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Water Aid

Water Aid, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** from Water Aid, provided information on Water Aid's current DRR strategy. There is no real department specific to DRR because they focus on access to water. Their **advocacy** revolves around ensuring that poor communities have sustainable access to safe, adequate, and appropriate water and sanitation facilities. Most of their funding comes from unrestricted donations, and there are no real institutional **donors** that they are trying to effect. They are potentially interested in a more coordinated approach to DRR in the future, but would likely focus on water in regard to rehabilitation and development, instead of immediate disaster response.

World Bank

World Bank, 2006. Gender and Post-Disaster Reconstruction: The Case of Hurricane Mitch in Honduras and Nicaragua. Retrieved October 5, 2006 from <http://gdnonline.org/resources/reviewdraft.doc>

This paper, prepared by Patricia Delaney, Elizabeth Shrader, and the LCSPG/LAC Gender Team for the World Bank presents an analysis of the role that gender played in the Hurricane Mitch disaster. It analyzes the ways in which the invisibility of gender made the disaster worse for many populations and presents a more comprehensive approach to all phases of disaster management in the future. The group advocates for the implementation of the following recommendations across the World Bank programs as well as across the various governments and civil society programs: 1) Generate and analyze more data on disasters and where possible disaggregate it by sex, 2) Implement pilot projects on gender in disaster, 3) Support capacity-building about gender and disasters at the World Bank and all levels of government, 4) Adapt methodological tools (such as the SCAT or Interaction's Field Checklist) to meet the information needs of disaster managers, 5) create policy instruments and develop indicators to measure progress and incentives to reinforce policies, 6) Increase the democratic participation in disaster and development planning, 7) promote partnerships with civil society, NGOs, Governments and the World Bank, 8) Apply vulnerability reduction which includes a gender analysis in all regular development planning, and 9) Seize the momentum of a disaster to address disaster mitigation in the short-term.

World Vision

World Vision, 2006. Response to Oxfam and Inter-Agency Working Group / Emergency Capacity Building (ECB) Survey. Retrieved October 5, 2006 from http://www.ecbproject.org/publications_3.htm

The **survey participant** from World Vision, provided information on World Vision's current DRR strategy. Currently, DRR in World vision falls under a different name—Humanitarian and Emergency Affairs (but recently renamed Emergency Response and Disaster Management) and the Advocacy and Transnational Development. There is no real **advocacy** for DRR at this point because it is in transition. They would like to develop an advocacy stance and David Westwood (Latin America region) could provide some insight. Their main funding comes from unrestricted/private from the sponsorship of children, so they do little to try to effect institutional **donors**.