Module 4

Foundations for HDP collaboration on DRR

-with a Focus on Underlying Factors and Pre-existing Vulnerabilities

This module is part of the learning package on the Checklist: Scaling up disaster risk reduction in humanitarian action, the whole of which can be accessed here: https://www.undrr.org/publication/scaling-disaster-risk-reduction-humanitarian-action
Learning Objectives

By the end of this module, participants should be able to:

1. Identify and draw upon on good HDP collaboration practices to reduce disaster risk

2. Appreciate the importance of DRR initiatives in mitigating underlying risk factors/pre-existing vulnerabilities

3. Identify the underlying risk factors/ pre-existing vulnerabilities on which H-D-P actors focus – and collaborate

4. Identify the cross-sectoral impacts that underlying risk factors have generated in their country
Module 4.A.
The Checklist on Scaling up DRR in Humanitarian Action: Other Opportunities for DRR Collaboration

Checklist, pages 9-12, also offers recommendations for:

1. Advancing DRR across H-D-P collaboration contexts
2. Enabling a principled, equitable, gender-responsive and human rights-based approach to DRR
3. Adopting a conflict-sensitive approach to DRR
4. Reducing risk at the local level
Advancing DRR across HDP collaboration contexts, e.g.:

• Develop country-level training modules on systemic risk analysis

• Overlay risk analysis with development programme coverage to reveal where to adjust humanitarian plans and development frameworks

• Ensure DRR and preparedness targets, actions are included in Multi-Year Response Plans and in **Collective Outcomes**

* **Collective Outcome**: A concrete, measurable result that humanitarian, development and other relevant actors aim to achieve jointly over a period of 3-5 years to reduce people’s needs, risks and vulnerabilities and increase their resilience.
Collaborating around “Collective Outcomes”

The main challenges:

- **Separation** of humanitarian, development, human rights and peace and security action; **lack of attention** to risk-informed programming, prevention and risk management

Solutions:

- Building on **comparative advantages** of humanitarian, peace and security, development, and human rights interventions; collaborating around **collective outcomes**

Aligning humanitarian, development and peace- and security-related activities around **collective outcomes** can provide a potent accelerator for achieving the SDGs by **reducing need, vulnerability and risk**

**Click for more on collective outcomes:**
Collective Outcomes...

Grand Bargain urged humanitarian actors to perform joint multi-hazard risk and vulnerability analysis with national/regional/local actors to achieve shared vision for outcomes. 7 priority countries are doing so - with several efforts related to DRR, e.g.,

**Mauritania:**
Institutions and communities contribute to sustainable management of natural resources, and to anticipate/respond to crises and to the effects of climate change

**Burkina Faso:**
Climate-induced hazards: Reduce # of HHs vulnerable to climate shocks to < 1%; increase # of institutions with DRR capacity by 50%

**Somalia:**
Durable solutions: Risk and vulnerability reduced and resilience of IDPs, refugee returnees, host communities strengthened to reach durable solutions for 100,000 displaced HHs by 2022
A Principled, equitable, gender-responsive, HR-based approach to DRR, e.g.:

- Develop country-level training modules on inclusive, gender-responsive DRR
- Disaggregate and analyse risk/disaster data by features of marginalization: e.g., age, gender, socio-economic status, disability, sexual orientation, migration or displacement status
- Seek input from human rights experts to help embed HR principles in DRR legislation, preparedness, resilience-building efforts
A Conflict-sensitive approach to DRR, e.g.:

- Develop country-level training modules on programming DRR in conflict
- Consider capacities when analysing risk clarify - how a community/society has changed/adapted to conflict pressures
DRR Actions *Outside* the Humanitarian Programme Cycle

Reducing risk at the local level, e.g.:

- Map capacities of local stakeholders with knowledge, abilities to reach communities, and enhance their leadership around DRR (*religious groups*, *CSOs*, *youth orgs*, *orgs of persons with disabilities*, *women’s rights groups*, *women-led orgs*)

- Integrate Nature-based Solutions into action plans to reduce risk, increase community resilience

- Engage perspectives/knowledge of women and their leadership to mitigate impact, reach local communities and families
In which context(s) have you worked on developing collective outcomes for DRR?
In the process, did you work jointly with colleagues from a different part of the H-D-P than your own?
Why or why not?
Thinking about Vulnerabilities: A Collaboration Opportunity
**Humanitarian Actor Functions**

**In general,** humanitarian actors tend to:

1. Plan deliveries of relief outputs to address short term needs
2. Prepare contingency plans, stockpiles, emergency funds, standby agreements
3. Build stakeholder response capacities; promote readiness at all levels
4. Assess humanitarian needs, impacts on vulnerabilities and capacities
5. Mobilize/provide humanitarian assistance when crises strike

**Development Actor Functions**

**In general,** development actors tend to:

1. Plan programmatic actions to address long term needs
2. Prepare development plans, financing, long-term vendor agreements
3. Build capacities of officials; promote economic growth at all levels
4. Assess programme impacts on local vulnerabilities and capacities
5. Mobilize/provide multi-year financing of development programmes

Where is the clear meeting ground here?
Focus on Vulnerabilities: A Bridge between Humanitarian & Development Efforts?

**Humanitarian Actors’ Views:**

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“...we continue providing humanitarian relief...based on their vulnerabilities and needs.”

“WASH Programmes should be based on needs assessment that identifies the needs, vulnerabilities and capacities.”

“Vulnerability is shaped by personal and environmental factors [which] can: be multiple, intersect, entrench, exacerbate risks of harm.”

“...humanitarian action encompasses interventions addressing underlying risks and causes of vulnerability...”

“Analysis and study of the vulnerability of populations is a core responsibility and function of WFP”

**Development Actors’ Views:**

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“AfDB sought to contribute to the objectives of the Green Climate by catalysing impact... [and] addressing vulnerability.

“...the importance of identifying exposure to economic shocks and building resilience to vulnerabilities is strongly recognized.”

“...small-scale, coastal fisheries underpinning food and livelihoods...have a moderate to high vulnerability to climate change...”

“The World Bank uses its advisory services ...to raise clients’ awareness of their vulnerability to disasters and of opportunities for DRR...”

“Development priorities, policies, investments can increase vulnerability, exposure and risks, or build capacities, opportunities and resilience.”
Vulnerabilities...

“...will be used to identify main response objectives and select the most appropriate response options”*

* from: 2021 HPC: Joint Intersectoral Analysis Framework (JIAF), page 32.
HDP collaboration: An opportunity to...

- identify main risk drivers and underlying factors to set priorities and make strategic decisions about collective outcomes

- understand interlinkages - how sectoral needs and factors compound each other

- inform decisions by answering: *What collective actions could help prevent occurrence of needs or mitigate risks?*
Risk drivers

Processes or conditions, often development-related, that influence level of disaster risk by increasing (or decreasing*) levels of exposure and vulnerability or by reducing (or increasing*) local capacities

Negative drivers:
- severe under-development, poverty, economic, social deprivation
- fragile state institutions, lack of essential services or access to justice
- insecurity, conflict, HR violations, war crimes
- inequality, injustice, lack of democratic space, social tensions, violence
- excessive population growth, overuse of local resources
- food production deficits, recurrent lean seasons
- environmental degradation
- climate change

Positive drivers:
- peace or reconciliation processes
- positive political changes
- remittances

*Both positive and negative drivers are possible...
### Underlying Factors (or pre-existing vulnerabilities)*

Factors commonly influencing humanitarian outcomes, according to JIAF

<table>
<thead>
<tr>
<th>Availability</th>
<th>Access</th>
<th>Quality</th>
<th>Use</th>
<th>Awareness</th>
</tr>
</thead>
<tbody>
<tr>
<td>Production</td>
<td>Physical</td>
<td>Human Resources</td>
<td>Knowledge</td>
<td>Message</td>
</tr>
<tr>
<td>Trade</td>
<td>Financial</td>
<td>Safety</td>
<td>Attitude</td>
<td>Channel</td>
</tr>
<tr>
<td>Stock</td>
<td>Security</td>
<td>Reliability</td>
<td>Practice</td>
<td>Frequency</td>
</tr>
<tr>
<td>Transfer</td>
<td>Social discrimination</td>
<td>Diversity</td>
<td>Dignity</td>
<td></td>
</tr>
</tbody>
</table>

Note the similarity to the 3 pillars,Availability, Access and Utilization (here: Use), of the WFP and FAO Food Security frameworks, and the pillar, Stability (here: Reliability), the 4th pillar of FAO’s framework.

* See: JIAF Annex 4: List and definitions of underlying factors
### Actions to Mitigate Negative Underlying Factors

The following health risk factors were noted in a country’s 2021 HNO. What collective actions would you propose to help prevent reoccurrence of needs or mitigate risks?

<table>
<thead>
<tr>
<th>Underlying Risk Factors</th>
<th>Proposed Actions?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Healthcare facilities struggled to accommodate COVID-19 admissions, noting lack of beds and ventilators in ICUs, and lack of space in isolation/quarantine centers.</td>
<td>Short term?</td>
</tr>
<tr>
<td>Shifting resources to COVID-19 led to cessation of routine health services at many facilities. Patients with other needs were unable to receive adequate treatment.</td>
<td></td>
</tr>
<tr>
<td>Services for pregnant women and lactating mothers, already minimal, were further reduced. Planned measles and polio vaccination campaigns were postponed, increasing risks for 15 million children.</td>
<td>Longer-term?</td>
</tr>
<tr>
<td>Where healthcare facilities were available, lack of water, health workers, and PPE undermined their functionality.</td>
<td></td>
</tr>
<tr>
<td>Restrictions on movement due to insecurity had a serious impact on the availability of medical supplies.</td>
<td></td>
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</tbody>
</table>
Module 4.B.
Exercise: Mapping Underlying Factors *(Pre-existing Vulnerabilities)* and Proposing Actions

*Four step brainstorming exercise:*

1. List hazards likely to affect a selected area of your country (5 minutes)

2. Identify the underlying factors (or *pre-existing vulnerabilities*) that could lead to disaster impacts in the selected area should one or more of those hazards strike (10 minutes)

3. List the short-term humanitarian responses that would likely be needed as a result of those impacts (10 minutes)

4. Identify potential DRR actions that could address those factors/pre-existing vulnerabilities (15 minutes)

*Be prepared to report to plenary the underlying factors and the DRR actions you identify (#2 and #4).*
Tools to enhance your learning...

The JIAF Guidance supports the 2021 Humanitarian Programme Cycle (HPC) and helps build on the ‘Enhanced HPC Approach’ This document intends to inform, support and guide the work of experts, tasked by country teams (or a similarly empowered entity) to produce a joint intersectoral needs analysis in support of the HPC. It assists country teams with the identification of inter-linkages between various drivers, underlying and contributing factors, sectors and humanitarian conditions for their consideration in preparing their HNOs and subsequent HRPs.

OECD’s resilience systems analysis framework can help decision-makers translate an understanding of risk into coordinated policies and programmes that build resilience at all layers of society.

Interagency partners published an addendum HNO and HRP guidance called, “Analyzing risks and determining the most likely evolution of the humanitarian situation.” The guidance outlines key steps for analysing risks when developing an HNO. The analytical outputs should help to plan for the most likely scenario in the foreseeable future and inform the response analysis and targeting steps in the HRP. This note complements the HPC step-by-step guidance and HNO annotated template (Chapter II) and is based on a review of existing practice and policy.

Risk-informed development: from crisis to resilience: Risk-informed development is a risk-based decision process that enables development to become more sustainable and resilient. It pushes development decision-makers to understand and acknowledge that all development choices involve the creation of uncertain risks, as well as opportunities.
The **UN Common Guidance on Helping Build Resilient Societies** offers UN Teams a shared conceptual clarity on what resilience-building is and how to integrate a resilience lens through a suite of practical steps in their core analysis and programming processes such as the Common Country Analyses, the UN Sustainable Development Cooperation Frameworks, Humanitarian Response Plans, Refugee Response Plans, and Integrated Strategic Frameworks, among others.

The UNDRR **Guidance on Integrating Disaster Risk Reduction and Climate Change Adaptation in the UN Sustainable Development Cooperation Framework** helps United Nations Resident Coordinator Offices (UNRCOs) and United Nations Country Teams (UNCTs) in formulating and implementing Cooperation Frameworks that support countries, communities and people in using climate and disaster risk management approaches to build disaster resilience. It outlines the impacts of climate and disaster risks on progress towards achieving the Sustainable Development Goals (SDGs) and suggests appropriate actions for each phase in the UN Sustainable Development Cooperation Framework lifecycle to make them risk-informed.
Wrap-up

1. HDP collaboration on DRR should aim to build on the comparative advantages of each actor’s interventions

2. Collaboration should try to identify collective outcomes – that is, concrete, measurable results that HDP actors will aim to achieve jointly over a period of 3-5 years to reduce people’s needs, risks and vulnerabilities, and increase their resilience

3. DRR initiatives aim to mitigate the underlying risk factors and pre-existing vulnerabilities on which most HDP actors commonly focus

4. In focusing on underlying risk factors, HDP actors should aim to identify the cross-sectoral impacts that such factors can generate