

FROM NATIONAL FRAMEWORKS TO LOCAL ACTION: IMPLEMENTING THE HYOGO FRAMEWORK FOR ACTION



Report on National Mechanisms Workshop 4.1.4

Introduction

The Hyogo Framework for Action places great emphasis on community participation and the need to integrate gender in all aspects of effective disaster risk reduction— noting that vulnerable groups and high risk communities must be engaged in the design and implementation of plans and activities. Community experiences from hazard prone areas around the world have demonstrated that Community Based Organizations (CBOs) are key actors in disaster reduction. Their efforts have improved development outcomes and increased the capacities of high risk communities to cope with disasters. To concretize the innovation and value addition communities bring to disaster risk reduction, this working group analyzed locally focused, community-based risk reduction strategies, tracked emerging good practices and the range of actors who are initiating and implementing them. Case study presentations and facilitated discussions identified effective actions undertaken by grassroots leaders of disaster-prone poor communities—in Peru, Jamaica, India and Malawi—and the local and national government officials with whom they have collaborated to reduce community vulnerabilities and promote resilience.

Presentations

Each panel of presenters comprised of a community leader, an NGO staff person and a local or national government representative. This was the only workshop in the Global Platform in which community leaders represented themselves.

Peru



Olga Ramirez presenting, Marilu Sanchez and Mayor of Ventanilla seated

Omar Marcos Arteaga, Mayor of Ventanilla (on the outskirts of Lima, Peru) highlighted the benefits of working in partnership with communities and NGOs. An example of the low-cost construction technologies developed with informal settlements was presented by Marilu Sanchez of the NGO Estrategia. Based on this program, Ventanilla municipality is planning to launch a low-income housing programme this August. This tripartite partnership for low cost secure housing for poor

neighbourhoods has the potential to be replicated at the national level.

Olga Ramirez of Mujeres Unidas Para un Pueblo Mejor, which represents women from 70 highly disaster prone towns around Lima explained that community members have been trained in earthquake safe construction since 1990 by Estrategia and now have a group of community leaders who can train others. She emphasized that communities have knowledge and skills to reduce risk in their communities and they need partners to recognize the contributions of women, raise resources that enable women to work in partnership with local authorities to use their construction skills. In her own words, "We have capacities to fight, work and get things done if we have the resources. We know what is coming with climate change and natural disasters. But we can help our children and families survive and be resilient."

PRESENTATIONS:

CCD, India

http://www.preventionweb.net/globalplatform/first-session/docs/Workshops/4_1_4_From_National_Frameworks_to_Local_Action/India.pdf

CRDC, Jamaica

http://www.preventionweb.net/globalplatform/first-session/docs/Workshops/4_1_4_From_National_Frameworks_to_Local_Action/Jamaica.pdf

Peru

http://www.preventionweb.net/globalplatform/first-session/docs/Workshops/4_1_4_From_National_Frameworks_to_Local_Action/Peru.pdf

Video:

http://www.preventionweb.net/globalplatform/first-session/docs/Workshops/4_1_4_From_National_Frameworks_to_Local_Action/malawigovtngopartnership/casestudy.wmv

India

V.C. Nadarajan of the Covenant Center for Development in Tamil Nadu described the strategies used to restore, upgrade and diversify livelihoods of fishing communities, farmers and craftspersons while conserving the natural resource base in tsunami hit areas. Today CCD supports five federations of coastal livelihoods groups which cover 10,000 families – and indirectly impact the livelihoods of 250,000 families.

Manimekalai, an award-winning village council leader, shared her own experience as village council president



Marcia Christian, CRDC Jamaica and Manimekalai, CCD, India

and tsunami survivor with accessing entitlements for her community in Nagapattinam district and the thousands of tsunami survivors. Following the tsunami she organized women into a fish-vendors federation in spite of resistance from men. Already this federation has saved over **\$50,000,000 (check if this number is right)** and repaid loans worth millions, contradicting the post-tsunami climate in which communities were being showered with grants.

Prema Gopalan, director of Swayam Shikshan Prayog drew attention to mechanisms for up-scaling lessons emerging from community experience, including national and state level workshops in which community leaders directly conveyed their assessments of risk reduction and post-tsunami recovery processes and utilizing resource teams of community innovators to scale up and transfer effective practice.

Finally, Dr. Dhar Chakrabarti¹ from the Government of India complemented these presentations by emphasizing the importance of building on community coping strategies. He pointed out that the Government is not romanticizing community initiatives, and that communities need government support to institutionalize and scale up their work. This is what the Disaster Risk Management programme of the Government of India has attempted to do. However in the second phase of this DRM programme implementers are faced with the challenges of building convergence and ensuring community ownership in order to sustain and ensure the quality of the programme.

Jamaica Construction Resource and Development Center is the only NGO in Jamaica to



Carmen Griffiths, Marcia Christian and Franklyn MacDonald (Jamaican Panel)

train women in safe, low-cost, hurricane resistant construction. Carmen Griffiths of CRDC summarized the many years of experience this organization has in developing large scale campaigns to educate communities on low cost hurricane-safe roofing techniques. Marcia Christian, a community leader, presented the community risk mapping processes that she is leading in St Thomas. CRDC is using a triangulation process to verify information in the community maps.

Franklin MacDonald, member of the National Climate Change Committee said that "communities have much more knowledge of how to cope (with disaster) than the Public Works Departments" and that professionals are now beginning to learn from these. Mr. MacDonald pointed out that in recognition of its pioneering work in promoting community friendly technologies and community based DRR strategies CRDC had been invited by the Government of Jamaica to join the National Climate Change Committee.

¹ Executive Director, National Institute for Disaster Management. Govt of India

In addition to the three country panel presentations, Ms. Diana Rubiano, co-chair of the working group session and Head of the Direction for Prevention and Attention to Emergencies of Bogotá, highlighted the experience of her municipality and the importance of effective decentralization and devolution of roles and resources related to DRR.

Additionally, Tearfund screened a short film from its Malawi DRR programme depicting the Government/NGO partnership which includes national level participation linking government policies into district level practises, and demonstrates the capacity of the local community to reduce flood risk.

Group Discussions

Group discussions following the three country panel presentations allowed participants to share additional experience on community led strategies and innovations and discuss recommendations for moving forward. Discussions focused on the need to strengthen, sustain and scale up community led DRR efforts while maintaining the quality of work and countering dependency. There was a consensus on the need to scale up community-led strategies with the support of local and national government. However, participants also recognized the challenges of sustaining quality, effectiveness and dynamic community involvement and ownership.

Existing policies and programmes do not adequately value the efforts of women and their communities in coping with disasters. Nor do they build on lessons learned from community actions to cope with disasters. Participants agreed that education on DRR is not a one way process in which communities are educated by outsiders, but should be a process that builds on the knowledge and skills of communities.

Also emerging from the discussions was the need for DRR to go beyond emergency response and preparedness. The entire development process must be addressed comprehensively if DRR strategies are to succeed.

Conclusions and action points agreed upon by participants

Following the discussions participants agreed to submit these four action points to the plenary. Carmen Griffiths presented these at the plenary session of the second day of the Global Platform.

i. Designate Funds

Establish a global financing mechanism to provide direct support to hazard prone, at-risk, poor communities and their local authorities to demonstrate and scale up DRR strategies and enable their active participation in realizing the Hyogo Framework for Action.

ii. Engage Local Community Innovators as Technical Experts in Risk and Vulnerability Reduction

Establish community-to-community exchange and networking mechanisms and technical assistance protocols that enable community experts to train and transfer their knowledge and skills. Transferring bottom-up sustainable livelihoods,

safe/affordable construction methods, asset protection, food security, community wide information sharing and mobilization approaches will capacitate CBOs to partner with local authorities and take ownership of the HFA.

iii. Establish Measurable Targets for Community Participation and Local Action in Reducing Risks

Declare and commit 20% all global/national DRR resources for community based implementation and monitoring initiatives in 2008 and that by 2013 the share will have increased to 30% of global and national DRR investment.

iv. Promote Local Partnerships

Establish local partnerships among community based organizations and local governments that inform regional, national and global efforts to implement the HFA.