



Briefing

When disasters and conflict collide

Facts and figures

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Cover photo: A woman from the National Union of Eritrean Women holding a Kalashnikov machine gun stands in front of a wall with a mural of female fighters, Barentu, Eritrea (2000). Stefan Boness/Panos

Executive Summary

The international community has a funding blind spot when it comes to Disaster Risk Reduction (DRR) in fragile and conflict affected states, despite these countries having the greatest need. Billions in humanitarian aid spent responding to natural hazard-related disasters ('disasters') in these difficult contexts are routinely wiped out by recurrent events. As climate change intensifies risks from natural hazards, DRR – the practice of reducing, preparing for and managing the impacts of disasters – must be made an urgent priority in these countries if the world is to deliver the Sustainable Development Goals (SDGs).

The World Humanitarian Summit 2016 marks the start of a process of reform that presents an opportunity for governments and funders to redress the neglect of DRR funding in fragile and conflict affected states. 58% of disaster deaths take place in the top 30 fragile states, yet DRR funding in these countries remains woefully low. For every \$100 of emergency aid spent after a disaster, just \$1.30 is spent on DRR before. In the Democratic Republic of Congo, this falls to 5 cents – and only 3 cents in Zimbabwe.

Climate finance could go some way towards bridging the DRR funding gap in fragile states because of various overlaps – from risk analyses and early warning systems to contingency planning and communication infrastructure. This presents only part of the solution; not all natural hazards are climate related and fragile and conflict affected states receive just 12% of multilateral finance for climate adaptation and mitigation. This is despite the fact that such states are among the worst affected by climate change because of their poor ability to adapt.

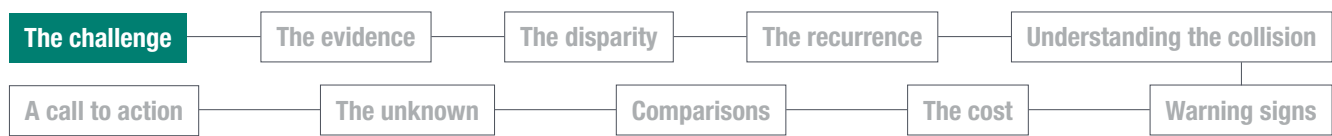
Funders tend to neglect DRR in fragile and conflict affected states as it is seen as too challenging. Poor infrastructure, misaligned political incentives, inadequate funds, low capacity, staff security issues, and the risk of insecurity distorting programme delivery are chief concerns. New ways of working on DRR should factor in challenges related to state legitimacy and human rights, refugees and internally displaced people, and extreme poverty and violence. We therefore need to gain a better understanding of the interplay between disasters, conflict and fragility through research and pilot initiatives.

Fragile and conflict affected states are the furthest from achieving the SDGs and present the hardest challenge in delivering the 2030 Agenda for Sustainable Development. Ending poverty for good will only be possible if all countries are equipped to deal with disasters. Both political and financial backing is needed. They can be mobilised through specialist policy frameworks that address these unique challenges, and new systems that deliver and manage funds and DRR programmes.

Key recommendations:

- **The World Humanitarian Summit should recognise the need for DRR in fragile and conflict affected states.** Governments, UN agencies, NGOs and funders should formally commit to achieving the Sendai Framework for Disaster Risk Reduction (UNISDR, 2015) in difficult contexts.
- **Reporting against UN global goals and targets should include DRR indicators with special reference to progress in difficult contexts.** The effectiveness of DRR interventions, including in relation to geographical distribution, equality and conflict sensitivity should be assessed down to the sub-national level.
- **Existing DRR methods should be adapted, or new tools developed, to better suit difficult contexts.** This includes the integration of conflict sensitive approaches to DRR to help ensure interventions are contextually relevant and do not unintentionally cause harm.

- **DRR programmes in fragile and conflict affected contexts should include a learning component.** Experts in knowledge and learning generation can identify what does and does not work to inform future decisions, reflecting the reality that some degree of failure is normal for programmes in difficult contexts.
- **A typology of DRR actions across different situations of conflict and fragility should be produced.** Access to detailed case studies would provide an organising framework for practical recommendations on DRR across a diverse range of situations.
- **Regular sharing of data, experiences, and new technologies is needed.** The development, humanitarian, and peace and security communities should work together to build a complete picture of what makes for effective DRR action in difficult contexts, from the local to international level.
- **The latest evidence on DRR in fragile and conflict affected contexts should be showcased at major international convening spaces,** including the 2016 Global Platform for Disaster Risk Reduction in Mexico, and through preparatory material, such as the Global Assessment Report (or future equivalent).
- **Senior advisors to donors should build a politically relevant case to shift spending to before disasters strike.** Donors contributing post-disaster humanitarian aid, particularly in contexts where crises occur in consecutive years, should be made aware that more can be achieved by investing in DRR.
- **Climate finance institutions should adjust their eligibility criteria to support greater access and use of climate funds in challenging operating contexts.** Pilot initiatives should be established to test the viability and impact of a shift in the geography of disbursement.
- **DRR donors should diversify their portfolios to include fragile and conflict affected states.** The Global Facility for Disaster Reduction and Recovery and Government of Japan have made progress in this area by supporting DRR in Afghanistan. Other funders should be encouraged to follow suit.



When disasters and conflict collide

The evidence presented in this report challenges the status quo. It calls into question international aid spending's neglect of Disaster Risk Reduction (DRR) in areas affected by conflict and fragility.¹ DRR represents the actions required to help states and societies reduce, prepare for and manage natural hazard-related disasters ('disasters'), such as floods, earthquakes and drought. Without DRR, lives and livelihoods are lost. There is a knock-on effect: disasters set back progress made in economic development and sustainable poverty reduction.

Those people wanting to help states and societies become resilient to disasters have long overlooked the challenge of doing this in some of the most difficult working environments – fragile and conflict affected states. DRR is typically considered a lesser priority or too difficult to enact, with ambitions for securing peace taking precedence. Identifying and sustaining DRR initiatives can be problematic: violence and insecurity complicate operations and can endanger staff and inequitable resource distribution can distort programme delivery. In addition, limited state infrastructure and governments' low willingness to engage present disincentives for the DRR community.

Isolated examples challenge this pattern. In Afghanistan, the Global Facility for Disaster Reduction and Recovery and Government of Japan are supporting the Afghan National Management Authority to develop a national framework for disaster risk management (World Bank, 2015). In a separate initiative in Kandahar, Tearfund helped develop community disaster action plans (Harris et al., 2013).

These programmes have not been without challenges. Contexts affected by fragility and conflict typically lack effective, efficient and equitable DRR policy architecture, financial systems and implementation. This has deadly consequences. Over the past 10 years, we witnessed a number of high impact disasters in fragile or conflict affected countries, in terms of people affected or killed. For humanitarian responders, the visibility of disasters in difficult contexts has increased. However, impetus for change among DRR policy makers and practitioners has not followed suit. It should.

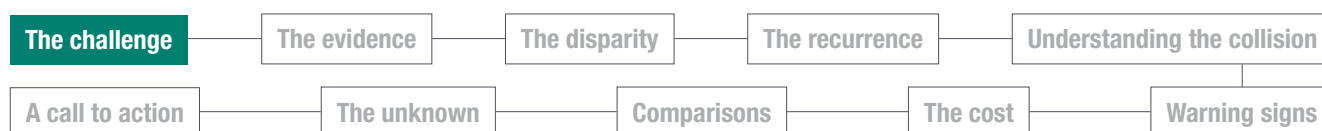
Achieving the 2015/2016 international policy goals and targets will only be possible if we support states and societies affected by fragility and conflict to also manage disasters. This is necessary for the attainment of sustainable poverty reduction and economic progress. It is also the right thing to do.

Harris, K., Keen, D. and Mitchell, T. (2013) When disasters and conflict collide. London: ODI.

World Bank. (2015) Laying the building blocks of resilience in Afghanistan. Feature story. 21st December 2015. Accessed: <http://www.worldbank.org/en/news/feature/2015/12/21/laying-the-building-blocks-of-resilience-in-afghanistan>

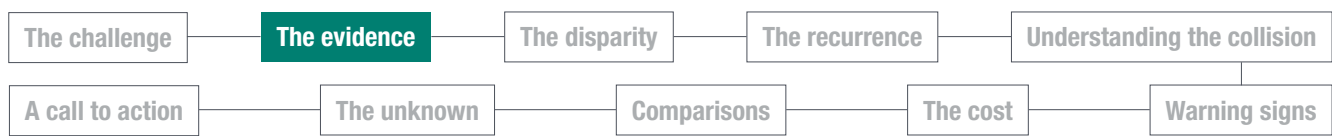
¹ The definition and classification of fragile and conflict affected states is much debated. Initial research included an exploration of the current conflict/fragility indices, their relative strengths and limitations.

The Fragile States Index is a continuum, so the authors have selected its top 30 countries for selected years (specific details are noted on each page). Data is available for 2005-2014. The Fragile States Index is a composite index combining measures of: demographic pressures, refugees and IDPs, group grievance, human flight, uneven economic development, economic decline, state legitimacy, public services, human rights and rule of law, security apparatus, factionalised elites, and external interventions. Available for download: <http://ffp.statesindex.org/>



Below is a summary of this report's findings, outlining what must change and why:

- **The challenge:** In order to build the resilience of the most vulnerable individuals and communities to disasters, more must be done to incentivise DRR in fragile and conflict affected states.
- **The evidence:** This is necessary because most deaths from disasters occur in fragile and conflict affected states.
- **The disparity:** Though the same countries rank highly on indices of a) fragile and conflict affected states, b) disaster impacts and c) as recipients of humanitarian assistance, they do not feature as recipients of financial assistance for DRR.
- **The recurrence:** Given that multiple disasters occur in fragile and conflict affected states, many every year, the neglect of DRR assistance is surprising.
- **Understanding the collision:** Exploring how vulnerabilities interact is critical to understanding the relationship between disasters, conflict and fragility, and the ability of state and society to manage risk effectively.
- **Warning signs:** Throughout the lifetime of the Sustainable Development Goals (SDGs) (United Nations, 2015) there will be an increased prevalence of climate extremes and disasters, with knock-on impacts on poverty reduction.
- **The cost:** Each year, significant volumes of international humanitarian assistance are spent on responding to disasters in fragile and conflict affected states.
- **Comparisons:** Despite the evident need, little funding for DRR goes to fragile and conflict affected states.
- **The unknown:** Climate finance presents an opportunity to bridge the shortfall of DRR finance in fragile and conflict affected states. However, early signs suggest investment flow is not directed this way.
- **A call to action:** Fragile and conflict affected states must be prioritised for DRR funding if the world is to deliver the 2030 Agenda for Sustainable Development (United Nations, 2015). Importantly, this is an essential agenda if the suite of 2015-2016 international agreements are to be achieved by 2030.

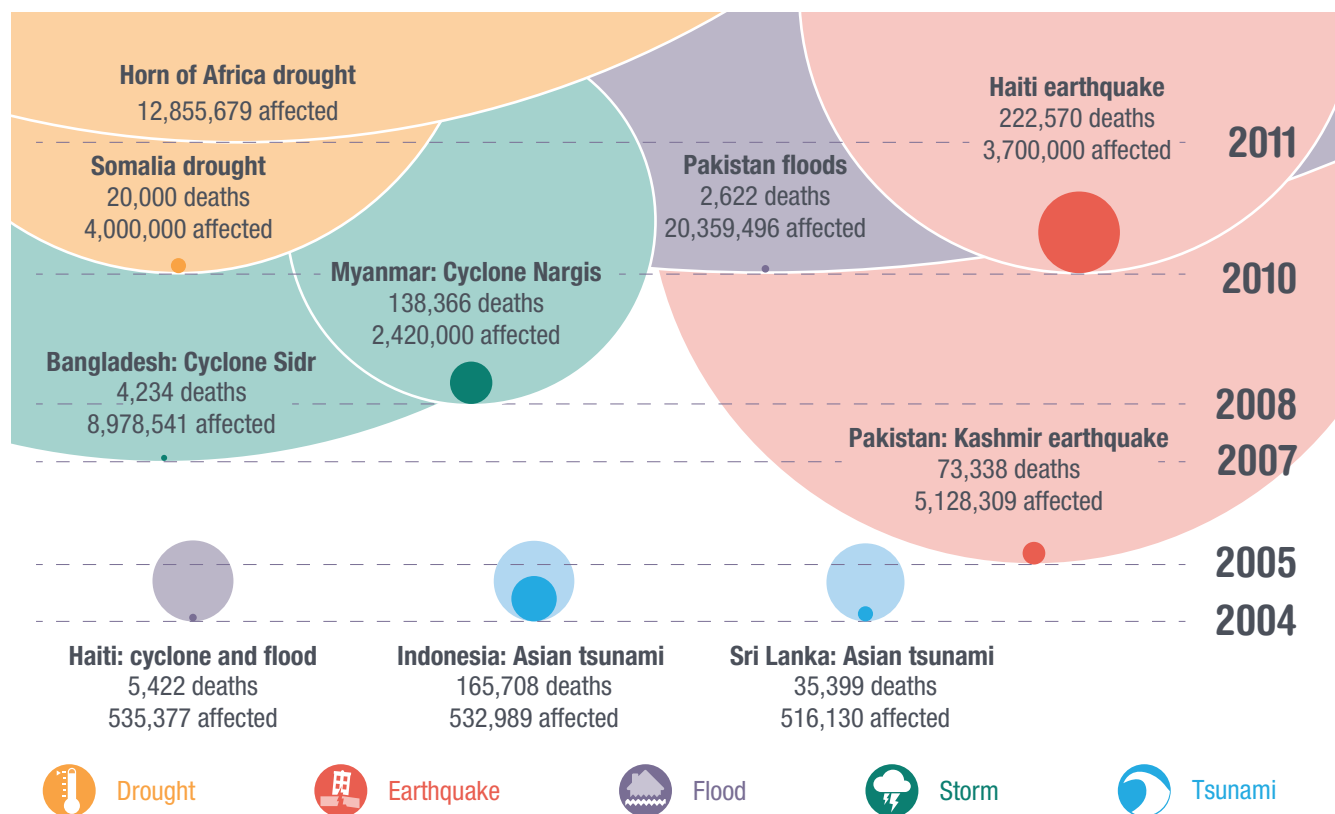


Most deaths from disasters occur in fragile and conflict affected states

At the international level, positive trends indicating a reduction in global disaster deaths, as a percentage of the total population annually (Bahadur and Simonet, 2015), are often attributed to progress in DRR. Such trends have turned attention away from statistics of disaster deaths to a focus on numbers of people affected and on vulnerability to disasters. Unfortunately the figures remain high – on all accounts – in fragile and conflict affected states.

The timeline below shows disaster events that are among the top 50 globally in terms of number of people killed and that have occurred in fragile countries (in this case, those appearing in the top 30 Fragile States Index). For the period 2004-2014, 58% of disaster deaths and 34% of people affected by disasters have occurred in countries that also appear in the top 30 of the Fragile States Index.²

Impact of disasters in fragile and conflict affected states³



58% of disaster deaths have been in the top 30 fragile and conflict affected states

34% of disaster affected people have been in the top 30 fragile and conflict affected states

Bahadur, A. and Simonet, C. (2015) 'Briefing Target 1: Disaster mortality'. London: ODI. I (<http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9476.pdf>).

² Percentage figures refer to the top 30 fragile and conflict affected countries in the 2014 Fragile States Index, using CRED's EM-DAT data downloaded for selected events, and for total deaths (2004-2014). All natural disasters defined by CRED: biological (epidemic, insect infestation), climatological (drought, extreme temperature, wildfire), geophysical (earthquake, mass movement dry, volcano), hydrological (flood, mass movement wet) and meteorological (storm).

Both figures exclude data on China. If China is included in the top 30 fragile and conflict affected states and natural hazard related disasters (2004-2014), the figure is 52%.

³ Timeline of major disasters displays fragile and conflict affected states that appear in the top 50 natural hazard-related disaster deaths events (2004-2014). Number of deaths and affected people are sourced from EM-DAT. The number of those affected by the Horn of Africa drought 2011 event were compiled from the number of people affected by drought in 2011 in Ethiopia and Kenya. No drought-affected data was available for Djibouti or Somalia from the same source.

The same countries rank high on indices of fragile and conflict affected states, disaster impacts and as recipients of humanitarian assistance, but not as recipients of assistance for Disaster Risk Reduction

Evidence repeatedly shows that financial assistance is not distributed by donors on the basis of a global assessment of need, with emergency preparedness financing being a case in point (Kellett and Peters, 2013). Aid priorities are shaped by a myriad of factors (Buston and Smith, 2013),

which can result in a disparity between needs and the assistance provided, as the tables below illustrate.

Countries that appear towards the top of the Fragile States Index do so because they experience challenges related to the following factors:

- managing changing risks, shocks and stresses, refugees and internally displaced persons
- equitable economic development
- state legitimacy
- provision of public services, human rights and rule of law
- demographic pressures.

Many of these countries also appear in the index of the top 30 countries globally experiencing disasters, with associated subsequent deaths and number of people affected. As would be expected, these countries often appear as recipients of humanitarian assistance. What is surprising is that they do not rank highly as recipients of DRR assistance.

Of the **top 30 fragile and conflict affected states**, many also appear in the **top 30 countries where disasters occur**, as well as the **top 30 experiencing the highest numbers of reported disaster deaths...**

...and the **top 30 in terms of the total number of people affected by disasters**. These same countries appear repeatedly in the **top 30 receiving humanitarian assistance**, but do not rank highly as recipients of **DRR assistance**.

Fragile States Index in order of fragility ⁴	Disaster occurrence ⁵	Disaster deaths ⁶	Number of people affected by disasters ⁷	Humanitarian assistance ⁸	DRR assistance ⁹
Somalia	China	Haiti	China	Sudan	Mexico
Chad	United States	Myanmar	India	Pakistan	Indonesia
Sudan	India	China	Philippines	Palestine/OPT	Colombia
Zimbabwe	Philippines	Pakistan	Thailand	Haiti	Turkey
Congo (DR)	Indonesia	Russia	Bangladesh	Ethiopia	India
Afghanistan	Viet Nam	Somalia	Pakistan	Afghanistan	Philippines
Iraq	Afghanistan	India	Ethiopia	Congo (DR)	Peru
Central African Republic	Pakistan	Indonesia	United States	Iraq	Lebanon
Guinea	Bangladesh	Bangladesh	Viet Nam	Indonesia	Viet Nam
Pakistan	Mexico	Philippines	Niger	Somalia	Ecuador
Haiti	Kenya	Zimbabwe	Kenya	Sri Lanka	Bangladesh
Côte d'Ivoire	Australia	Burkina Faso	Indonesia	Kenya	Romania
Kenya	Congo (DR)	Angola	Somalia	Zimbabwe	Algeria
Nigeria	Brazil	Nigeria	Mexico	Lebanon	Guatemala
Yemen	Colombia	United States	Colombia	Chad	Haiti
Myanmar	Haiti	Afghanistan	Malawi	Uganda	Sri Lanka
Ethiopia	Ethiopia	Sudan	Brazil	Myanmar	Honduras
Timor-Leste	Romania	Viet Nam	Sudan	Jordan	Republic of Congo
Niger	Japan	Guatemala	Haiti	Bangladesh	Croatia
Korea (DPRK)	Iran Islam Rep	Ethiopia	Madagascar	Burundi	Dominican Republic
Uganda	Sudan	Peru	Zimbabwe	Liberia	Nicaragua
Guinea-Bissau	Russia	France	Tanzania	Niger	Madagascar
Burundi	Somalia	Colombia	Mozambique	Colombia	Sudan
Bangladesh	Mozambique	Kenya	Guatemala	Syria	Kenya
Sri Lanka	Thailand	Nepal	Zambia	China	Mozambique
Cameroon	France	Korea (DPRK)	Cuba	Korea (DPRK)	El Salvador
Nepal	Germany	Netherlands	Myanmar	India	China
Malawi	Turkey	Brazil	Tajikistan	Yemen	St. Lucia
Sierra Leone	Nigeria	Belgium	Afghanistan	Nepal	Cambodia
Eritrea	Guatemala	Uganda	Sri Lanka	Georgia	Bosnia-Herzegovina

Buston, O. and Smith, K. (2013) Global Humanitarian Assistance Report 2013. Bristol/Nairobi/Kampala: Development Initiatives

Kellett, J. and Peters, K. (2013) Dare to Prepare: Taking Risk Seriously. London: ODI.

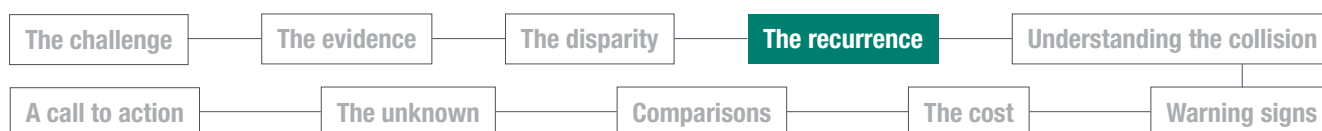
⁴ The top 30 fragile and conflict affected states are from the 2010 Fragile States Index, to align with the humanitarian assistance data.

⁵ Disaster occurrence data for the period 2005-2010, from CRED's EM-DAT.

^{6, 7} Natural hazard-related disaster deaths and number of people affected are for the period 2005-2010, from CRED's EM-DAT.

⁸ Humanitarian Aid data is sourced from OECD DAC for DAC governments and EU institutions (2005-2010).

⁹ DRR data and analysis provided by Alice Caravani, ODI (2005-2010): <http://www.odi.org/experts/688-alice-caravani>



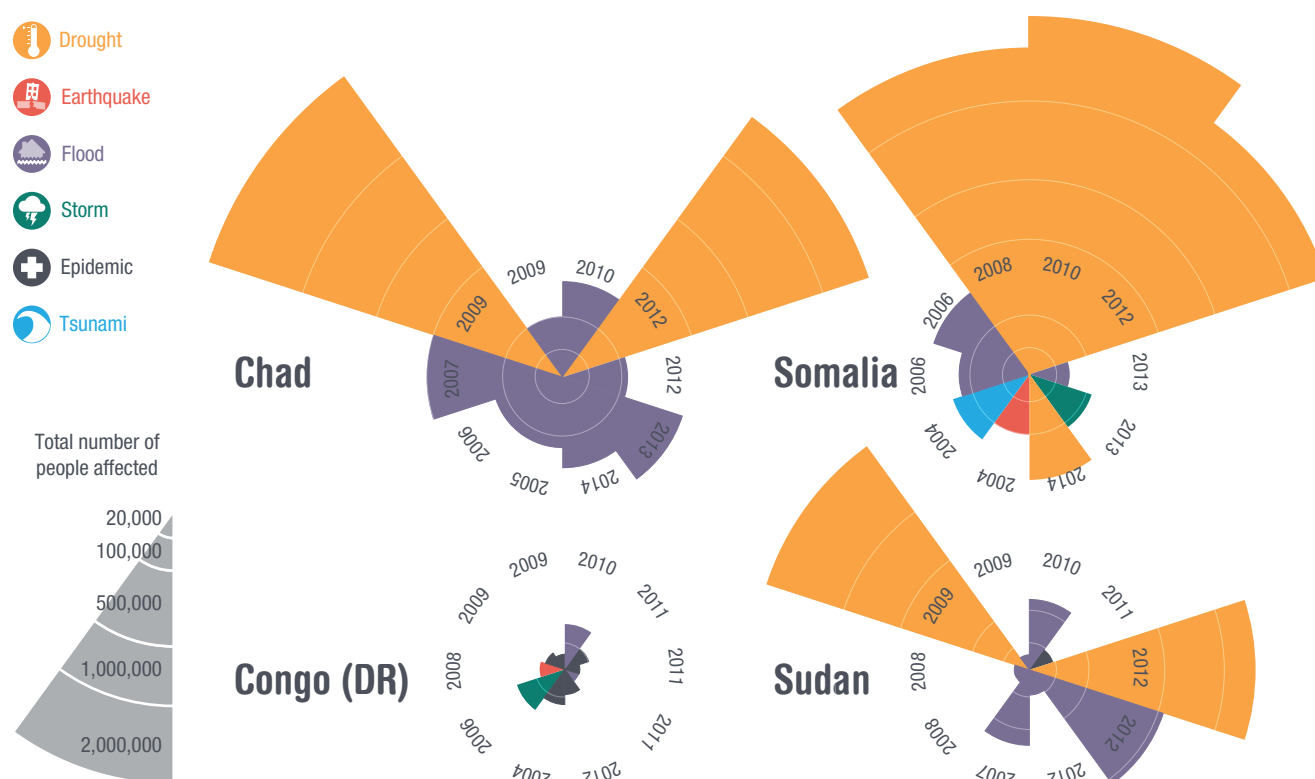
Multiple hazards occur in fragile and conflict affected states, many every year

Those affected by, and responding to, disasters in fragile and conflict affected states are aware of the multiple hazards experienced, with many occurring on consecutive years. Recurring disasters have knock-on impacts for the achievement of sustainable poverty reduction, undermining the ability of society and the state to deal with subsequent shocks and stresses (Wilkinson and Peters, 2015). Evidence also suggests that the negative impacts of disasters on poverty are felt far beyond the location where natural hazards occur (ibid.). Building resilience to disasters in fragile and conflict affected states therefore needs to take account of the recurrence of disasters, the likelihood of multiple hazards occurring in the same location and the impacts on poverty being far-reaching.

While many hazard assessments focus on single hazards in isolation, many populated areas are affected by multiple natural hazards, which have the potential for interacting. All too often, assessments ignore the relationship between natural hazards and as such underestimate risk (Budimir et al., 2014). Approaches considering multiple hazards and their potential interactions are currently challenging to carry out and continue to represent an important knowledge gap.

The illustrations below show the top four countries in the Fragile States Index, along with the hazard affecting the most people each year, every year, over a 10-year period.

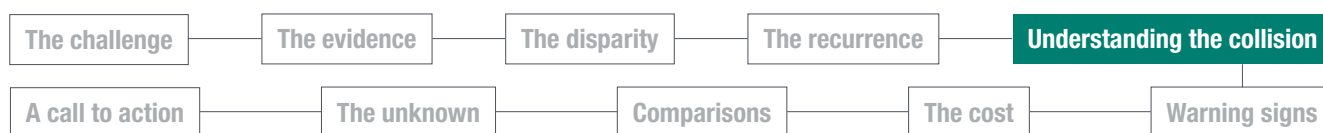
Top 10 disaster incidents over a 10 year period, for fragile and conflict affected states¹⁰



Budimir, M. E. A., Atkinson, P. M. and Lewis, H. G. (2014) 'Earthquake-and-landslide events are associated with more fatalities than earthquakes alone', *Natural Hazards* 72(2): 895-914.

Wilkinson, E. and Peters, K. (2015) *Climate extremes and resilient poverty reduction: development designed with uncertainty in mind*. London: ODI.

¹⁰ The selected fragile and conflict affected states represent the 2014 Fragile States Index countries, where data is available in EM-DAT, by total number of people affected for 2004-2014. For example, EM-DAT data is not sufficiently available for South Sudan and Central African Republic. Hazard incidents show the top 10 natural hazard-related disaster events by total affected, from EM-DAT (2004-2014).



Exploring how vulnerabilities interact is critical to understanding the relationship between disasters, conflict and fragility

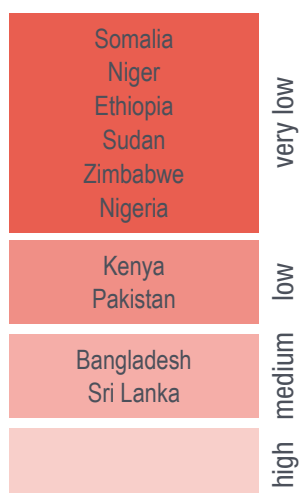
There are numerous analytical frameworks that seek to explain how and why disasters occur. These explore how component parts of a system interact, such as vulnerability, exposure, risks, hazards and capacities. Understanding disasters in the context of conflict and fragility adds yet another layer of complexity. If vulnerability is the starting point, many interactions exist between the conditions of disasters, conflict and fragility. For example, conflict may destroy the capacity of a local government to collect hazard data or communicate early warnings; weak governance may undermine land rights, forcing communities to live in vulnerable hazard-prone locations; poor financial management may inhibit the flow of resources to critical infrastructure for the prevention of, or protection against, natural hazards. DRR policies, structures and institutions thus do not exist in isolation, but in the broader governance context of the state in which they are situated.

This has implications for any ambition to invest in DRR in fragile and conflict affected states. The current suite of approaches, tools and methods largely assume that relatively stable and peaceful contexts exist. Thus, an emphasis on detailed political-economy analysis, alongside the application of approaches such as conflict sensitivity and Do No Harm (Wallace, 2015), warrants consideration.

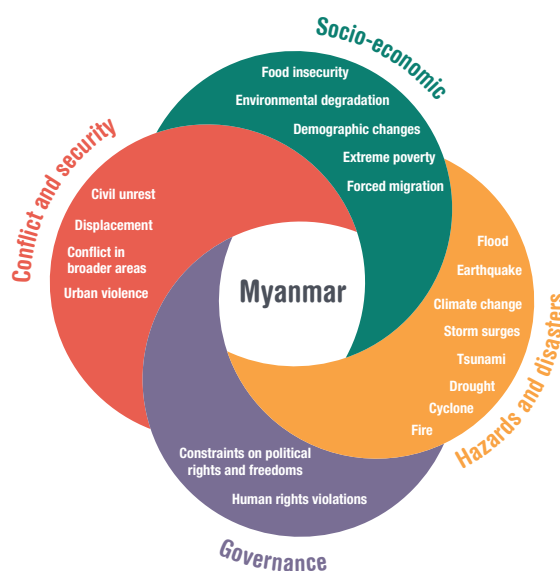
Below left, the INFORM index provides a means to assess the coping capacity of a country. INFORM attributes a value to a country, and divides them into four risk quartiles. The top 10 fragile and conflict affected states are listed as they appear in relation to their coping capacity.

Below right, using Myanmar as an example, a selection of compounding risk factors affecting the country are shown.

Top 10 fragile and conflict affected states according to their INFORM ranking for coping capacity (2014)¹¹



Compounding risk factors¹²



Wallace, M. (2015) 'A brief history of the Do No Harm Project'. No location: Principle to Practice (<http://www.principletopractice.org/from-principle-to-practice/a-brief-history-of-the-do-no-harm-project/>).

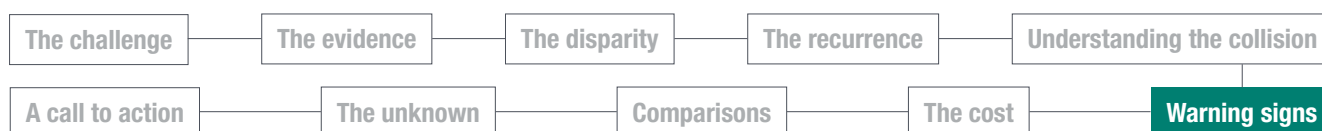
11 INFORM original data, sourced from the online database. Available at: <http://www.inform-index.org> Downloaded on 19th November 2014.

INFORM coping capacity, an index compiled from governance, DRR, institutional capacity, communication, physical infrastructure and access to healthcare indices. All countries are ranked in order using the INFORM value, then divided into risk quartiles (low, medium, high and very high).

The selected fragile and conflict affected states represent the top 10 countries in the 2014 Fragile States Index that are also in the top 30 for the number of total affected persons in EM-DAT (2004-2014) and their ranking according to INFORM (2014).

12 The Myanmar example is intentionally illustrative; it is not intended to be a comprehensive representation of all risks in the country.

The Myanmar example is sourced from: Kellett, J. and Peters, K. (2013) Dare to prepare: taking risk seriously. London: ODI (<http://www.odi.org/publications/7955-dare-to-prepare-taking-risk-seriously>).



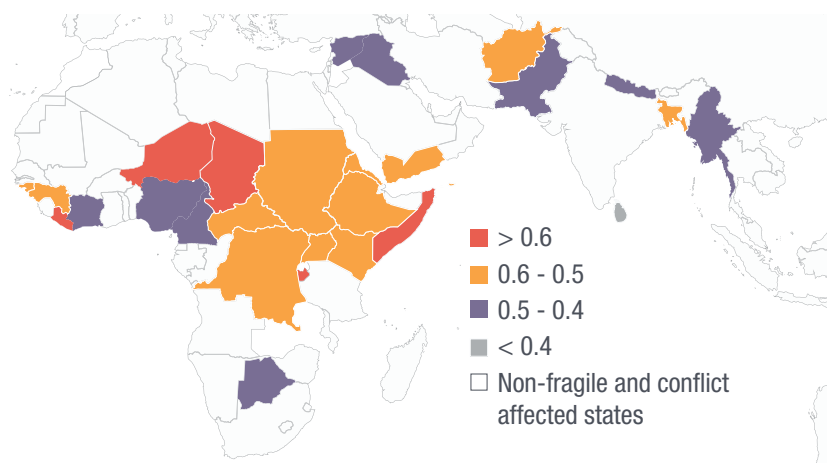
The increased prevalence of climate extremes and disasters throughout the lifetime of the SDGs will impact on poverty reduction

The IPCC SREX (2012) report states that climate change will increase the frequency, intensity, spatial extent, duration and timing of extreme weather and climate events, resulting in unprecedented events. In short, unless something drastic changes, climate change will exacerbate current disasters trends. States and societies will remain vulnerable to disasters throughout the lifetime of the SDGs (United Nations, 2015), with a knock-on impact on poverty reduction targets.

The countries most affected by changing patterns of disasters and climate extremes are not necessarily the ones that will experience the most significant change in patterns of temperature or precipitation. The ability of a country to manage changing patterns of risk is related to a range of factors, including the effectiveness of institutional arrangements, policy frameworks, level of coping capacity, funding instruments and governance mechanisms.

Indices such as GAIN reveal those countries most vulnerable to the impact of climate change and take into account exposure, sensitivity and ability to adapt.

Top 30 fragile and conflict affected states and their GAIN Vulnerability Index (2013)¹³



The vulnerability index is measured from 0 to 1, with greater values indicating more vulnerability. Index values are shown for the 30 countries at the top of the Fragile States Index.

The top 30 most vulnerable countries in the **GAIN Vulnerability Index (2013)**, with those also in the **top 30 most fragile and conflict affected states** outlined in orange¹⁴

Somalia
Solomon Islands
Burundi
Niger
Chad
Liberia
Mali
Eritrea
Afghanistan
Sierra Leone
Sudan
Papua New Guinea
Rwanda
Benin
Uganda
The Gambia
Mauritania
Yemen
Burkina Faso
Congo (DR)
Madagascar
Guinea-Bissau
Swaziland
Timor-Leste
Vanuatu
Djibouti
Togo
Lesotho
Guinea
Haiti

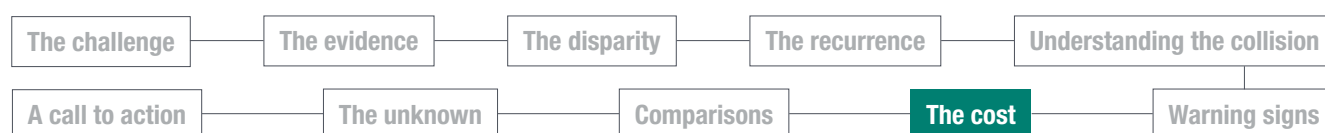
IPCC SREX. (2012) 'Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation. A Special Report of Working Groups I and II of the Intergovernmental Panel on Climate Change', in C.B. Field, V. Barros, T.F. Stocker, D. Qin, D.J. Dokken, K.L. Ebi, M.D. Mastrandrea, K.J. Mach, G.-K. Plattner, S.K. Allen, M. Tignor, and P.M. Midgley (eds.), SREX Full Report. Cambridge/New York: Cambridge University Press (582 pp) (https://www.ipcc.ch/pdf/special-reports/srex/SREX_Full_Report.pdf).

GAIN 2013: Notre Dame Global Adaptation Index. Available at: <http://index.gain.org>

United Nations. (2015) 'Resolution adopted by the General Assembly on 25 September 2015'. New York: United Nations (http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E).

¹³ The Vulnerability Index measures a country's exposure, sensitivity and ability to adapt to the negative impact of climate change. ND-GAIN measures overall vulnerability by considering vulnerability in six life supporting sectors – food, water, health, ecosystem service, human habitat, and infrastructure. No data is available for South Sudan and North Korea in the GAIN Vulnerability 2013 list.

¹⁴ Top 30 fragile and conflict affected states' refers to the top 30 countries from the 2013 Fragile States Index.

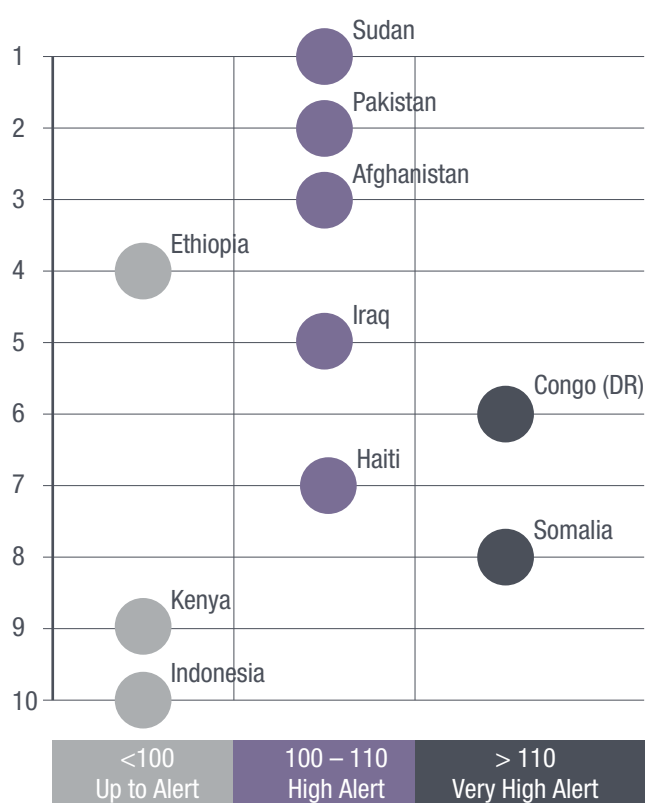


Significant volumes of international humanitarian assistance are spent on responding to disasters in fragile and conflict affected states

Disasters occurring in fragile and conflict affected states are not neglected; the international humanitarian community spends billions each year responding to such crises. The costliest humanitarian responses by country in the 10-year period 2002-2012 reveal that many also rank highly as fragile or conflict affected (see below left). The proportion

of funding spent on response vastly outweighs spending on risk reduction measures before a disaster occurs. Given what we know about the recurrence of hazards in these contexts, along with the detrimental impact disasters have on poverty reduction, the lack of investment presents a missed opportunity to avert crises (Harris et al., 2013).

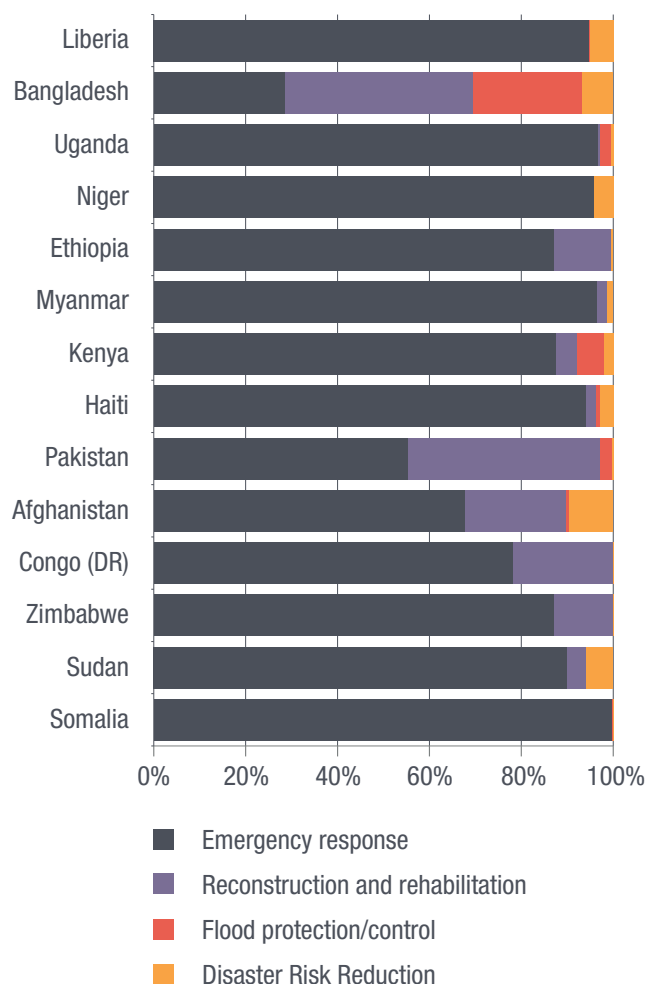
The top 10 most costly humanitarian responses to disasters (2002-2012), and their Fragile States Index value¹⁵



Fragile States Index Value

The Fragile States Index ranks nations based on political, social and economic indicators starting from zero, in intervals of 10, a greater value on the Fragile States Index indicates greater fragility.

Distribution of Disaster Risk Management funding (1991-2010)¹⁶



Harris, K., Keen, D. and Mitchell, T. (2013) When disasters and conflict collide. London: ODI.

15 Humanitarian response data from OECD DAC for DAC governments and EU institutions, 2002-2012 (all other data from UN OCHA FTS and UN CERF), for the period 2002 to 2012, colour coded using the 2012 Fragile States Index.

Distribution of Disaster Risk Management funding shows the top 30 Fragile States Index countries (2010) who are also in the top 30 CRED EM-DAT (2005-2010) for people 'most affected' by natural hazard-related disasters. To accommodate for the lack of data in some countries, the selection additionally includes Liberia.

16 Funding by Disaster Risk Management category from original analysis (1991-2010) provided by Alice Caravani, ODI. <http://www.odi.org/experts/688-alice-caravani>

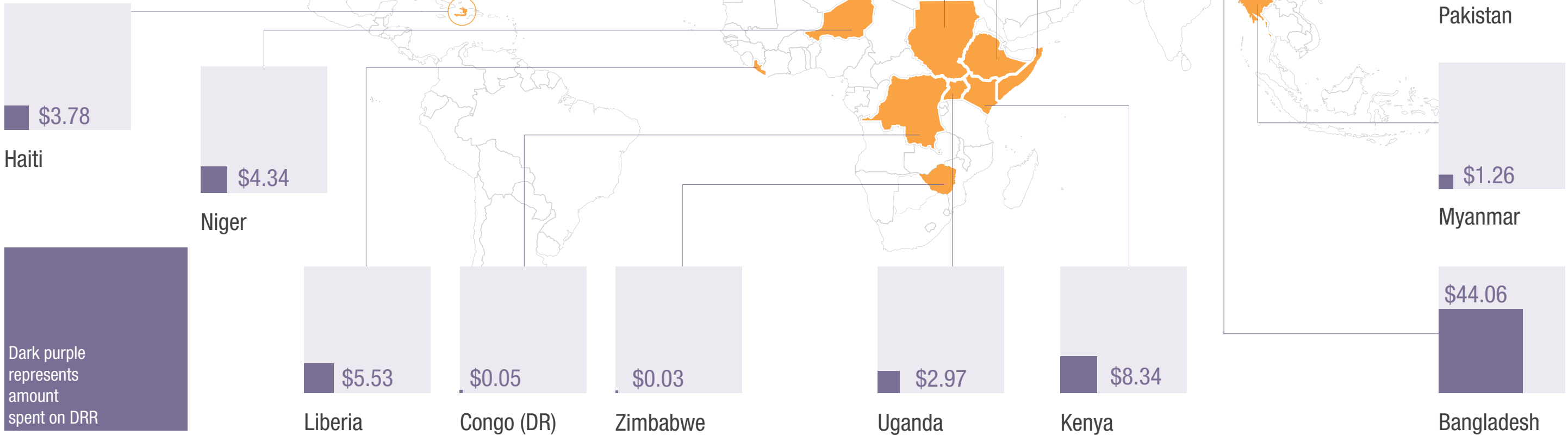
Despite the evident need, little funding for DRR goes to fragile and conflict affected states

The scale and frequency of disaster impacts in fragile and conflict affected states is not mirrored by the investment provided or political priority given to DRR by international donors. Despite the evident need, little investment is made by the international community on risk reduction before a crisis or even as a proportion of humanitarian response. Between 2005-2010 in fragile and conflict affected states, for every \$100 spent on response, only \$1.30 is spent on risk reduction.

The international policy environment provides scope for redress, through the Sendai Framework for Disaster Risk

Reduction (UNISDR, 2015) and commitments of the World Humanitarian Summit (2016). With regard to the latter, the Agenda for Humanity includes the pursuit of multi-year humanitarian finance, better connectivity between risk management investment streams and recognition of compounding risk. Both initiatives, coupled with the SDGs (United Nations, 2015) and commitments through the Paris Agreement (UNFCCC, 2015), emphasise action on the underlying drivers of risk and risk management more broadly within the humanitarian and development realms.

For every \$100 spent on response...



...a fraction is spent on Disaster Risk Reduction¹⁷

United Nations. (2015) 'Resolution adopted by the General Assembly on 25 September 2015'. New York: United Nations (http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E).

United Nations Framework Convention on Climate Change (2015) COP21 Paris Agreement. Paris: United Nations.

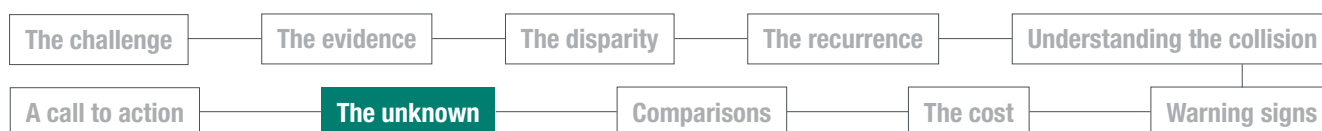
United Nations Office for Disaster Reduction (UNISDR). (2015) 'Sendai Framework for Disaster Risk Reduction 2015-2030'. Geneva: UNISDR (http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf).

World Humanitarian Summit (WHS). (2016) Agenda for Humanity. New York: United Nations.

17 DRR data and analysis provided by Alice Caravani, Overseas Development Institute (1991-2010). Values in US\$ million at 2010 prices. No data was available for South Sudan.

The selection of countries reflects the top 30 Fragile States Index countries (2010) who are also in the top 30 CRED EM-DAT (2005-2010) for people 'most affected' by natural hazard-related disasters. To accommodate for the lack of data in some countries, the selection additionally includes Liberia.

For the figure \$100 on response for every \$1.30 on DRR, the humanitarian response data is for the period 2005-2010 sourced from OECD DAC for DAC governments and EU institutions. DRR data and analysis provided by Alice Caravani, ODI (2005-2010). Five countries do not have both data: CAR, Chad, Guinea-Bissau, North Korea, South Sudan. This is for the top 30 FSI countries in 2010.

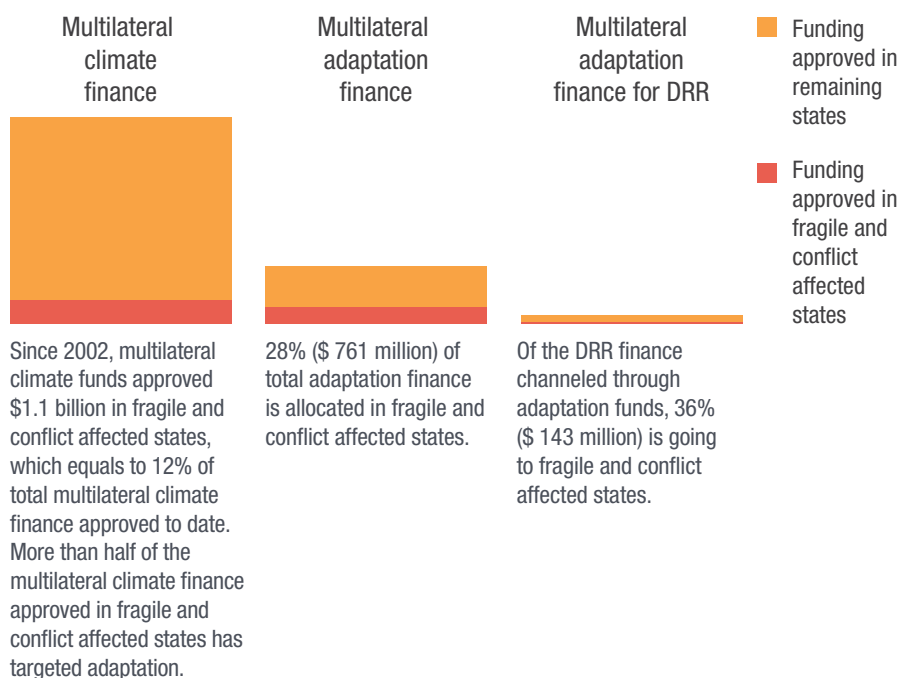


Climate finance presents an opportunity to bridge the shortfall of DRR finance in fragile and conflict affected states

The synergies between efforts to reduce the impacts of a changing climate and disasters are well-known, presenting opportunities for harnessing climate change finance to support DRR, particularly through adaptation efforts. For example, both the Least Developed Countries Fund and Adaptation Fund support initiatives in risk analysis and early warning, information and communication systems, as well as contingency planning for extreme weather events (Kellelt and Peters, 2013).

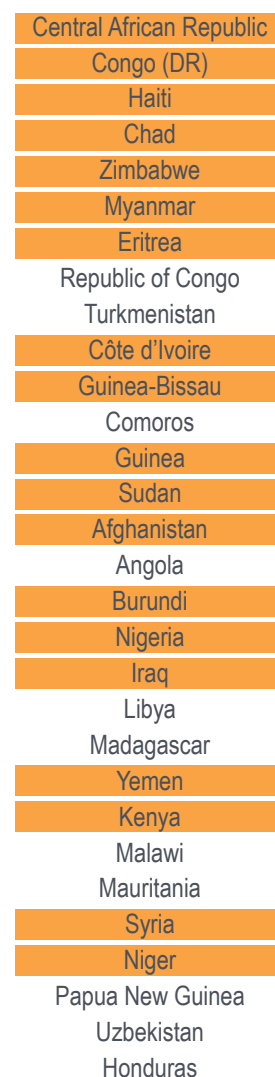
A common assumption is that climate finance will bridge the shortfall in DRR funding though early signs suggest investment flow is not directed this way. Despite the clear benefits, this will not, in and of itself, solve all the problems of the shortfall of funding for DRR. This is firstly because climate funds do not provide support to reduce the risks of non-climate-related disasters (though many of the systems used for climate-related hazards can be adapted or harnessed for other types of natural hazards). Secondly, it is due to the eligibility criteria of some funds dissuading access for use in particularly challenging operating contexts. An added challenge is that many countries do not have the systems set up to absorb and effectively utilise climate finance; as the GAIN Readiness index shows, those countries are largely fragile and conflict affected.

Proportion of climate finance in fragile and conflict affected states



“Least ready” based on GAIN Readiness Index (2013)¹⁸

GAIN measures a country’s ability to leverage investments and convert them to adaptation actions by considering economic readiness, governance readiness and social readiness. Countries also in the top 30 of the Fragile States Index are shown in orange.



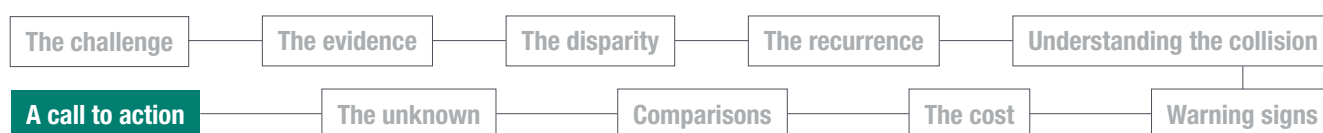
GAIN Readiness. (2013) Notre Dame Global Adaptation Index. Notre Dame: University of Notre Dame (<http://index.gain.org/>)

Kellelt, J. and Peters, K. (2013) Dare to prepare: taking risk seriously. London: ODI (<http://www.odi.org/publications/7955-dare-prepare-taking-risk-seriously>).

18 GAIN Readiness targets those portions of the economy, governance and society that affect the speed and efficiency of absorption and implementation of adaptation projects. Somalia has no GAIN Readiness data.

Fragile and conflict affected states refers to the top 30 countries in the 2013 Fragile States Index.

Data and analysis for climate finance provided by Alice Caravani, Overseas Development Institute.



Fragile and conflict affected states must be prioritised for DRR funding if the world is to deliver Agenda 2030

Achieving sustainable poverty reduction, as set out within the 2015 international goals and targets, requires action on DRR in fragile and conflict affected contexts. Action is necessary for two reasons. First, effective, efficient and equitable DRR is central to the attainment of sustainable development and economic progress in contexts affected by natural hazards. Evidence across multiple contexts shows that disasters set back economic development and undermine or destroy progress made in improving people's lives and livelihoods (Tanner and Rentschler, 2015). This is happening, and will continue, unless concerted effort from national governments, multilateral and bilateral donors is put into DRR. Support is needed politically and financially, as well as in DRR policy architecture, financial systems and implementation.

Second, fragile and conflict affected states are furthest away from achieving the SDGs (United Nations, 2015). This means they require more concerted attention to make the most progress. If we are to achieve the SDGs and related international goals and targets, we will need to manage disaster shocks and stresses in difficult environments. This is where we failed in the Millennium Development Goals. Fragile and conflict affected states lagged behind in all Goals. We must do more over the coming 15 years, the lifetime of the new international frameworks, to ensure history does not repeat itself.

Conventional DRR discourse and policy holds a major assumption: it presumes risk managers go about their work in relatively stable and peaceful contexts. This is not the case. Only by challenging this assumption will it be possible to reimagine what effective DRR will look like in fragile and conflict affected states.

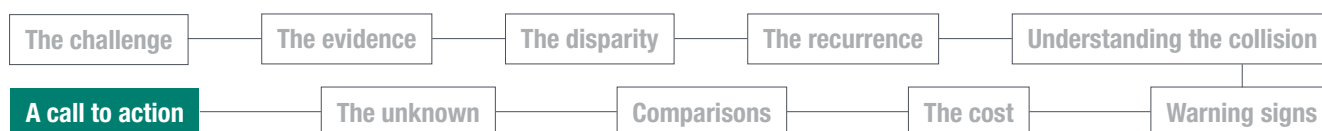
Building DRR into development calculations and choices would help shortcut the lessons learned the hard way from other states and societies. For example, most national disaster management agencies are set up in response to a major disaster, not prior to it. Disaster agencies in fragile and conflict affected states, where they exist, typically house insufficient level of technical capacity, coverage and resourcing.

This report does not venture into the how and when of supporting DRR in fragile and conflict affected states (see Harris et al., 2013). It simply aims to make the case for doing so. The hope is that the evidence will translate into increased attention and action – to help collectively better understand how to support individuals dealing with compounding risks on a daily basis.

This argument should not be misconstrued as a case to supersede other critical work in difficult governance contexts. These include securing peace, reducing the prevalence of small arms and light weapons, providing life-saving services and protecting those who are most vulnerable to violence. Based on the data, it seeks to ensure the DRR agenda has 'a seat at the table' in the portfolio of interventions being undertaken and supported through international aid.

Affected communities, with local and national government, are front and centre of their own DRR agenda. In support, international aid can incentivise action. For example, this is particularly the case where formal governance arrangements are nascent in establishing and maintaining DRR policy processes, financing architecture and – crucially – implementation. Where conflict and fragility impede normal ways of working or challenge conventional approaches, new solutions and innovations in risk reduction must be sought.

Achieving progress against the major international frameworks – the SDGs (United Nations, 2015), the Sendai Framework for Disaster Risk Reduction (UNISDR, 2015), the Paris Agreement (UNFCCC, 2015) and the World Humanitarian Summit (WHS, 2016) – requires renewed effort by and incentives for the international community to work in difficult governance contexts. Supporting DRR in locations where there are compounding risk factors is a new challenge for the post-2015 era. If we are serious about sustainable poverty reduction, action that challenges the status quo is needed.

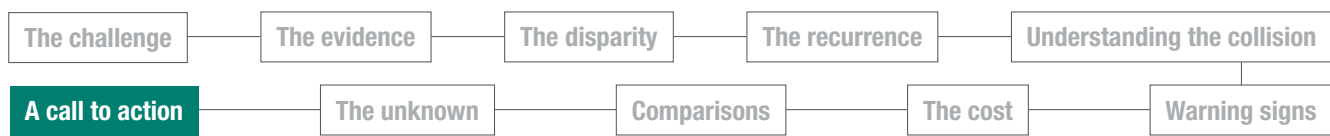


What will this take?

The evidence presented has implications for those working to reduce poverty, improve humanitarian response, address conflict and insecurity, build resilience to climate change and extremes, and to enact DRR. The recommendations below focus specifically on the latter – policy makers, practitioners, donors and affected communities wanting to improve DRR in fragile and conflict affected states.

Recommendations

- The **World Humanitarian Summit** should explicitly recognise the need to act on DRR in fragile and conflict affected states. Governments, UN agencies, NGOs and other stakeholders can include in their formal commitments that this will become a core component of their work over the coming decade. In these statements, links should be made to the need for more concerted action on achieving the Sendai Framework for Disaster Risk Reduction (UNISDR, 2015) in difficult contexts.
- UNISDR and regional bodies should host **special sessions at the 2016 DRR regional ministerial conferences** and the Global Platform for Disaster Risk Reduction in Mexico, to provide a space for sharing lessons, tools and approaches on DRR in fragile and conflict affected contexts.
- Preparatory material for major conferences including the Global Assessment Report (or future equivalent), should dedicate chapters to the **latest evidence and knowledge** on the disaster-conflict interface. International journals, including *Disasters*, and the *International Journal of Disaster Risk Reduction*, should commission special editions to showcase the most rigorous evidence base on this topic, and to inform the design of future research questions.
- The 2015/2016 international frameworks include text that can be used to support arguments for greater investment in DRR in fragile and conflict affected states (see extracts). In **holding donors and governments to account**, the global commitments should be referenced. For example, in national dialogues which seek to translate global commitments into national action.
- National and international **monitoring and results reporting processes** track progress against goals and targets. These should include indicators on DRR with special reference to progress in difficult contexts, down to the sub-national level. Indicators should include data which assesses the effectiveness of DRR interventions, including in relation to geographical distribution, equality and conflict sensitivity.
- Existing DRR tools and methods may need to be adapted to better suit difficult contexts. For example, the integration of **Conflict Sensitivity Approaches to DRR**. This would help ensure DRR approaches are contextually relevant and do not unintentionally cause harm. A Working Group should be established which brings peacebuilding agencies specialising in conflict sensitivity together with agencies implementing DRR programmes, to foster peer to peer learning.
- For some contexts, **entirely new approaches may need to be developed**. A solid evidence base on what works – and what does not – on DRR in fragile and conflict affected states will be required to inform their design. Action research should accompany the practical application of adapted approaches, to allow for adjustments to be made where required.
- Not all DRR tools, policies or programmes will immediately work effectively in difficult contexts. We should expect some degree of failure. To enhance impact, aid spent on DRR in fragile and conflict affected contexts should be **accompanied by a learning programme**. Experts in knowledge and learning generation can identify what does and does not work to inform future decisions. Such insights can improve decision-making on the development of new funding mechanisms, national government and aid policy, and practical operations.



- Funding from international donors and research councils is required for independent researchers to produce detailed case studies which together inform a **typology of DRR action across different situations of conflict and fragility**. Producing a typology would provide an organising framework for practical recommendations on DRR across a diversity of situations.
- Regular convening of national and local constituents with multidisciplinary teams is required to **share data, experiences, and new technologies**. This can be triangulated to present a complete picture of what is known from local to international scale. The specific stakeholders involved will change according to context but should span the development, humanitarian, and peace and security communities.
- Donors contributing multilateral and bilateral aid to humanitarian response, particularly in contexts where crises occur in consecutive years, can achieve more by investing in preparedness, mitigation and risk reduction (Kellett and Peters, 2013). Senior advisors to donors, and decision makers with control of aid portfolios, should **build a politically relevant case to shift to ex-ante spending**. The moral case for saving lives and livelihoods, together with the economic evidence, demonstrates that acting early and protecting people before a crisis hits is more effective and efficient over the long term.
- A review should be undertaken to explore the feasibility of fragile and conflict affected states accessing and utilising climate finance, from the various funds. Based on the findings a set of recommendations should be crafted which support climate finance institutions to **adjust the eligibility criteria** for use in challenging operating contexts. This will require new ways of working and in some cases may require increased fund disbursement through a diversity of actors, including non-governmental organisations. Pilot initiatives should be established to test the viability and impact of this shift in the geography of disbursement.
- Donors who invest in DRR must spend in countries not routinely in their portfolio. This means **DRR investment in fragile or conflict affected contexts**. The case of the Global Facility for Disaster Reduction and Recovery and Government of Japan supporting Afghanistan indicates progress (World Bank, 2015), but more must be done in countries ranking highly on indices of disaster vulnerability. Donors can review their portfolio of investments against the data presented in this report and use it to inform a shift in the geography of spending. This would challenge the status quo; initiating a change that is much needed and long awaited.

Harris, K., Keen, D. and Mitchell, T. (2013) When disasters and conflict collide. London: ODI.

Kellett, J. and Peters, K. (2013) Dare to Prepare: Taking Risk Seriously. London: ODI.

Tanner, T. and Rentschler, J. (2015) Unlocking the triple dividend of resilience – why investing in DRM pays off. London: ODI.

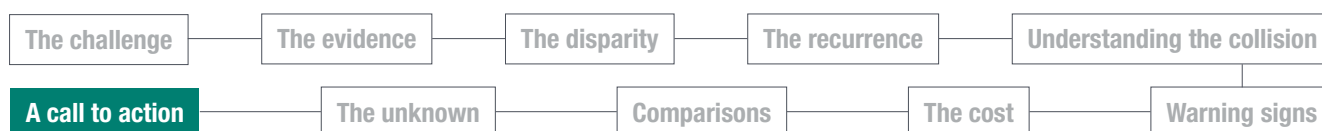
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World Bank. (2015) Laying the building blocks of resilience in Afghanistan. Feature story. 21st December 2015. Accessed: <http://www.worldbank.org/en/news/feature/2015/12/21/laying-the-building-blocks-of-resilience-in-afghanistan>

World Humanitarian Summit (WHS). (2016) Agenda for Humanity. New York: United Nations.



Extracts from the 2015/2016 international frameworks

The Sendai Framework for Disaster Risk Reduction (UNISDR, 2015)

- Substantially reduce global disaster mortality by 2030, aiming to lower average per 100,000 global mortality between 2020-2030 compared to 2005-2015
- Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 between 2020-2030 compared to 2005-2015
- Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030
- Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020
- Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030

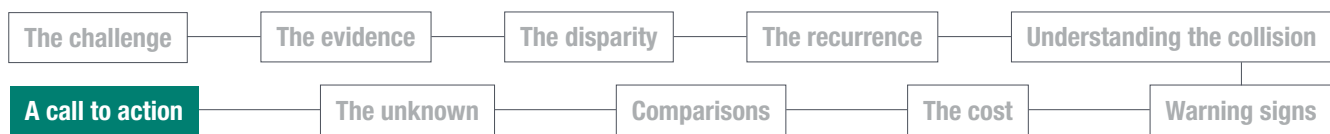
The Sustainable Development Goals (United Nations, 2015)

- 1.5. By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters
- 13.1. Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries
- 11.b. By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015–2030, holistic disaster risk management at all levels

The Paris Agreement (UNFCCC, 2015)

Article 8

- Parties recognize the importance of averting, minimizing and addressing loss and damage associated with the adverse effects of climate change, including extreme weather events and slow onset events, and the role of sustainable development in reducing the risk of loss and damage.
- Accordingly, areas of cooperation and facilitation to enhance understanding, action and support may include:
 - (a) Early warning systems;
 - (b) Emergency preparedness;
 - (c) Slow onset events;
 - (d) Events that may involve irreversible and permanent loss and damage;
 - (e) Comprehensive risk assessment and management;
 - (f) Risk insurance facilities, climate risk pooling and other insurance solutions;
 - (g) Non-economic losses; and
 - (h) Resilience of communities, livelihoods and ecosystems.



The World Humanitarian Summit Agenda for Humanity (WHS, 2016)

- Core responsibility 3 – leave no one behind
 - A. Reduce and address displacement
 - › Prepare for cross-border displacement owing to disasters and climate change. Adopt an appropriate international framework, national legislation and regional cooperation frameworks by 2025 to ensure that countries in disaster-prone regions are prepared to receive and protect those displaced across borders without refugee status.
 - G. Address other groups or minorities in crisis settings.
 - › Increase support to small island developing States and their communities to prevent, reduce and address sustainably their vulnerabilities owing to climate change and the resultant natural disasters, including the potential loss of homelands.
- Core responsibility 5 – Invest in humanity
 - B – Invest according to risk
 - › Commit to all investments in sustainable development being risk-informed.
 - › Increase domestic resources for risk management, including by expanding tax coverage, increasing expenditure efficiency, setting aside emergency reserve funds, dedicating budget lines for risk-reduction activities and taking out risk insurance. Complement national investments with bilateral and South-South cooperation, including by providing expertise, knowledge transfer and technology.
 - › Facilitate public-private partnerships to enable risk-based investment. Encourage the insurance industry to integrate risk consideration into asset investments.
 - › Fulfil commitments made in the Sendai Framework for Disaster Risk Reduction 2015-2030, the Paris Agreement under the United Nations Framework Convention on Climate Change and the Addis Ababa Action Agenda of the Third International Conference on Financing for Development to increase support to countries that are vulnerable to disaster risks in order to adapt to the negative consequences of climate change and prevent humanitarian crises.
 - › Dedicate at least 1 per cent of official development assistance (ODA) to disaster risk reduction and preparedness activities by 2020. Dedicate a significant percentage of climate change adaptation funding to disaster preparedness and prevention, and utilize the Green Climate Fund to support activities that build national capacity to reduce climate risks.
 - › Disburse resources based on risk, on a “no regrets” basis, and develop financial and other incentives to reward risk-informed local and national early action.

United Nations. (2015) 'Resolution adopted by the General Assembly on 25 September 2015'. New York: United Nations (http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E).

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