

# Protecting Development From Disasters:

## UNDP'S SUPPORT TO THE HYOGO FRAMEWORK FOR ACTION

### Executive Summary



*Empowered lives.  
Resilient nations.*



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COVER PHOTO: Urban growth had led poor communities to build their dwellings on floating rafts. When floods affected the region in 2008, disease outbreaks among these communities led many families to be relocated to temporary shelters.

Photo by: Borja Santos Porras/UNDP Ecuador

BACK PHOTO: Natural disaster in the eyes of Almaty Children in Kazakhstan

Photo by: UNDP Kazakhstan

# Executive Summary

This publication highlights the results that UNDP has achieved since 2005 in supporting disaster risk reduction (DRR)<sup>1</sup> and recovery in countries prone to disasters. The first comprehensive report outlining UNDP's contribution to the implementation of the Hyogo Framework for Action, the report illustrates the reforms that countries and communities are undertaking, with UNDP support, to become more disaster resilient.

In the last 50 years, the vast majority of those affected by disasters have resided in low and middle income countries.<sup>2</sup> Besides causing death and suffering, disasters erase development gains, destroy infrastructure, restrict access to education and health care, undermine livelihoods, and exacerbate vulnerabilities to further natural hazard events. To break this cycle, the Hyogo Framework for Action, endorsed by 168 countries, calls on Member States to build resilience and reduce disaster risk.

With its operational presence in 177 countries and a wealth of technical expertise, UNDP was tasked by the United Nations General Assembly to support Member States in preventing and preparing for disasters.<sup>3</sup> Since the Hyogo Framework for Action was put into effect, UNDP has devoted its efforts to helping countries achieve its ambitious outcomes, which include the substantial reduction of disaster losses.

From 2000-2012, at least 90 countries have been impacted by disasters affecting an average of more than 100,000 people in each event. UNDP is actively engaged in 81 of these 90 countries and in a typical year works in over 50 countries to help reduce disaster risk.

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1 For the purpose of this report, UNDP employs the UNISDR definition of disaster risk reduction (DRR). ISDR states that, "Disaster risk reduction [is] the concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events." Available at <http://www.unisdr.org/we/inform/terminology>

2 Laframboise, Nicole, and Boileau Loko (2012). Natural Disasters: Mitigating Impact, Managing Risks. IMF Working Paper. WP/12/245. Available at <http://www.imf.org/external/pubs/cat/longres.aspx?sk=40044.0>

3 A/RES/54/233 Resolution (22 Dec 1999)

## WHAT IS UNDP'S STRATEGY FOR DISASTER RISK REDUCTION?

UNDP's vision is that communities and nations are able to take responsibility for protecting their own lives and livelihoods from the impact of disasters and climate change. Hence they need the motivation and skills to prevent, prepare for and respond to disasters. To do this, reducing disaster risk should not be considered a stand-alone endeavour, as it involves a wide range of socio-economic and environmental factors, including poverty, conflict and climate change. To be effective, disaster risk reduction must be pursued comprehensively as a core element of sustainable human development.

In order to achieve this long-term, comprehensive process, three risk reduction components must be addressed:

1. **Understanding and communicating risk;**
2. **Reducing risk;** and
3. **Managing the remaining risk.**

By addressing these three components, countries and communities are able to understand where, how and why they are at risk; take measures to prevent and mitigate the risk; and ensure mechanisms and resources are in place to manage risks that cannot be fully mitigated, by being able to respond when disasters occur.

Recognizing that UNDP's efforts are one part of a larger package of international support, UNDP partners with other UN agencies, international finance institutions and NGOs, to support government-led disaster risk reduction and recovery strategies and plans.

## OUR SUCCESSES

For the period covered in this report (2005 – 2012), UNDP has assisted dozens of countries and hundreds of communities in better understanding and communicating the risks they face, through public awareness, local level risk assessments and the establishment of early warning systems.

As a case in point, in **Jordan** UNDP worked with the General Directorate of Civil Defence to assess and identify the risk of potential human and physical losses should an earthquake occur in the Amman region. This was achieved by evaluating the earthquake hazards, exposed assets, and social and physical vulnerabilities for each neighbourhood.

Similarly, as a result of urban risk assessments and follow up conducted by UNDP, the city of Aqaba (**Jordan**) is now making informed decisions on land allocation for commercial



and housing projects, reducing their exposure to seismic hazards. The city is now recognized by UNISDR as the first Model City for Disaster Risk Reduction in the Arab States.

Through a similar project in **Mexico**, UNDP supported the city of Tijuana to carry out urban risk assessments and use them to prepare pre-disaster shelter plans. As a result, 1.5 million inhabitants of the city are now better protected in the event of a disaster.

To help nations better understand the risk they face from disasters, UNDP has helped governments to develop **disaster loss databases** in 23 countries. These record disaster losses on an event-by-event basis and provide one way of measuring the success or failure of risk reduction measures. UNDP helped introduce these loss databases in five of the countries most affected by the 2004 Indian Ocean tsunami: **India, Indonesia, Maldives, Sri Lanka, and Thailand**.

**Early warning systems** are a practical and effective life saving tool for countries exposed to disaster risk and have become a priority for UNDP and its country partners. These systems allow at-risk populations to be forewarned and thus prepared before hazards occur. In recent years, early warning systems have begun to make use of innovative technology, such as mobile phones, to increase their reach.

For instance, in **Bangladesh**, warning messages are collected from the Flood Forecasting and Warning Centre, which UNDP helped establish, as well as the Bangladesh Meteorological Department, and are then disseminated through the delivery of text-messages.

UNDP has also established similar mechanisms in both **Papua New Guinea** and **the Philippines**. Within minutes of a 9.0 earthquake off the coast of Japan on 11 March 2011, more than 120,000 people living in an exposed coastal community in the Philippines were alerted to a possible tsunami through messages received on their mobile phones. While the Philippines' province of Albay suffered only non-destructive waves, some 108,000 people in 150 coastal districts were nonetheless evacuated as a precaution, an excellent example of early warning in action.

In the **former Yugoslav Republic of Macedonia** and **Uzbekistan**, UNDP has supported the design of mobile phone apps which allow users to receive updates on hazards and disasters as they happen. With a touch of the map, users can find out the status of an event, receive tips on staying safe, explore past hazard events, and access key contact information, such as emergency services.

Early warning systems can be tailored to reflect most natural hazards and to correspond to community needs and capacities. In **Bhutan** and **Nepal**, UNDP has helped strengthen

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existing early warning systems to monitor glacial lakes that are at risk of bursting and flooding. Due to this system a particularly hazardous glacial lake in **Bhutan** was lowered by more than 3.6 meters, averting a predicted glacial lake outburst flood. A previous lake outburst in 1994 released 20 million cubic meters of water, damaged more than 1,700 acres of land and killed 22 people.

In **Mozambique**, through income-generation and food security-related projects, combined with extensive advocacy and public awareness, UNDP has encouraged resettled communities not to return to flood-prone areas. While only one component of a much larger intervention, the initiative did contribute to a reduction in flood related mortality in 2010, which was less than 25 percent of the 10 year average.

Beyond understanding risk, UNDP is also supporting countries **to reduce the risks** they face. UNDP achieves this by helping governments to allocate resources for disaster risk reduction at both national and local levels. This often involves UNDP providing support to draft, update and amend policies, laws, and overall governance arrangements for disaster risk reduction.

For example in **Peru**, UNDP helped the Government to draft and pass a state policy that makes it mandatory to integrate disaster risk reduction into development projects. So far, 157 municipalities (and seven million people) have benefited from hazard maps undertaken through the Sustainable Cities Project, which assesses urban environmental degradation and informs proposals on building plans.

In the **Dominican Republic**, with UNDP's support the country now boasts a national seismic risk reduction plan and a national fund for disaster prevention, mitigation and response. Moreover, the National Development Strategy 2010-2030, incorporates risk reduction as both a crosscutting issue and as one of its main pillars. These initiatives integrate disaster risk into development and ensure that future projects are sensitive to it.

Similarly, in **Pakistan**, a country prone to earthquakes, a safe construction programme has led to the building of over 500,000 earthquake resistant houses. The design of these houses and the safer construction methods employed have now been permanently incorporated into national building codes - protecting millions of people.

Unfortunately, in many countries disaster risk has magnified due to the effects of climate change. **Climate Risk Management** has therefore become a key component of disaster risk reduction in recent years. Through the Climate Risk Management Technical Assistance Support Project, UNDP supports 17 countries to assess the risks associated with climate variability and change, identify risk reduction priorities, and assess capacity needs.

In **Uganda** for instance, assessments were used to analyse the institutional, policy and capacity gaps related to the impact of climate change on coffee production. The assessment identified a range of risk reduction and adaptation measures needed, and has helped inform the development process of a National Climate Change Policy, completed in 2012.

**Urbanization** represents another challenge to successful risk reduction. Rapid and inadequately managed urbanization in many parts of the world is resulting in poor health services and a lack of access to education, employment or sanitation. This in-turn affects disaster risk by creating vulnerable communities that lack the means to withstand hazard events or recover from disaster. This 'risk accumulation' paves the way for future disasters.

To address the challenge of urbanization, UNDP supported the Andean Cities Programme from 2006-2007. Through the programme, UNDP supported the local and metropolitan governments of five capitals of the Andean Region: Bogotá (**Colombia**), Caracas (**Venezuela**), La Paz (**Bolivia**), Lima (**Peru**), and Quito (**Ecuador**), to collectively promote disaster risk reduction and preparedness by sharing best practices and risk reduction tools with one another. The programme helped raise the profile of risks related to urbanization. Since the programme finished, the cities of Bogotá and Quito have developed further strategies for risk reduction and preparedness.

## WHEN DISASTERS OCCUR

Even when understanding of risk has improved and is effectively communicated, and when comprehensive risk reduction systems are in place, there is a measure of risk which remains. UNDP helps countries **manage this remaining risk** through preparedness measures and pre-disaster recovery planning. Particular emphasis is placed on building preparedness capacity, to ensure that systems for emergency relief, response and recovery are in place before disasters happen.

In **Tajikistan**, prompt and efficient responses to the Vanj earthquake in January 2010 and the flash floods in Kulyab in May 2010 were the result of long-term reforms supported by UNDP. This included the approval of the National Disaster Risk Reduction Strategy and the addition of disaster risk reduction into government guidelines for district development planning.

Similarly, in the **Dominican Republic** UNDP worked with authorities in the North-East region to strengthen preparedness and response capacity in 60 of the most vulnerable communities. UNDP assisted in the development of emergency and contingency plans, which included gathering risk assessment data, action plans for mitigation and prevention, and standard operating procedures for disaster response. In order to facilitate

*UNDP and DHL have trained staff in 15 airports to enable fast emergency response*

emergency relief and save lives, evacuation routes were identified and simulations carried out in partnership with the Dominican Red Cross.

Together with the global shipping company **Deutsche Post DHL**, the Get Airports Ready for Disaster Programme has been implemented in 15 airports in five countries. Due to their location, size and availability of infrastructure, airports often serve as vital hubs in the event of a disaster. Among other things, airports are responsible for managing the sudden and significant influx of aid supplies and humanitarian agents and may be called upon to assist in evacuations, shelter or communications. Due to insufficient training of airport personnel in emergency logistics, this may inadvertently lead to bottlenecks in times of crises, slowing down emergency relief that can cost the lives of affected populations. To strengthen airport preparedness, UNDP and DHL have trained staff in these 15-airports so as to facilitate and enable fast response.

The **post-disaster recovery** process involves rebuilding following the losses and damages that occur during a disaster. This period also represents an important opportunity for change. Using the post-disaster period as an entry point, UNDP encourages steps to reduce the risks of future disasters through the recovery process.

In **India** after the devastating Kosi river floods, UNDP supported an owner-driven programme that assisted in the reconstruction of 170 homes in affected villages. The support provided through the Owner Driven Reconstruction Collaborative, a consortium of NGOs, helped to draft technical guidelines for multi-hazard resistant housing. The scheme was subsequently scaled up, leading to 100,000 families taking the lead role in building their own homes.

In **Ecuador** following the eruption of the Tungurahua Volcano, farmers and inhabitants of Cevallos were taught new job skills. As a result of this diversification, their livelihoods were less disrupted and they were not forced to migrate to other areas of the country when the volcano interrupted farming.

As part of the early recovery response to floods in 2007, UNDP **Bangladesh** improved community resilience to disasters by providing emergency employment to 40,000 people and assisting in the construction of nearly 4,000 family houses.

In post-earthquake **Haiti**, UNDP played an important role in ensuring that recovery involved the establishment of more resilient communities. For example, an innovative mobile-money programme gave US\$500 grants to those undertaking home repairs, as long as they agreed to purchase quality-assured building materials from pre-approved local businesses. The grants were also contingent on participating in training for hazard-resilient building techniques.



A separate project in **Haiti** provided employment to the affected population for clearing earthquake-related debris from water canals, sewage systems and roads. This has lowered the risk of communicable diseases and mitigated flooding during the hurricane season. Since the Haiti earthquake, over 300,000 people, over 40 percent of them women, have been temporarily employed through income-generation activities and over 5,000 participants have been trained in construction techniques. These income generating recovery operations build community resilience by both protecting families through safer construction as well as diversifying livelihoods.

In order to assess people's needs and design recovery frameworks following a disaster, UNDP works with governments, the World Bank, the European Commission and a host of donor governments, UN agencies and NGOs, to carry out Post Disaster Needs Assessments. In **Haiti**, this assessment provided the evidence needed for the Government of Haiti to develop a recovery framework and mobilized US\$10 billion in recovery financing. Similar assessments have been carried out in countries as diverse as **El Salvador**, **Indonesia**, **Lao People's Democratic Republic**, and **Namibia**.

## CHALLENGES AND THE WAY FORWARD

Throughout this report, examples are given to highlight how UNDP is embedding disaster risk reduction in other development activities. In an effort to ensure that development gains are sustainable, UNDP has strongly supported the implementation of the priorities of the Hyogo Framework for Action, working to achieve the common goal of reducing disaster losses, as measured in lives and the social, economic and environmental assets of communities and countries.

Throughout the last few decades, with UNDP support, some of the world's most disaster-prone countries have demonstrated that it is possible to achieve substantial reductions in disaster losses.

UNDP considers disaster risk reduction to be a core-component of sustainable development and, as with development initiatives as a whole, disaster programmes must be nationally led in order to be successful. In unison with efforts to improve governance across the board, UNDP aims to ensure disaster risk reduction is built into the laws, plans, policies and strategies in high risk countries. This brings countries' own resources to bear in the process of defining and achieving risk reduction objectives, focuses international support, and encourages local ownership and sustainability.

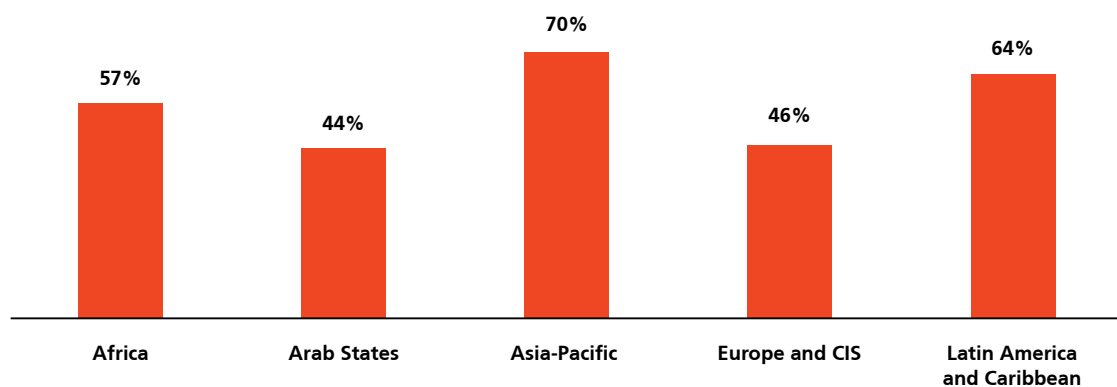
There is a growing awareness regarding the strong inter-relationship between **climate change** and disaster risk reduction, notably that climate variability and change will lead to increased hazard events, potentially triggering disasters in exposed populations. However, while the awareness has increased, there remains more pragmatic and conceptual work to be done to effectively act on this relationship. It is clear that climate change and variability must become a core component of disaster risk reduction if losses are to be reduced in the long-term. A challenge for UNDP will be to stress the urgency of acting on climate change and garnering financial and political support towards this end.

Another challenge is finding adequate time and resources to ensure sustainable risk reduction. The vast majority of funding mechanisms are for relatively short 'attractive' programmes where quick results can be expected. A great deal of the work done to build resilience is achieved through long-term engagement behind-the-scenes, with national and local governments, boosting commitment to disaster risk reduction and enabling small but cumulatively significant actions. UNDP needs to better articulate these challenges to donors and partners, making the case that disaster risk reduction **is above all a long-term development issue, not a one-time response.**

#### LOOKING AHEAD

As of 2013, a number of countries have begun or are continuing to implement comprehensive disaster risk reduction programmes, including **Afghanistan, Albania, Bangladesh, Kyrgyzstan and Nepal.** Additionally, money is increasingly being allocated towards reducing climate related risks. Corresponding to this, new major UNDP climate risk management programmes are coming online, with substantial budgets, particularly in Africa and Asia.

#### PERCENTAGE OF UNDP PROGRAMME COUNTRIES PER REGION WITH REPORTED RESULTS ON DRRR



In the coming years UNDP will remain actively engaged in the global debates on the post-2015 agenda, advocating for increased focus on disasters. UNDP will continue to emphasize partnership building across sectors and regions; the fostering of south-south cooperation and the disseminating of knowledge; and the potential for recovery processes to serve as an entry point to build more resilient societies.

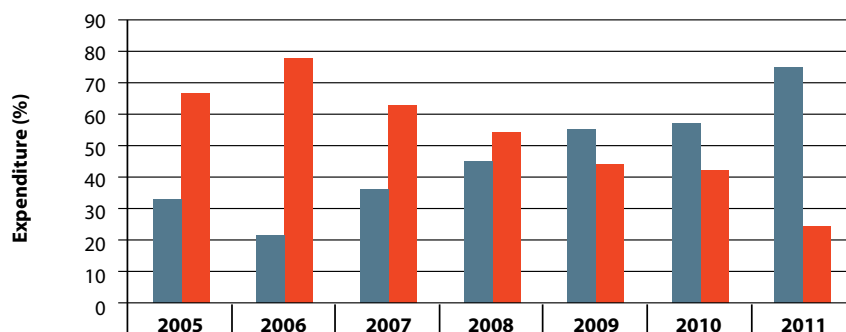
Following an independent evaluation of UNDP's contribution to disaster risk reduction in 2010, UNDP is working on a country-focused strategy for disaster and climate risk reduction, as well as a UNDP strategy for recovery. A strategic framework, presenting the guiding objectives and outputs which UNDP seeks to achieve in risk reduction and recovery, is also being developed. In addition, the upcoming UNDP Strategic Plan (2014-2017) strongly emphasizes disaster reduction and links it to climate change adaptation, further reinforcing UNDP's commitment to this field of work.

UNDP's commitment and continued support to disaster risk reduction and recovery meets a growing demand from the countries which are supported. By early 2013, UNDP was supporting programmes with strong climate risk reduction components in 33 countries. This growing national commitment and ownership of the agenda presents an opportunity to make larger investments to protect lives and livelihoods from disasters and climate change.

The dual threats of climate change and rapid, unmanaged urbanization mean that new hazard trends are emerging that do not necessarily fit into past models. These contemporary challenges mean that now more than ever there is a need to reassess our disaster risk reduction strategies and seek strategies and mechanisms to reduce risk. In the post-2015 discussions, UNDP will continue to raise these issues and advocate for strong action.

In the coming years, UNDP will lead efforts to make the goals of the Hyogo Framework for Action and its successor arrangements a reality. In doing so, UNDP will continue to work alongside national governments, communities and international partners to support their ability to understand, communicate and reduce risk, while effectively managing the risk that remains.

### EXPENDITURES IN DRM AND RECOVERY PROGRAMMES, PER YEAR (%)



■ DRM and mixed	33	22	37	46	55	57	75
■ Post-disaster response & recovery	67	78	63	54	45	43	25

Total expenditure 2005-2011 = US\$1,144,033,224

## HFA Priorities for Action

## UNDP Areas of work

1. Ensure DRR is a priority with an institutional basis for implementation

UNDP promotes the establishment of institutional and legislative systems that prioritize DRR as an integral part of development policies, planning and programmes.

2. Identify, assess and monitor risks and enhance early warning

UNDP promotes the generation of evidence-based risk information and facilitates its application to improve the quality of policy/decision making at all levels.

3. Use knowledge, innovation and education to build a culture of safety and resilience

UNDP develops capacity on DRR through the provision of technical guidance, knowledge sharing and dissemination, and the development of tools and materials, among other methodologies.

4. Reduce the underlying risk factors

UNDP works with countries to integrate disaster and climate risk management solutions into development strategies, policies, plans and projects.

5. Strengthen disaster preparedness for effective response at all levels

UNDP supports government authorities to develop the capacity to prepare for disaster response and recovery, by working with partner organizations through the IASC and UNCT, and promoting South-South cooperation.

## Examples of UNDP contributions to achievement of HFA Priorities for Action

Supported at least 58 countries in developing and strengthening national Disaster and Risk Management Laws.

Developed the capacity of over 45 National Disaster Management Authorities.

Helped both Honduras and Peru take steps that make DRR mandatory in the approval of development projects.

Supported more than 57 countries in risk assessments and mapping, which helped direct development investments.

Helped set up at least 23 Disaster Loss Databases that informed national policy and programme formulation for DRR.

Supported more than 24 countries in strengthening Early Warning Systems to facilitate rapid response and life-saving action.

Helped the Government of Aceh (Indonesia) carry out public awareness campaigns, reaching more than 2500 people.

Provided technical assistance for the development of DRR curriculums in over 20 universities across the globe.

Supported public awareness for resettled communities in Mozambique to discourage returning to flood exposed areas.

Assisted over 30 countries in incorporating DRR into national development policies and plans.

Helped 28 countries conduct post disaster needs assessments, which informed the design of recovery programmes that reduce disaster risk.

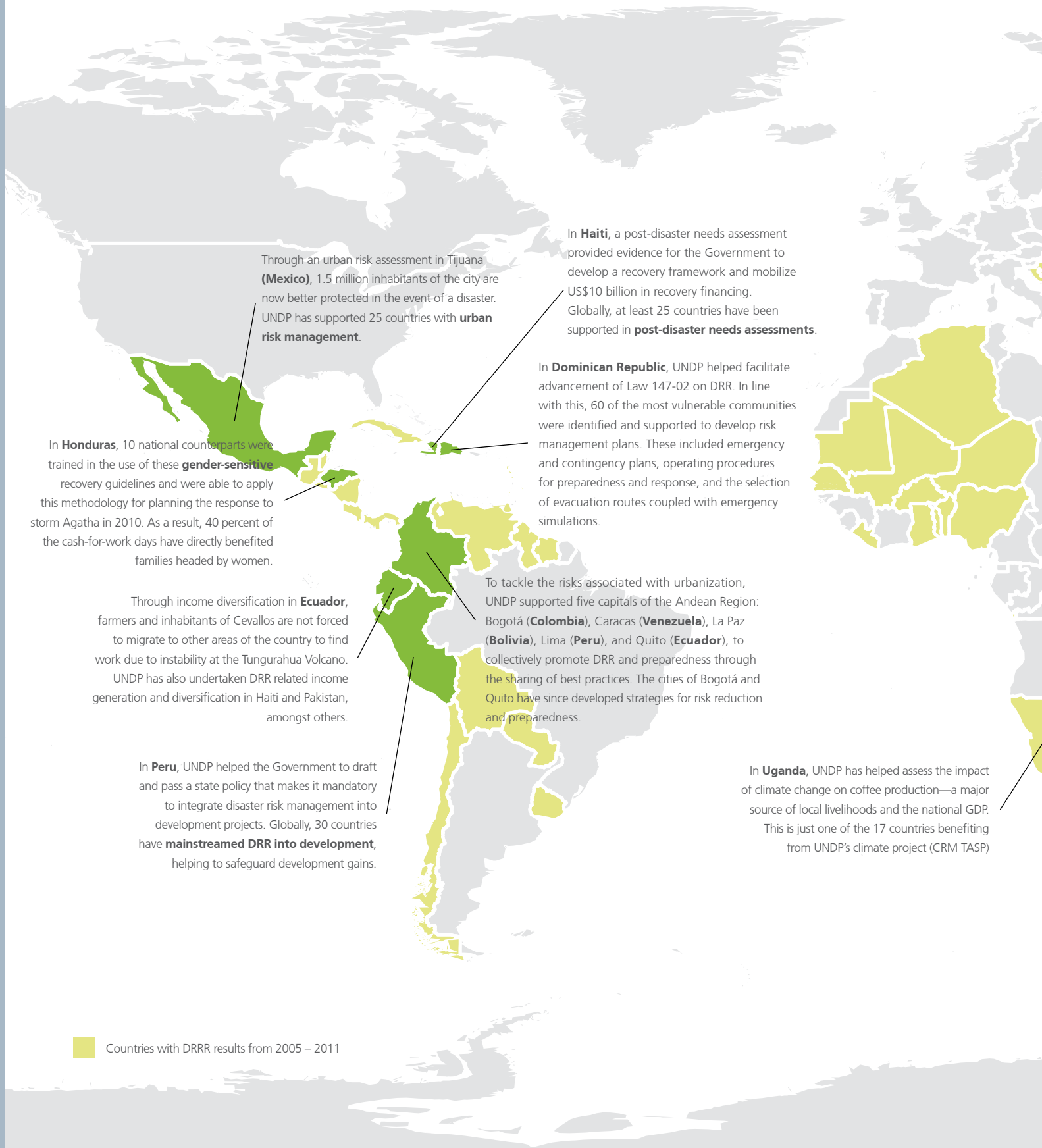
Helped Jordan conduct urban risk assessments and mapping in the cities of Amman and Aqaba. The latter of which is now a model city for DRR in the region.

Supported the development of national and community level preparedness and contingency plans in over 20 countries.

Helped establish Emergency Operations Centres and response and recovery units in over 30 countries.

Together with Deutsche Post DHL, UNDP has trained staff in 15 airports in five countries to prepare emergency airport logistics systems.





Through an urban risk assessment in Tijuana (**Mexico**), 1.5 million inhabitants of the city are now better protected in the event of a disaster. UNDP has supported 25 countries with **urban risk management**.

In **Haiti**, a post-disaster needs assessment provided evidence for the Government to develop a recovery framework and mobilize US\$10 billion in recovery financing. Globally, at least 25 countries have been supported in **post-disaster needs assessments**.

In **Honduras**, 10 national counterparts were trained in the use of these **gender-sensitive** recovery guidelines and were able to apply this methodology for planning the response to storm Agatha in 2010. As a result, 40 percent of the cash-for-work days have directly benefited families headed by women.

In **Dominican Republic**, UNDP helped facilitate advancement of Law 147-02 on DRR. In line with this, 60 of the most vulnerable communities were identified and supported to develop risk management plans. These included emergency and contingency plans, operating procedures for preparedness and response, and the selection of evacuation routes coupled with emergency simulations.

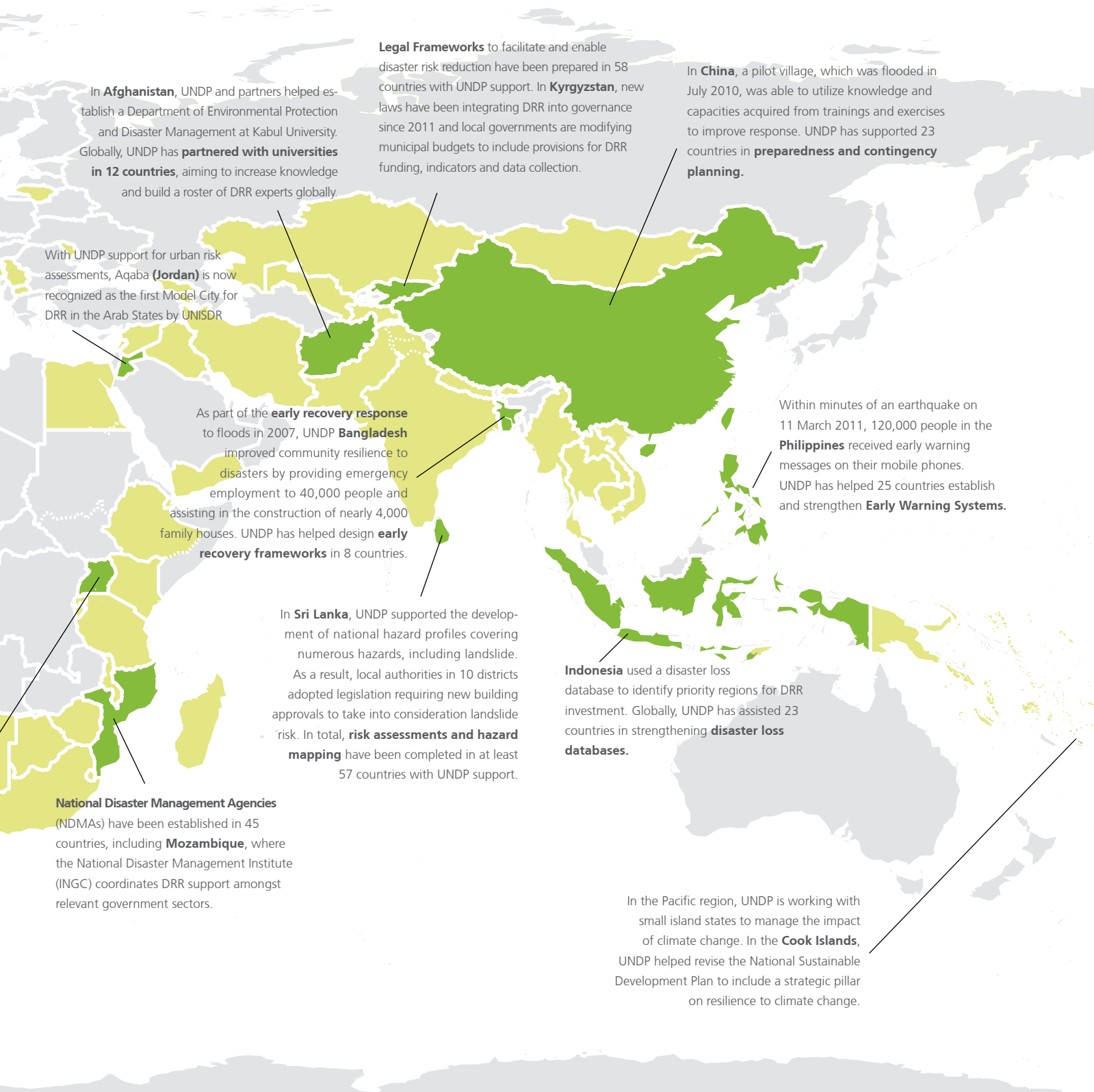
Through income diversification in **Ecuador**, farmers and inhabitants of Cevallos are not forced to migrate to other areas of the country to find work due to instability at the Tungurahua Volcano. UNDP has also undertaken DRR related income generation and diversification in Haiti and Pakistan, amongst others.

To tackle the risks associated with urbanization, UNDP supported five capitals of the Andean Region: Bogotá (**Colombia**), Caracas (**Venezuela**), La Paz (**Bolivia**), Lima (**Peru**), and Quito (**Ecuador**), to collectively promote DRR and preparedness through the sharing of best practices. The cities of Bogotá and Quito have since developed strategies for risk reduction and preparedness.

In **Peru**, UNDP helped the Government to draft and pass a state policy that makes it mandatory to integrate disaster risk management into development projects. Globally, 30 countries have **mainstreamed DRR into development**, helping to safeguard development gains.

In **Uganda**, UNDP has helped assess the impact of climate change on coffee production—a major source of local livelihoods and the national GDP. This is just one of the 17 countries benefiting from UNDP's climate project (CRM TASP)

■ Countries with DRRR results from 2005 – 2011



In **Afghanistan**, UNDP and partners helped establish a Department of Environmental Protection and Disaster Management at Kabul University. Globally, UNDP has **partnered with universities in 12 countries**, aiming to increase knowledge and build a roster of DRR experts globally.

**Legal Frameworks** to facilitate and enable disaster risk reduction have been prepared in 58 countries with UNDP support. In **Kyrgyzstan**, new laws have been integrating DRR into governance since 2011 and local governments are modifying municipal budgets to include provisions for DRR funding, indicators and data collection.

In **China**, a pilot village, which was flooded in July 2010, was able to utilize knowledge and capacities acquired from trainings and exercises to improve response. UNDP has supported 23 countries in **preparedness and contingency planning**.

With UNDP support for urban risk assessments, Aqaba (**Jordan**) is now recognized as the first Model City for DRR in the Arab States by UNISDR

As part of the **early recovery response** to floods in 2007, UNDP **Bangladesh** improved community resilience to disasters by providing emergency employment to 40,000 people and assisting in the construction of nearly 4,000 family houses. UNDP has helped design **early recovery frameworks** in 8 countries.

Within minutes of an earthquake on 11 March 2011, 120,000 people in the **Philippines** received early warning messages on their mobile phones. UNDP has helped 25 countries establish and strengthen **Early Warning Systems**.

In **Sri Lanka**, UNDP supported the development of national hazard profiles covering numerous hazards, including landslide. As a result, local authorities in 10 districts adopted legislation requiring new building approvals to take into consideration landslide risk. In total, **risk assessments and hazard mapping** have been completed in at least 57 countries with UNDP support.

**Indonesia** used a disaster loss database to identify priority regions for DRR investment. Globally, UNDP has assisted 23 countries in strengthening **disaster loss databases**.

**National Disaster Management Agencies** (NDMAs) have been established in 45 countries, including **Mozambique**, where the National Disaster Management Institute (INGC) coordinates DRR support amongst relevant government sectors.

In the Pacific region, UNDP is working with small island states to manage the impact of climate change. In the **Cook Islands**, UNDP helped revise the National Sustainable Development Plan to include a strategic pillar on resilience to climate change.

*UNDP supports an average of 50 countries per year in DRRR, with average annual expenditure of US\$150 million devoted to disaster risk reduction and recovery.*



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