

Comments on the zero draft of the Post-2015 Framework for Disaster Risk Reduction

The International Federation of Red Cross and Red Crescent Societies (IFRC) thanks the consideration of the Co-Chairs of the Preparatory Committee on the comments it made during the open-ended informal consultative meetings. The IFRC is pleased to see that inputs from different sectors have improved the pre-zero draft and would appreciate further consideration from the Co-Chairs and support of States on its comments vis a vis a few paragraphs of the zero draft:

A. Preamble

Para 3.

... The security of people, communities[, [their depending ecosystems](#)] and countries may also be affected.

Rationale: Serious losses in ecosystems and environmental assets that local communities are dependent often cause population movement, i.e. the so-called economic or environmental refugees. It needs to be highlighted.

Para 4.

We are at a crossroads. It is urgent and critical to anticipate, plan for and act on risk scenarios over at least the next 50 years to protect more effectively human beings and their assets, and ecosystems. [[Disasters caused by climate-related hazards will “exacerbate other stressors, often with negative outcomes for livelihoods, especially for people living in poverty” as a few IPCC reports stated with high confidence.](#)]

Rationale: IPCC reports are useful references for trends which require DRR to reverse the situation.

Para 6.

... There is a need for public and private sector[, [as well as academia and research institutions](#)] to work more closely together...

Rationale: Support from academia and research institutions is helpful for risk identification and planning for DRR implementation and monitoring.

Para 8.

Overall, the HFA has provided critical guidance to reduce disaster risk [[and contributed to MDGs progress](#)]. Its implementation has, however, highlighted gaps in addressing the underlying risk factors and in the formulation of goals and priorities for actions and the need to update and recorder them. It also highlighted the need to give the necessary visibility to all levels of implementation, and place emphasis on stakeholders and their role.

Rationale: Mentioning MDGs in para 8 provides linkage to concurrent post-2015 processes as mentioned in the para 9. It also shows DRR role in achieving development goals.

Para 10.

... and enhance preparedness, response, recovery and reconstruction[, [as well as their linkages](#)] at all levels.

Rationale: We need to ensure that investment is not made in segment.

B. Expected outcome and goal

Para 11.

The substantial reduction of disaster losses, in lives, [livelihoods,]and in the social, economic ~~and~~ environmental[and cultural] assets of persons, communities and countries.

Para 13.

... reduce economic loss [in different sectors including agriculture, industry, tourism] by 20[xx]; ... increase measures of environmental protection by 20 [xx]; and increase number of countries with national and local strategies [for DRR across sectors] by [a given percentage] by 20 [xx].

Rationale: It would be more useful if "economic" could be disaggregated by sector to call for attention.

Para 14.

... The present framework applies to the risk of small scale and large scale, frequent and infrequent, [sudden]and slow onset disasters...

Question: Does this paragraph imply that the Framework does not apply for conflict induced risks?

C. Guiding principles

Para 15. a)

Each State has [duty] to holistically reduce disaster risk, including through cooperation[, taking climate change into consideration].

This section on guiding principles does not take into consideration the importance of climate change and possible scenarios while addressing DRR. Climate change needs to be explicitly stated from the beginning ensuring it is mainstreamed or integrated.

Para 15 i)

The development, revision and implementation of relevant national and international policies,[laws], plans, practices and mechanisms.

Rationale: Laws should be highlighted given the legal and political weight they carry over plans and policies, as well as the detrimental impact it can have if they are conflicting and are not coherent.

Para 16. b)

Managing the risk of disasters should be [with multi-hazards oriented and]aimed at protecting persons, their property, livelihoods and productive assets, [as well as their depending ecosystems,]while respecting their human rights.

Rationale: The guiding principles should place an enhanced emphasis on the conservation and restoration of ecosystems as well as the sustainable management of natural resources, as requisites for effective disaster risk management.

Para 16. d)

... The enabling and coordinating role central government [and their investment through allocation of budget and other measures at local level for disaster risk reduction]is essential. [central governments proactively involving civil society organisations and local stakeholders is key to ensure the full spectrum of disaster risk management.]

Rationale: Financing for disaster risk reduction has been fragmented and unpredictable which results in inadequate implementation at local level. Systematic investment, such as through 1% ODA to DRR from developed countries to developing countries, and national general budget allocation for disaster risk reduction at the local level will be required to ensure the success of DRR in the post-2015 era.

Para 16. f)

Addressing underlying risk factors[, including risk informed interventions across the contexts in emergency, recovery and development investment,] through risk-informed public and private investments is more cost-effective than...

Rationale: There needs to be a reality check on 'accountability for risk creation'. The Framework should encourage green investment and make irresponsible investment accountable for increasing disaster risk and climate change.

Para 16. j)

[risk informed responsible investment in] the post-disaster recovery and reconstruction phase is critical to reduce disaster risk...

Rationale: After disasters during reconstruction phase, actors should also be held accountable for risk creation and should be given incentives that ensure 'build back better'.

Para 16. g)

While the drivers of risk may be local, national, trans boundary or global in scope, disaster risks have local and specific characteristics which... for the determination of measures to reduce disaster risk [and contribute to climate change adaptation].

D. Priorities for action

Priorities for action

Para 19. 1)

Understanding [and reducing] disaster risk[, including those brought by climate change];

Rationale: Only understanding is not sufficient, it needs to be followed by action.

Priority 1: Understanding [and reducing]disaster risk[, including those brought by climate change]
National and local levels

Para 22. a)

... such as within a river basin, ~~and~~ along coastlines [and dry regions]; Promote inclusive risk assessment processes and legally require risk mapping and analysis information be considered by authorities responsible for development planning, construction and environmental and resource management

Rationale: Drought induced risks need to be understood and acted upon.

Para 22. a) Add:

[Promote inclusive risk assessment processes and require that risk mapping and analysis information be considered by authorities responsible for development planning, construction and environmental and resource management]

Rational: The zero draft does not adequately highlight the value of involving communities in assessing their own risk, as well as the importance of risk-informed development planning. As stated

above, it is not enough to just understand risk, measures must be taken to use that knowledge to reduce risk.

Para 22. c)

[Define] non-sensitive risk, disasters and loss information free, openly available...

Para 22. d)

Build the capacity of local government officials, public servants, [relevant institutions staff,] communities and volunteers, [as well as the private sector,] through sharing of experience....and implementation of disaster-risk related [laws,] policies and plans;

Rationale: DRR relevant community-based organisations play a role bridging governments and people at the community level. Private sector's involvement is crucial for safeguard local economic asset. Capacity building should be extended to staff of these two sectors.

Para 22. f)

... and the development and implementation of policies, plans and programs [of specific sectors and with a cross-sectoral approach];

Para 22. g)

Strengthen technical and scientific capacity to develop and apply methodologies, standards, metrics and models to assess vulnerabilities and exposure to all hazards, [natural and technological,] taking into account...

Rationale: Fukushima is a lesson learnt. Risks of both natural and technological hazards need to be taken into account when conducting risk assessments.

Para 22 i)

Promote the incorporation of disaster risk education, including preparedness [and climate change], in educational curricula...

Rationale: Disaster risk reduction education must go hand-in-hand with climate change awareness raising for effective adaptation.

Global and regional levels

Para 23. b)

... as well as maintaining and strengthening in-situ and remotely-sensed earth [and climate] observation ... to support disaster risk reduction at all levels, and strengthen the utilisation of [media including] social media and mobile phone networks...

Rationale: Mass media, such as TV and radio, still play an important role in DRR and cannot be replaced by social media.

Priority 2: Strengthening governance and institutions to manage disaster risk

Add a new 25(i)

[Develop laws, policies and plans that assign clear roles and tasks to community representatives within relevant institutions and processes, and ensure that the legal framework promotes the representation of women and other vulnerable social groups in decision-making processes]

Rationale: The zero draft fails to properly reflect the important role of communities, as well as women, in effective disaster risk governance. To address the gaps in community level progress, highlighted by HFA progress reports, the framework should specifically call for community engagement by guaranteeing it through relevant laws, plans and policies.

Global and regional levels

Para 26. b)

[Identify regionally shared disaster risks at all timescales and]Foster collaboration and partnership... such as for climate change, sustainable development, environment, [agriculture, fisheries, forestry,]health, [food and nutrition] and others, as appropriate;

Rationale: Disasters are without borders. Countries and their neighbouring countries need to have policies and legal frameworks to facilitate reducing common risks. Immediate sectors at risk need to be spelt out to call for attention.

Priority 3: Investing in economic, social, cultural, and environmental resilience

National and local levels

Para 27.

... A continued integrated focus on key development areas, such as health[, food and nutrition security], education, agriculture[and forestry], water, ecosystem...

To add after Para 28. a)

[b) Adopt effective risk reduction measures to protect people, their livelihoods and productive assets, including livestock, working animals, tools and seeds to enhance resilience, maintain food security and facilitate livelihood recovery;]

Rationale: Protecting people and their livelihoods is missing in para 28. The language suggested here is similar to the UNGA resolution A/RES/68/211, operational para 7. Another paragraph as the following could be added too:

[Enhance the resilience of food systems by integrating disaster risk reduction into agriculture, livestock, fisheries, production to consumption chain and agro-forestry, local level strengthening agriculture and fisheries extension services through capacity building of the workers, introducing innovative actions in the food system, and supporting and training community formal and informal groups in food and nutrition disaster risk reduction approaches;]

Para 28. e)

... in particular with regard to mountain and coastal flood plain areas [and dry lands], including through the identification of land zones that are available and safe for human settlement [and their livelihood systems]

Global and regional levels

Para 29, a)

.... Into multilateral and bilateral development assistance programmes including those related to poverty [and hunger]reduction, natural resource....

Rationale: Disaster at large scale across borders often affect food security, as agriculture yields could be largely reduced and price increased.

Priority 4: Enhancing preparedness for effective response, and building back better in recovery and reconstruction

National and local levels

Para 31. a)

..with a particular focus on [preventing loss of livelihoods,]preventing and responding to possible displacement, and ...

Rationale: If loss in livelihoods is reduced, there will be less need for people to move to elsewhere.

Para 31. c)

Promote regular disaster preparedness exercises, [taking into consideration the protection of livelihoods,]including evacuation drills...

Rationale: Taking protection of livelihoods and livestock into consideration for preparedness exercises could reduce asset losses.

Para 31. d)

Make new and existing hospitals and health facilities, [as well as other infrastructure ensuring people's basic needs,]safe and operational during disasters;

Para 31. h)

... and use opportunities during the recovery phase to develop capacities that reduce disaster risk in the medium[to long term], including through sharing of expertise...

Global and regional levels

Para 21. b)

Promote the further development[and dissemination] of standards, codes and other guidance

Para 32. c)

Promote the further development of effective regional early warning mechanisms to ensure that information [is freely and openly shared and]is acted on...

E. Role of stakeholders

Para 33. c)

Social groups, volunteers, [community-based] civil society, [Red Cross and Red Crescent National Societies,]and faith-based organisations[, as well as local meteorological office] to...

F. International cooperation and global partnership

General consideration

Para 39.

Financing from all sources, domestic and international... at all levels are critically important means of reducing disaster risk reduction[and increasing effective climate change adaptation].

Rationale: Climate change financing could also contribute to disaster risk reduction, and vice versa.

Implementation and follow-up

Para 40. b)

Enhance access to, and transfer of, environmentally sound [and green]technology, science...