

OCHA Recommendations and feedback on Zero Draft of the Post-2015 Framework for Disaster Risk Reduction, 5 November 2014

OCHA appreciates the opportunity for providing feedback to Zero Draft. We welcome the clearer language regarding the importance of preparedness under the Priorities for Action 4) *Enhancing preparedness for effective response, and building back better in recovery and reconstruction*. However, there are some texts that need further clarification (e.g. Para 31 g.). We also appreciate the inclusion of fragility and conflict in the preamble (Para 5), and overall efforts to consider managing risks of multiple types of hazards.

Please see some of the salient issues below. Details of feedback will also be provided in track-changes and comments.

1. Stronger reference to DRR in fragile and conflict affected countries

The Zero draft recognises the importance of tackling underlying risk drivers and compounding factors. As conflict is explicitly considered as a risk driver in the Preamble No. 5, the draft can make stronger reference to the specifics of advancing DRR in fragile and conflict affected states. (Evidence suggests that more than 50 % of people affected by disasters from 2005-2009 lived in fragile and conflict affected states according to ODI.)

It is recommended that the new framework tackles these situations more systematically, to adopt conflict-sensitive approach to ensure that investments in DRR are sensitive to conflict contexts, and that DRR measures should be built on the efforts to manage and reduce conflict risks (e.g. Para 28 b, Para 37).

2. Preparedness, based on multi-hazard risk management approach

It should be emphasized that preparedness for effective response must be based on multi-hazard risk management approach (e.g. Para 5, Para 15. i). We advocate a separate priority of action for preparedness from actions to 'build back better' (Para 19. 4).

3. Coherence with global agendas, in particular with the Post 2015 Development Framework (SDGs) and the World Humanitarian Summit (WHS)

It is recommended that the new framework should aim to achieve its outcome over the next 15 years, instead of 20 years, consistent with the timeframe of SDGs. This is particularly important for monitoring and reporting on the five global targets (Para. 13). In addition, it is recommended that the draft text includes reference to humanitarian agenda, namely the 2016 World Humanitarian Summit, as being one of the global agenda to align with the SDGs, HFA2 and UNFCCC (Para 40 f.)

4. Reference to disaster-induced displacement

The references to displacement (Para 31.a and 26.d) capture two aspects to reduce the overall losses by disaster-induced displacement: 1) preparedness and contingency plans on preventing and responding to displacement, and 2) capacities and mechanisms to reduce and manage the risk of cross-border displacement.

These references could be complemented by reintroducing elements from the pre-zero draft references 16.d (adopting specific policies, in particular to provide durable solutions to displacement), 17.d (ensuring that programmes for displaced persons do not increase their risk and vulnerability to hazards but build their resilience) and 26.b (reference to the need to strengthen *country*-level capacities and mechanisms to manage cross-border displacement), which could be added to zero draft reference 26.d to complement the *global* and *regional* level elements.

5. Reference to vulnerable, marginalized and at-risk people

The references to vulnerability and the inclusion of specific groups and related to disaggregation of disaster data (Para 15.e, 15.h, 23 f and 34.c) could be expanded to include displaced persons, recognizing their particular vulnerability and capacities. In addition, an explicit reference to vulnerable, marginalized and at-risk people who must be able to engage in or to lead decision-making processes and programme design and implementation is recommended.

ZERO DRAFT

[POST-2015 FRAMEWORK FOR DISASTER RISK REDUCTION]

Provisional name

A. Preamble

1. This post-2015 framework for disaster risk reduction was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan. The World Conference represented a unique opportunity for countries to: i) adopt a concise, focused, forward-looking and action-oriented post-2015 framework for disaster risk reduction and ii) identify modalities of cooperation and the periodic review of its implementation based on the assessment and review of the implementation of the Hyogo Framework for Action (HFA) and the experience gained through the regional and national strategies, institutions and plans for disaster risk reduction, as well as relevant regional and multilateral agreements.

The Hyogo Framework for Action: lessons learned and gaps identified

2. Since the adoption of the HFA in 2005, and as documented in national and regional progress reports on HFA implementation as well as in other global reports, progress has been achieved in reducing disaster risk at local, national, regional and global levels by countries and other stakeholders. This has contributed to decreasing mortality risk in the case of hazards,[1] such as floods and tropical storms. There is growing evidence that reducing disaster risk is a cost effective investment in preventing future losses. Countries have enhanced their capacities. International mechanisms for cooperation, such as the Global Platform for Disaster Risk Reduction and the regional platforms for disaster risk reduction have been instrumental in the development of policies, strategies, the advancement of knowledge and mutual learning, as have the development of strategic national action plans. Overall, the HFA has been an important instrument for raising public and institutional awareness, generating political

commitment, and focusing and catalyzing actions by a wide range of stakeholders at local, national, regional and global levels.

3. Over the same 10-year time frame, however, disasters have continued to exact a heavy toll. Over 700 thousand people lost their lives, over 1.4 million were injured, and around 23 million were made homeless as a result of disasters. Overall, more than 1.5 billion people were affected by disasters in various ways. The total economic loss was more than \$1.3 trillion. In addition, between 2008 and 2012, 144 million were displaced by disasters. Disasters are increasing in frequency and intensity, and those exacerbated by climate change are significantly impeding progress toward sustainable development. Evidence indicates that exposure of people and assets in all countries has increased faster than vulnerability[2] has decreased, thus generating new risk and a steady rise in disasters losses with significant socio-economic impact in the short, medium and long term, especially at the local and community level. Recurring small scale, slow-onset and extensive disasters particularly affect communities, households and small and medium enterprises and constitute a high percentage of all losses. All governments — especially those in developing countries where the mortality and economic losses from disasters are disproportionately higher — and businesses are faced with increasing levels of possible hidden costs and challenges to meet financial and other obligations. The security of people, communities and countries may also be affected.
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.
5. There has to be a broader and a more people-centred preventive approach to disaster risk and humanitarian crises. Enhanced work to address exposure and vulnerability and ensure accountability for risk creation is required at all levels. More dedicated action needs to be focused on tackling underlying risk drivers and compounding factors, such as demographic change, the consequences of poverty and inequality, weak governance, fragility, inadequate and non-risk-informed policies, limited capacity especially at the local level, poorly managed urban and rural development, declining ecosystems, climate change and variability, and conflict situations. Such risk drivers condition the resilience of households, communities, businesses and the public sector. Moreover, it is necessary to continue allocating resources

Comment [O1]: Commendable new element.

Comment [O2]: Key word for fragility

Comment [O3]: Fragility elements would need to be elaborated further under para 14

Comment [O4]: Only reference to conflict in the whole document.

for preparedness for response and to use post-disaster reconstruction and recovery to reduce future disaster risk.

6. Disaster risk reduction practices need to be multi-hazard based, inclusive and accessible to be efficient and effective. It is necessary to ensure the engagement of all stakeholders and the participation of women, children and youth, persons with disabilities, indigenous peoples, volunteers, the community of practitioners, and older persons in the design and implementation of policies, plans and standards. There is a need for the public and private sectors to work more closely together and create opportunities for collaboration, and for business to integrate disaster risk into their management practices, investments and accounting.
7. Global, regional and trans-boundary cooperation remains pivotal in supporting States, local authorities, communities and businesses to reduce disaster risk. Existing mechanisms require further strengthening. Developing countries, in particular small island developing States, landlocked developing countries, least developed countries, in and post-conflict or fragile countries and Africa need special attention and support through bilateral and multilateral channels for capacity building, financial and technical assistance, and technology transfer.
8. Overall, the HFA has provided critical guidance to reduce disaster risk. Its implementation has, however, highlighted gaps in addressing the underlying risk factors and in the formulation of goals and priorities [3] for actions and the need to update and reorder them. It also highlighted the need to give the necessary visibility to all levels of implementation, and place emphasis on stakeholders and their role.
9. The concurrent post-2015 processes on sustainable development, climate change, disaster risk and humanitarian action provide the international community with a unique opportunity to ensure coherence and alignment across policies, practices and partnerships for implementation.
10. Against this background, and in order to reduce disaster risk by addressing existing challenges and preparing for future ones, there is a need to: focus action on understanding risk and how it is created; strengthen governance mechanisms at all levels; invest in economic, social, cultural and environmental resilience; and improve the interface between preparedness, response, recovery and reconstruction at all levels.

Comment [O5]: Regrettable that displaced persons (those already displaced or at high risk of being displaced by living in particularly exposed hazard-prone locations) are not included in this list of stakeholders and vulnerable actors.

However, displaced persons are mentioned, inter alia, in new references such as:

Priority 3: Investing in economic, social, cultural, and environmental resilience: 28 h) on safety nets for at-risk groups, including displaced persons

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

31 a) on developing/updating preparedness/contingency plans and policies, with a particular focus on preventing and responding to possible displacement, and ensuring the participation of all sectors and stakeholder groups, including the most vulnerable, in the design and planning. [For consistency, would be logical and important to have a reference to displaced persons also in para 6]

Comment [O6]: The zero draft includes multiple references to the need for inter-agenda coherence, but would benefit from additional details to specify what this means in practice.

Comment [O7]: Also with humanitarian agenda

Comment [OLH(O)8]: Needs clarification: what "all levels" means.

B. Expected outcome and goal

11. Whereas some progress in reducing losses has been achieved, a substantial reduction requires perseverance and persistence with a more explicit focus on persons and measuring progress. Building on the HFA, the present framework aims to achieve the following outcome over the next 20 years:

Comment [O9]: The timeframe should be aligned with SDGs (2030), especially when it comes to targets in para 13

The substantial reduction of disaster losses, in lives, and in the social, economic and environmental assets of persons, communities and countries.

Comment [O10]: Important to take the outcome beyond reduction of economic losses by including social and environmental assets - also reflecting the three pillars of sustainable development, thus reinforcing alignment and shared priorities with SDGs.

The realization of this outcome requires the stated commitment and involvement of the political leadership at every level in every country. Responsibilities should be shared by central governments and subnational governing components and all stakeholders, as appropriate to their national circumstances and systems of governance.

12. To attain the expected outcome, the following goal is pursued:

Comment [O11]: Does not include residual risks (and responding to mega disasters)

The prevention of disaster risk creation and the reduction of the existing disaster risk through economic, social, cultural, and environmental measures which address exposure and vulnerability, and thus strengthen resilience.

Comment [O12]: Preparedness for response is included here, but dealing with residual risk and mega-disasters (i.e. response) is not mentioned here.

13. To support the assessment of global progress in achieving the expected outcome, five global targets are identified: reduce disaster mortality by [a given percentage in function of number of hazardous events] by 20[xx]; reduce the number of affected people by [a given percentage in function of number of hazardous events] by 20[xx]; reduce disaster economic loss by [a given percentage in function of number of hazardous events] by 20[xx]; reduce disaster damage to health and educational facilities by [a given percentage in function of number of hazardous events] by 20[xx]; and increase number of countries with national and local strategies by [a given percentage] by 20[xx].

Comment [O13]: These are quite well aligned with the resilient targets in the OWG outcome document.

14. The present framework applies to the risk of small scale and large scale, frequent and infrequent, and slow onset disasters caused by natural hazards and related environmental and technological hazards and risks and aims to guide the multi-hazard management of disaster risk in development at local, national, regional and global levels.

Comment [O14]: Broaden this "with special attention to the impact of disasters in contexts of fragility..."

C. Guiding principles

15. Drawing from the principles contained in the Yokohama Strategy [4] and the HFA, the implementation of the present framework will be guided by the following principles:

- a. Each State has the primary responsibility to holistically reduce disaster risk, including through cooperation.
- b. Managing the risk of disasters should be aimed at protecting persons, their property, livelihoods and productive assets, while respecting their human rights.
- c. Disaster risk reduction depends on robust governance mechanisms across sectors and at local, national, regional and global levels and their coordination. It requires the full engagement of all State institutions of an executive and legislative nature at national and local levels, and a clear articulation of responsibilities across public and private stakeholders, including business, to ensure mutual outreach, partnership and accountability.
- d. The leadership and empowerment of local authorities and communities are required to reduce disaster risk, and decision-making powers, resources and incentives need to be allocated accordingly. The enabling and coordinating role of central government is essential.
- e. Disaster risk reduction requires an all-of-society engagement and empowerment, equality, and inclusive, accessible and non-discriminatory participation, paying special attention to at-risk groups in line with internationally agreed human rights standards and protection principles. A gender, age, disability, cultural and conflict-sensitive perspective that takes into account life-cycle vulnerabilities should be integrated into disaster risk management.
- f. Addressing underlying risk factors through risk-informed public and private investments is more cost-effective than primary reliance on post-disaster response and recovery, and contributes to the sustainability of development.
- g. While the drivers of risk may be local, national, trans-boundary or global in scope, disaster risks have local and specific characteristics which must be understood, given the differential capacities of countries and communities, for the determination of measures to reduce disaster risk.
- h. Disaster risk reduction requires transparent risk-informed decision-making based on open and gender-specific/sex/age/disability-disaggregated data, and freely available, accessible,

Comment [O15]: Current draft does not include the following principle (focusing on the needs and potentials of the most vulnerable and poor) listed in the pre-zero draft:

Building on and leveraging the potentials, as well as taking into account the needs, of all groups of society, especially the poor and vulnerable, are a requisite for effective disaster risk management policies and practices.

Comment [O16]: Small interesting change from the pre-zero draft which used 'manage'

Comment [O17]: Enabling environment created by governments for the most vulnerable and marginalized is crucial. Reflected below in para 25 g).

Comment [O18]: HFA2 would benefit from further focus on monitoring activities and outcomes that are based on unique needs, vulnerabilities, capacities and aspirations of vulnerable group, including as measurement of the impact of HFA2 implementation.

up-to-date, easy-to-understand, science-based, non-sensitive risk information complemented by local, traditional and indigenous knowledge, as relevant.

- i. The development, revision and implementation of relevant national and international policies, plans, practices and mechanisms needs to aim at coherence and mutual reinforcement across sustainable development and growth, climate change and variability, environmental management and disaster risk reduction agendas. Disaster risk reduction mainstreaming is critical to the sustainability of development.
- j. The post-disaster recovery and reconstruction phase is critical to reduce disaster risk and for public education and awareness on disaster risk.
- k. Global, regional and trans-boundary cooperation is essential and requires further strengthening in accordance with international obligations.
- l. Developing countries, in particular least developed countries, small island developing States, and landlocked developing countries, in and post-conflict or fragile countries, and Africa require specific support tailored to their needs and priorities.

Comment [O19]: Would benefit from the addition of humanitarian agendas to ensure better coherence and mutual reinforcement. See similar para 29 b) below.

Comment [O20]: Linkage between DRR and sustainable development - coherence needed.

D. Priorities for action

General considerations

16. Each State has the primary responsibility for its own sustainable development and for taking effective measures to reduce disaster risk, including for the protection of people on or displaced within its territory, infrastructure and other national assets from the impact of disasters. At the same time, in the context of increasing global interdependence, concerted international cooperation and an enabling international environment are required to stimulate and contribute to developing the knowledge, capacities and motivation needed for disaster risk reduction at all levels.
17. All actors are encouraged to build multi-stakeholder partnerships, at all levels, as appropriate, and on a voluntary basis, to contribute to the implementation of this framework. States and other actors are also encouraged to promote the strengthening or establishment of national, regional and international volunteer corps, which can be made available to countries and to the international community to contribute to addressing vulnerability and reducing disaster risk.

Comment [O21]: Would be important to add something on IDP – in line with GA resolution 46/182 – about the primary responsibility of each State to ‘take care of the victims’ of disasters (‘initiation, organization, coordination and implementation of humanitarian assistance in its territory’)

18. The promotion of a culture of prevention, including through the mobilization of adequate resources for disaster risk reduction, is an investment for the future with substantial returns.

Priorities for action

19. Taking into account the experience gained through the implementation of the HFA, and in pursuit of the expected outcome and goal, there is a need for focused action across sectors by States at local, national, regional and global levels in the following priority areas:

- 1) Understanding disaster risk;
- 2) Strengthening governance and institutions to manage disaster risk;
- 3) Investing in economic, social, cultural and environmental resilience;
- 4) Enhancing preparedness for effective response, and building back better in recovery and reconstruction.

20. In their approach to disaster risk reduction, all stakeholders should take into consideration the key activities listed under each of these four priorities and should implement them, as appropriate, to their own circumstances and capacities.

Priority 1: Understanding disaster risk

21. Policies and practices for disaster risk management should be based on an understanding of risk in all its dimensions of vulnerability, capacity and exposure of persons and assets and hazards characteristics. This should extend to current, emerging and future risk and associated drivers, in particular climate change. This requires an all-states and all-stakeholders effort on a number of areas for action, such as collection, analysis and dissemination of information and data, advancement of research, and the development and sharing of open-source risk models, as well as continuous monitoring and exchange of practices and learning.

National and local levels

22. It is important to:

Comment [M22]: Good achievement that this clarified the separation between emergency preparedness and build back better.

Comment [O23]: The particular nature and dynamics of disaster risk in fragile and conflict affected countries (including in risk and vulnerability assessments) could be reflected in this sub-section.

- a. Establish baselines and periodically assess disaster risks, including vulnerability, exposure and hazard characteristics, at the relevant spatial scale, such as within a river basin and along coastlines;
- b. Systematically survey, record and publicly account for all disaster losses and the economic, social and health impacts;
- c. Make non-sensitive risk, disasters and loss information free, openly available, and accessible, and ensure its dissemination, at all levels, taking into account the needs of different categories of users. It is important to ensure real-time access to reliable data, and use ICT innovations to enhance collection, analysis and dissemination of data;
- d. Build the capacity of local government officials, public servants, communities and volunteers through sharing of experience, training and learning programmes on disaster risk reduction, targeting specific sectors to ensure consistent collection, analysis and use of risk assessment, and implementation of disaster-risk related policies and plans;
- e. Promote and improve dialogue and cooperation among scientific communities, including social, health, economic and environmental sciences, practitioners, businesses, people at risk and policymakers;
- f. Ensure the use of traditional and local knowledge to complement, as relevant and appropriate, scientific knowledge in disaster risk assessment and the development and implementation of policies, plans and programs;
- g. Strengthen technical and scientific capacity to develop and apply methodologies, standards, metrics and models to assess vulnerabilities and exposure to all hazards, taking into account landscape and watershed level considerations and ecosystem functions and services to reduce disaster risk in risk assessment protocols;
- h. Invest in research, innovation and technology and promote a long-term multi-hazard approach and solution-driven research for disaster risk management to better address gaps, societal challenges and emerging risks and interdependencies;
- i. Promote the incorporation of disaster risk education, including preparedness, in educational curricula at all levels and in informal education systems, as well as in professional education;

Comment [O24]: Important para to address emerging global challenges and enhance anticipatory risk management.

- j. Promote national strategies to strengthen public education and awareness of risk information and knowledge through campaigns, social media, community mobilization and other available means, taking into account specific audiences and their needs.

Global and regional levels

23. It is important to:

- a. Share and cooperate on the development of science-based and common methodologies and standards for risk modelling and assessment, monitoring, early warning, disaster recording and statistics, and disaggregated data collection;
- b. Continue promoting the use, application and affordability of, and access to, information, communication and space-based technologies and related services, as well as maintaining and strengthening in-situ and remotely-sensed earth observations, to support disaster risk reduction at all levels, and strengthen the utilization of digital resources, social media and mobile phone networks to support successful risk analysis and communication;
- c. Promote common efforts in partnership with scientific community and the private sector to establish good international practices;
- d. Support the development of local, national, regional and global user-friendly systems and services for the exchange of information on good practices, cost-effective and easy-to-use disaster risk reduction technologies, and lessons learned on policies, plans and measures for disaster risk reduction;
- e. Continue global campaigns as instruments for public awareness and education (e.g. “The One Million Safe Schools and Hospitals”, “Making Cities Resilient: my city is getting ready!”, the “United Nations Sasakawa Award for Disaster Reduction”, and the yearly United Nations International Day for Disaster Reduction) that promote a culture of prevention, generate understanding of disaster risk, support mutual learning and share experiences, and encourage all public and private stakeholders to actively engage and join such initiatives, and develop new ones at local, national, regional and global levels, with similar purposes;
- f. Enhance the scientific and technical work on disaster risk reduction through the mobilization of existing networks of scientific and research institutions at national, regional and international levels in order to strengthen the evidence base in support of the

Comment [O25]: Embed risk analysis as the base for humanitarian and development planning and programming... Alignment of planning cycles aiming to reduce mortality rates.

Comment [O26]: Need to link with early action/early response >> Priority 4

implementation and monitoring of this framework, promote scientific research into risk patterns and trends and the causes and effects of short and long-term disaster risk in society, specifically, on the compounding nature of different types of risk including the relationship between disaster risk and conflict and fragility, utilize available good practices and lessons learned, provide guidance on methodologies and standards for risk assessments, risk modelling and the use of data, identify research and technology gaps and set recommendations for research priority areas in disaster risk management, promote and support the availability and application of science to decision-making, contribute and cooperate on the update of the 2009 Terminology on Disaster Risk Reduction, and use post-disaster reviews as opportunities to learn and enhance public policy.

Comment [027]: Do we need to include this here? See 40. g.

Priority 2: Strengthening governance and institutions to manage disaster risk

24. Governance conditions the effective and efficient management of disaster risk at all levels. Clear vision, plan, guidance and coordination across sectors and participation of all stakeholders, as appropriate, are required. Strengthening the governance of disaster risk management is therefore necessary.

National and local levels

25. It is important to:

- a. Promote the coherence of, and further develop as appropriate, national and local frameworks of law, regulation and public policy, including for development, poverty reduction, climate change adaptation, emergency response and environmental management, which through defining roles and responsibilities guide the public sector in:
 - (i) addressing disaster risk in publically owned, managed or regulated services and infrastructure, and
 - (ii) regulate and provide incentives for actions by persons, households, communities and businesses;
- b. Adopt and implement national and local plans, across different timescales aimed at addressing short, medium and long term disaster risk, with targets, indicators and timeframes;
- c. Strengthen mechanisms to monitor, periodically assess, ensure compliance, and publicly report on progress on national and local plans by all public and private stakeholders;

Comment [028]: Coherence

- d. Enhance, as appropriate, relevant normative frameworks and mechanisms to strengthen disclosure of and, accountability for, disaster risk;
- e. Promote public scrutiny and institutional debates, including by parliamentarians and other elected officials, on progress reports of local and national plans;
- f. Establish or further strengthen all-stakeholder coordination mechanisms at national and local levels, such as national and local platforms for disaster riskmanagement. It is necessary for such mechanisms to have a strong foundation in national institutional frameworks with clearly assigned responsibilities and authority to, inter alia, identify sectoral and multisectoral risk, build awareness and knowledge of risk through sharing and dissemination of risk information and data, contribute to and coordinate reports on local and national disaster risk, coordinate public awareness campaigns on disaster risk, facilitate multisectoral preparedness for response, recovery and reconstruction as well as other arrangements including requesting and receiving international assistance and supporting operational cooperation among local governments and civil society organisations as needed, contribute to the determination of and reporting on national and local disaster risk management plans. These responsibilities and authority should be established through laws, regulations, standards, and procedures, as appropriate;
- g. Empower, through regulatory and financial means and by creating an enabling environment, local action and leadership in disaster risk management by local authorities, communities and indigenous people;
- h. Stimulate, in accordance with national practices, the development of quality standards and mechanisms, including certifications, for disaster risk management, with the participation of the private sector and professional associations and scientific organizations.

Comment [O29]: Compliance, disclosure and accountability elements should help strengthen accountability aspects of HFA2 beyond those of HFA.

Comment [O30]: In particular, NDMA and Ministry of Environment

Comment [O31]: Would warrant an explicit reference to vulnerable, marginalized and at-risk people, who must be able to engage in/lead decision-making processes and programme design/implementation.

Global and regional levels

26. It is important to:

- a. Continue to guide action at the regional level through agreed regional and subregional strategies for disaster risk reduction, adjusted, as appropriate, in light of the framework;
- b. Foster collaboration and partnership across mechanisms and institutions for the implementation of instruments relevant to disaster risk, such as for climate change.

sustainable development, humanitarian action, environment, health and others, as appropriate;

Comment [O32]: Coherence

- c. Continue to actively engage in the Global Platform for Disaster Risk Reduction, the regional and subregional platforms for disaster risk reduction and thematic platforms, which represent effective multi-stakeholder mechanisms to forge partnerships, periodically assess progress on implementation and share practice and knowledge on risk-informed policies, programmes and investments, including on development and climate issues;
- d. Continue to strengthen capacities and mechanisms, such as hazard-focused disaster risk reduction forums, to reduce trans-boundary disaster risk, including displacement risk;
- e. Promote and use voluntary and self-initiated peer reviews among countries and local governments as they may represent a useful mechanism to support local and national efforts, reviews of progress, mutual learning, exchange of good practices and identification of specific areas for future technical cooperation, exchange of information, technology transfer and financial support, as appropriate;
- f. Strengthen cooperation and call for contribution to the development of international monitoring mechanisms, such as the HFA Monitor, that are intended to support and complement national and local monitoring systems, and provide a practical understanding of overall regional and global efforts to manage disaster risk. Such information is of relevance in the consideration of progress on the sustainable development agenda and goals, and on climate change.

Comment [O33]: The pre-zero draft reference on (transboundary) displacement risk is retained in the zero draft. The item is now also moved and 'upgraded' as part of the Priority for Action 2 on strengthening governance and institutions to manage disaster risk, whereas the pre-zero draft included it as part of a more general section on international partnership in the implementation and follow-up process of HFA2.

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

Comment [O34]: Newly added from Pre-zero draft

27. Investing in risk prevention and reduction through structural and non-structural measures is essential to enhance the economic, social, cultural resilience of persons, communities, countries and their assets as well as the environment. Such measures are cost-effective and instrumental to save lives and prevent and reduce losses. A continued integrated focus on key development areas, such as health, education, agriculture, water, ecosystem management, housing, cultural heritage, public awareness, financial and risk transfer mechanisms, is required.

National and local levels

28. It is important to:

- a. Allocate resources at all levels of administration for the development and the implementation of disaster risk reduction policies, plans, laws and regulations in all relevant sectors;
- b. Strengthen public investments in critical facilities and physical infrastructures, particularly disaster prevention and reduction structural measures, schools, clinics, hospitals, water and power plants, communications and transport lifelines, disaster warning, management and evacuation centres through proper design, including the Principles of Universal Design, building better from the start, retrofitting and re-building, taking into account economic, social, and environmental impact assessments, as well as conflict-sensitivity and Do No Harm.
- c. Protect or support the protection of museums and other sites of historical, cultural and religious interest, as well as of work places;
- d. Give land-use policy development and implementation, including urban planning, informal and non-permanent housing, special attention due to their direct impact on risk exposure;
- e. Promote the incorporation of disaster risk assessment into rural development planning and management, in particular with regard to mountain and coastal flood plain areas, including through the identification of land zones that are available and safe for human settlement;
- f. Encourage the revision of existing or the development of new building codes, standards, rehabilitation and reconstruction practices at the national or local levels, as appropriate, with the aim of making them more applicable in the local context, particularly in informal human settlements, and reinforce the capacity to implement, monitor and enforce such codes, including through a consensus-based approach;
- g. Enhance the resilience of health systems by integrating disaster risk reduction into primary health care, especially at local level developing the capacity of health workers in understanding risk, applying and implementing disaster risk reduction approaches in health work, and supporting and training community health groups in disaster risk reduction approaches;

Comment [035]: Urban issues – HABITAT III?

- h. Strengthen the implementation of social safety-net and outreach mechanisms to assist the poor and at-risk groups, such as older persons, persons with disabilities, displaced persons, migrants and other populations exposed to disaster risk and affected by disasters;
- i. Strengthen policy, technical and institutional capacities in local and national disaster risk management, including those related to technology, training, and human and material resources;
- j. Review existing financial and fiscal instruments in order to support risk-sensitive public and private investments, and promote the integration of disaster risk reduction considerations and measures in economic valuations, investment tracking, cost-benefit analyses, competitiveness strategies, investment decisions, debt ratings, risk analysis and growth forecasts, budgeting and accounting, and the determination of incentives;
- k. Strengthen the sustainable use and management of ecosystems and implement integrated environmental and natural resource management approaches that incorporate disaster risk reduction.

Global and regional levels

29. It is important to:

- a. Mainstream disaster risk reduction measures appropriately into multilateral and bilateral development assistance programmes including those related to poverty reduction, natural resource management, urban development and adaptation to climate change.
- b. Recognizing the different multilateral processes, work through the United Nations and other relevant institutions and processes, as appropriate, to promote coherence at all levels and across sustainable development, humanitarian affairs, climate change, and disaster risk reduction policies, plans and programs;
- c. Promote the development and strengthening, as relevant, of financial, risk transfer and risk sharing mechanisms in close cooperation with business and international financial institutions;
- d. Enhance the engagement with institutions involved with financial regulation in an effort to better understand the impacts of disasters on the financial stability of countries, companies and individuals, and thereby promote key policy developments around financial stability and inclusion.

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

30. The steady growth of disaster risk, including the increase of people and assets exposure, combined with the learning from past disasters, indicate the need to further strengthen and invest in preparedness for response at all levels. Disasters have demonstrated that the recovery and reconstruction phase needs to be planned ahead of the disaster and is critical to building back better and making nations and communities more resilient to disasters.

Comment [O36]: At first glimpse at 31 a)-c) and 32 a)-c), these do not seem to be radically different from the original HFA. Would therefore be good to hear from EPES if there's anything to add by way of latest thinking, best practices and preparedness paradigms since 2005.

Comment [O37]: Reiteration/ reaffirming of the importance of HFA1 Priority 5

National and local levels

31. It is important to:

- a. Prepare or review and periodically update multi-hazards based disaster preparedness and contingency plans and policies at all levels, with a particular focus on preventing and responding to possible displacement, and ensuring the participation of all sectors and stakeholder groups, including the most vulnerable, in the design and planning;
- b. In order to ensure early actions, continue to further strengthen early warning systems and tailor them to the needs of users, including social and cultural requirements;
- c. Promote regular disaster preparedness exercises, including evacuation drills, with a view to ensuring rapid, effective and principled disaster response and access to essential food and non-food relief supplies as well as other basic services, as appropriate, to local needs;
- d. Make new and existing hospitals and health facilities safe and operational during disasters;
- e. Adopt public policies and establish coordination and funding mechanisms and procedures to plan and prepare for post-disaster response, recovery and reconstruction, including requesting and receiving international assistance as needed;
- f. Ensure the engagement of diverse institutions, multiple authorities and stakeholders at all levels, in view of the complex and costly nature of post-disaster reconstruction;
- g. Learn from the recovery and reconstruction programs over the HFA decade and exchange experience knowledge and lessons learned in order to develop guidance for reconstruction, including on land use planning and structural standards improvement;

Comment [O38]: New language on displacement, important addition.

Comment [O39]: This includes responders, hence contribute to early action?

Comment [O40]: At first glimpse, these do not seem to be that different from the original HFA. Would therefore be good to hear from EPES if there's anything to add by way of latest thinking, best practices and preparedness paradigms since 2005.

Comment [O41]: Unclear wording. Investment structure in place?

- h. Promote the incorporation of disaster risk management into post-disaster recovery and rehabilitation processes and use opportunities during the recovery phase to develop capacities that reduce disaster risk in the medium term, including through the sharing of expertise, knowledge and lessons learned.

Global and regional levels

32. It is important to:

- a. Strengthen and, when necessary, develop coordinated global and regional approaches, policies, operational mechanisms, making use of best technology and innovation, which may include the use of business facilities and services and military assets upon request, as well as plans and communication systems to prepare for and ensure rapid, effective and principled disaster response in situations that exceed national coping capacities;
- b. Promote the further development of standards, codes and other guidance instruments to support preparedness and response by national and local governments as well as international and regional actors, and contribute to the lessons learned for policy practice and reconstruction programmes;
- c. Promote the further development of effective regional early warning mechanisms to ensure that information triggers early and effective action across all relevant countries;
- d. Enhance international mechanisms, such as the International Recovery Platform, for the sharing of experience and learning among countries and all stakeholders;
- e. Develop practical guidance and compile good practices to support planning, investments and policy development and decisions.

Comment [O42]: Including Mega disasters/protracted conflict situations

Comment [O43]: Meaning that international standards such as SPHERE or cluster based coordination can inform national and local level preparedness and response efforts.

Comment [O44]: Including for conflict situations

Comment [OLH(O)45]: Why IRP? There is no reference to other EW tools and response tools. It seems odd that this one would be singled out.

E. Role of stakeholders

33. While States have the overall responsibility to reduce disaster risk, stakeholders play a critical role as enablers in providing support to States in accordance with national policies, in the implementation of the framework at local, national, regional and global levels. Their commitment, goodwill, knowledge, experience and resources will be required.

34. While States, building on existing relevant international instruments, may determine more specific roles and responsibilities for all public and private stakeholders in accordance with national plans and priorities, the following actions should be encouraged:

- a. Business, professional associations, private sector financial institutions, including financial regulators and accounting bodies, and philanthropic foundations to integrate disaster risk management, including business continuity, in business models and practices, especially in micro, small and medium enterprises, engage in awareness-raising and training for their employees and customers, engage in and support research and innovation as well as the full use of technology in disaster risk management, share and disseminate knowledge, practices and data, actively engage with the public sector for the development of normative frameworks, quality standards, regulations, as well as policies and plans to incorporate disaster risk reduction;
- b. Academia and research entities to focus on the evolving nature of risk and scenarios in the medium and long terms, increase research for local application and support action by local communities and authorities, and support the interface between policy and science for effective decision-making;
- c. Social groups, volunteers, civil society and faith-based organizations to engage with public institutions and business to, inter alia, provide specific knowledge and pragmatic guidance in the context of the development and implementation of normative frameworks, standards and plans for disaster risk reduction; engage in the implementation of local, national, regional and global plans and strategies, and their monitoring; contribute to and support public awareness and education on disaster risk ; advocate for an inclusive and all-of-society disaster risk management which strengthen the synergies across groups. On this point, it should be noted that:
 - i. Children and youth are agents of change and can contribute their experience and should be given the space and modalities to do this;
 - ii. Women are critical to effectively managing disaster risk, and designing, resourcing and implementing gender-responsive disaster risk reduction policies, plans and programs;
 - iii. Persons with disabilities are critical in the assessment of risk and design and implementation of plans tailored to specific requirements in line with the Principles of Universal Design;

- iv. Older persons have years of knowledge, skills and wisdom which are invaluable assets to reduce disaster risk and should be included in the design of policies, plans, and mechanisms, including for early warning;
 - v. Indigenous peoples through their experience and traditional knowledge provide an important contribution to the development and implementation of plans and mechanisms, including for early warning.
 - vi. Persons living in contexts where disaster risk and vulnerability are compounded by conflict, fragility and insecurity, should receive tailored support and modalities to enact disaster risk reduction in ways appropriate to their context'
- d. Media to take an active role at local, national, regional and global levels in contributing to raise public awareness and understanding, and to disseminating risk, hazard and disaster information, including on small-scale disasters, in a simple, easy-to-understand and accessible manner, in close cooperation with science and academia; adopt specific disaster risk reduction communication policies; support, as appropriate, early warning systems; and stimulate a culture of prevention and strong community involvement in sustained public education campaigns and public consultations at all levels of society.
35. With reference to the General Assembly resolution 68/211 of 20 December 2013, the commitments are instrumental to identify modalities of cooperation and implement the framework. Commitments need to be specific, predictable and time-bound in order to support the development of partnerships at local, national, regional and global levels, and the implementation of local and national disaster risk management plans. **All stakeholders are encouraged to publicize their commitments in support of the implementation of the framework, or of the national and local disaster risk management plans, through the UNISDR website.**

Comment [046]: Is this sentence appropriate here?

F. International cooperation and global partnership

General considerations

36. Given their differential capacities, developing countries require enhanced global partnership for development, adequate provision and mobilization of all means of implementation and continued international support to reduce disaster risk.

37. Disaster-prone developing countries, in particular least developed countries, small island developing States, landlocked developing countries, fragile and conflict-affected countries, and Africa, warrant particular attention in view of their higher vulnerability and risk levels, which often greatly exceed their capacity to respond to and recover from disasters. Such vulnerability urgently requires the strengthening of international cooperation and ensuring genuine and durable partnerships at the regional and international levels in order to support developing countries to implement this framework in accordance with their national priorities and needs.
38. Enhanced international cooperation, including North-South complemented by South-South and triangular cooperation has proved to be key to reduce disaster risk and there is a need to strengthen these mechanisms further. Partnerships will play an important role by harnessing the full potential of engagement between governments at all levels, businesses, civil society and a wide range of other stakeholders, and effective instruments for mobilizing human and financial resources, expertise, technology and knowledge and can be powerful drivers for change, innovation and welfare.
39. Financing from all sources, domestic and international, public and private, the development and transfer of reliable, affordable, modern technology on mutually agreed terms, capacity-building assistance and enabling institutional and policy environments at all levels are critically important means of reducing disaster risk.

Comment [O47]: This wording echoes implicitly the structure of the report of the Intergovernmental Committee of Experts on Sustainable Development Financing and its recommendations. Shared mechanisms to fund SDGs and HFA2 would be beneficial and warrant a more explicit mention here.

Implementation and follow-up

40. Support to countries in the implementation of this framework may require action on the following recommendations:
- a. Developing countries, in particular least developed countries, small island developing States, landlocked developing countries, fragile and conflict-affected countries, and Africa require predictable, adequate, sustainable and coordinated international assistance, through bilateral and multilateral channels, for the development and strengthening of their capacities, including through financial and technical assistance, and technology transfer on mutually agreed terms.
 - b. Enhance access to, and transfer of, environmentally sound technology, science and innovation as well as knowledge and information sharing through existing mechanisms,

namely bilateral, regional and multilateral collaborative arrangements, including the United Nations and other relevant bodies

- c. Mainstream disaster risk reduction measures appropriately into multilateral and bilateral development assistance and humanitarian programmes, including those related to poverty reduction, livelihoods support, natural resource management, urban development and adaptation to climate change.
- d. States and regional and international organizations, including the United Nations and international financial institutions, are called upon to integrate disaster risk reduction considerations into their policy, planning and programming at all levels.
- e. States and regional and international organizations should foster greater strategic coordination among the United Nations, other international organizations, including international financial institutions, regional bodies, donor agencies and nongovernmental organizations engaged in disaster risk reduction. In the coming years, consideration should be given to ensuring the implementation and strengthening of relevant international legal instruments related to disaster risk reduction.
- f. United Nations system entities, including funds, programmes, and specialized agencies, through the United Nations Plan of Action on Disaster Risk Reduction for Resilience, other relevant International Organizations and treaty bodies, including the Conference of the Parties of the United Nations Framework Convention on Climate Change, international financial institutions at the global and regional levels, and the Red Cross and the Red Crescent Movement, are called upon to ensure optimum use of resources and support to developing countries, at their request, and other stakeholders in the implementation of this framework in synergy with other relevant frameworks, including through the development and the strengthening of capacities, and clear and focused programs that support States' priorities in a balanced and sustainable manner.
- g. The UNISDR, in particular, is requested to support the implementation, monitoring and review of this framework including through: preparing periodic progress reports on implementation; supporting the development of coherent global and regional monitoring mechanisms in synergy, as appropriate, with other relevant mechanisms for sustainable development and climate change, and updating the existing web-based HFA Monitor accordingly; generating evidence-based and practical guidance for implementation in

Comment [O48]: Any linkage possible with World Humanitarian Summit/HABITAT III?

close collaboration with, and through mobilization of, experts; reinforcing a culture of prevention in all stakeholders, through support to standards development by experts and technical organizations, advocacy initiatives, and dissemination of risk information, policies and practices; supporting countries, including through the national platforms or their equivalent, in developing national plans and monitoring trends and patterns in disaster risk, loss and impacts; convening the Global Platform for Disaster Risk Reduction and supporting the organization of regional platforms for disaster risk reduction; leading the revision of the United Nations Plan of Action on Disaster Risk Reduction for Resilience; facilitating the enhancement of, and continuing to service, the ISDR Scientific and Technical Advisory Group in mobilizing science and technical work on disaster risk reduction; leading and coordinating the update of 2009 Terminology on Disaster Risk Reduction; and maintaining the stakeholders' commitment registry

Comment [O49]: Again? See 23 f.

- h. Adequate voluntary financial contributions should be provided to the United Nations Trust Fund for Disaster Reduction, in the effort to ensure adequate support for the follow-up activities to this framework. The current usage and feasibility for the expansion of this Fund, should be reviewed, inter alia, to assist disaster-prone developing countries to set up national strategies for disaster risk reduction.
- i. The Inter-Parliamentary Union and other relevant regional bodies and mechanisms for parliamentarians are encouraged to continue supporting, and advocating for, disaster risk reduction and the strengthening of legal frameworks.
- j. The United Cities and Local Governments and other relevant bodies of local governments are encouraged to continue supporting cooperation and mutual learning among local governments for disaster risk reduction and the implementation of this framework.
- k. The implementation of this framework will be periodically reviewed by the United Nations General Assembly and the Economic and Social Commission through and in alignment with existing processes and mechanisms, such as the High Level Political Forum for Sustainable Development, to allow for stocktaking, identifying new emerging risk, formulating recommendations for further action, and introducing possible corrective measures.

Comment [O50]: Link with HABITAT III?

Comment [O51]: The para would benefit from a clearer reference to the need to align the timetables and reporting modalities of SDGs and HFA2. These and other monitoring/accountability mechanism elements might be added to the draft at a later stage.

[1] Hazard is defined as: “A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydrometeorological and biological) or induced by human processes (environmental degradation and technological hazards)” UN/ISDR. Geneva 2004.

[2] Vulnerability is defined as: “The conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards”. UN/ISDR. Geneva 2004.

[3] The Hyogo Framework Priorities (2005-2015) are: 1) Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation; 2) identify, assess and monitor disaster risks and enhance early warning; 3) use knowledge, innovation and education to build a culture of safety and resilience at all levels; 4) reduce the underlying risk factors; and 5) strengthen disaster preparedness for effective response at all levels.

[4] The Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of action, adopted in 1994.