



Section A – Preamble

Brazil considers that the Preamble should be concise and objective. It should provide a brief assessment of the implementation of the Hyogo Framework for Action (HFA), identify gaps, challenges and constraints. In this regard, the text could mention the difficulties faced by many developing countries in implementing the HFA and highlight the need for additional international support.

The outcome document should be a stand-alone text that can be read without constant consultation to the HFA. In this regard, it would be preferable to avoid cross references to sections or parts of the HFA, such as the “priorities” in paragraph one. It may be useful to outline in more detail the “priorities” rather than just include a reference.

Paragraph 3 identifies a number of risk factors which have not received sufficient attention during the implementation of the HFA. Instead of a long list of factors, it might be advisable to enumerate only the most relevant points and identify common elements. In any case, we believe that the terms used in the text should be defined clearly. The difference, if any, between risk factors and risk drivers is unclear.

Whilst climatic and other natural events may be the proximate causes of disasters, the consequences are directly linked to the social structure and physical infrastructure in place in the country concerned. In this context, Brazil believes it is important to highlight in this paragraph that poverty and inequality are two major risk factors that affect disproportionately developing countries, having a direct bearing on the social consequences of climatic or natural events.

Similarly, paragraph 4 seeks to link the disaster risk reduction framework under discussion to the post-2015 agenda, mentioning a number of focus areas. Although implicit in the text, it would be important to clearly recognize the connection between disaster risk reduction and sustainable development.

Paragraph 5 proposes measures that have emerged during the consultations on the post-2015 framework for disaster risk reduction with a view to guiding Member States. Their relevance is not under dispute, but we question whether it is appropriate to include these measures in the preamble. Rather, it might be preferable to mention these points in Section C related to guiding principles or Section D on Priorities of Action.

Section B – Purpose, Scope, Outcome and Goals

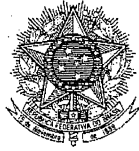
The Section on Purpose, Scope, Outcome and Goals should be based on the HFA, building upon the experience attained during its implementation. At the same time, it should be consistent with the approach undertaken in the discussions for the post 2105 development agenda, namely, the sustainable development goals (SDGs).

On paragraph 7, it should be clear that the framework under discussion aims at supporting national efforts in reducing disaster and climate risk at local, national, regional and global levels, fostering resilience and sustainable development. The focus should be on state-led action, even though the measures prescribed could also promote resilience for individuals, local communities, countries, regions and the international community.

We agree with the approach proposed for paragraphs 9 and 10 with relation to the expected outcomes. It is important to identify global targets as indicators of progress, but the figures need to be realistic and attainable, based on objective assessment of possible outcomes.

On the other hand, we believe that the strategic goals mentioned in paragraph 11 could be further clarified to include an explicit reference to sustainable development which contributes to address exposure and vulnerability. The element of risk should be built into sustainable development strategies.

In addition, it is important to highlight the role of international cooperation in strengthening disaster resilience and risk reductions at the individual, local and national levels. A reference to this issue could be included under subitem III in paragraph 11.



Section C – Guiding Principles

The guiding principles section should provide general guidelines to governments, as well as civil society organizations and other relevant non-state actors, with a view to elaborating and implementing national strategies of disaster risk reduction and management. The principles should be clear, objective and limited in number.

As currently drafted, there appears to be some overlap with the conclusions of the post-2015 consultations listed in paragraph 5. Some of the items could also be streamlined and merged, in order to simplify the text.

Whilst each State has the primary responsibility to manage disaster risk, international cooperation has a key role to play in support of developing countries, particularly with regards to LDCs. This dimension is present in subparagraphs (a) and (m), but could be better highlighted in the guiding principles.

The reference in subparagraph (b) should promote a people-centered approach to disaster risk reduction, aimed at protecting persons, livelihoods and property. Human rights considerations should be an integral part of disaster risk management.

In view of the important role of prevention, governments should pay due attention to aligning national development plans with disaster risk reduction principles and priorities. Addressing underlying risk factors in development is generally less costly and more effective than post-disaster remedial measures. Subparagraph (c) should better reflect this view.

Subparagraph (d) reiterates the importance of comprehensive participatory processes in developing national strategies of managing risk. It rightly identifies the issues of empowerment, equality, inclusiveness and non-discrimination as guiding principles in this connection. A reference to "women" and "older persons" could be included in the list of vulnerable groups and populations that should be fully engaged in the elaboration and implementation of policies and avoid duplication.

We share the view expressed in (h) and (i) that full transparency, disclosure of information and accountability are key factors for policy making in disaster risk reduction and management. As mentioned in item (j), risk profiles need to be assessed and understood. There is room for streamlining the three subparagraphs.

Subparagraph (k) of the text correctly refers to the need take into account disaster risk in development. But additional guidance on this crucial matter may be warranted. It should be clear from the document that the disaster reduction principles should be fully integrated into comprehensive national plans and programmes for sustainable development, in order to promote synergies.

The text should highlight that sustainable development and disaster risk reduction are interlinked and mutually reinforcing. Social policies that focus on eradicating poverty and overcoming inequalities can contribute significantly to reduce disaster risk and build resilient communities. Sound disaster risk management is necessary to ensure that development gains are permanent and sustainable.

Similarly, development partners, international organizations and relevant non-state actors (such as foundations) should also fully incorporate disaster risk reduction priorities as an integral part of their international cooperation strategies. We believe that predictable and additional resources are required to ensure the implementation of the measures contained in the present draft and should be clearly reflected in paragraph (m).

Finally, we support a central role for the UN System in prevention, management, relief, recovery and reconstruction from disasters. The reference to the United Nations and other international organizations in the section should be strengthened in this regard. Alternatively, it could be moved to the preamble. As drafted, it is not a principle or guideline, but a statement of information.



Section D: Priorities for Action

General comments

In our view this part of the draft should highlight concrete and practical initiative to reduce and manage disaster risk, identify priorities for action and facilitate the implementation, monitoring and evaluation process. In this regard, it would be useful to include quantifiable targets and measures wherever possible. As the ultimate goal, this section should assist States to establish, improve and maintain effective national disaster risk management systems.

It would be useful for national authorities and practitioners to organize the section in the format of a roadmap for action, following a logical order of priorities that build upon each other with a view to constructing a comprehensive disaster risk management system at the national level. Authorities at the national, state and local levels, as well as other relevant stakeholders, should have their responsibilities clearly defined under each item. The activities described on this section should be formulated in such a way as to facilitate the monitoring and evaluation process.

Special attention should be accorded to developing country needs and vulnerabilities, particularly with regards to LDCs. It is important, in this sense, to take into account the respective capacities of Member States to implement the measures proposed in the text.

We agree with the emphasis given in the HFA to the role of the national legislative framework in identifying and systematizing legal principles and rules for disaster risk reduction. In the current draft, we believe this issue merits further attention. Similarly, the concrete measures to promote

governance and accountability for disaster risk management could be better developed in the text.

We further observe that funding and capacity-building are two major challenges on disaster risk reduction framework. It should be necessary to establish the development of a more effective financing mechanism to improve the management of risk in both the public and private sectors.

National and local context

We share the view reflected in paragraph 14 on the priority assigned to national, state and local authorities in the management of disaster risk. Other stakeholders, such as civil society organizations and private enterprises, can also play a relevant role, in partnership and cooperation with government. An all-State and all-Society approach can contribute to reduce disaster risk to a significant extent.

The issue of information is central to disaster risk reduction. With regard to paragraph 14, sub-items (c), (d) and (j), governments could adopt a more proactive approach, not only promoting the availability and enhancing the dissemination of information, but also implementing public information campaigns aimed at specific populations that may be under risk. The three paragraphs should be grouped closer together and streamlined, perhaps into one or two items.

On sub-item (d), we believe that the private sector should not only be engaged in terms of resilient investment, but participate as an active partner with government, in promoting disaster risk reduction. On sub-item (i) the improvement of regional monitoring and assessment should take into consideration the financial and technical capacities of the developing countries. In this sense, we favor the transfer of technology which would promote sustainability and more resilient communities.

In paragraph 15, we recognize the role of governance in disaster risk management, but consider that more specific and detailed guidance would be useful to national authorities and relevant stakeholders. We have observed

the lack of clear targets and indicators, as well as practical steps. It is important to include a clear reference between sustainable development and disaster risk management and reduction. While recognizing the issue of country capacity, the text does not offer suggestions on addressing vulnerabilities of developing countries, particularly with regards to insufficient means of implementation.

In subparagraph (a), it would be important to highlight that national and local plans should take into account the particular needs of vulnerable groups and populations, including children, women and elderly people. The respect and promotion of human rights should be an integral element of national and local plans.

Monitoring and assessment mechanisms should be an integral part of disaster risk management. As indicated in sub-items (b) and (c), there should be systematic and regular assessments, involving local communities and populations under risk. Public debate should be actively encouraged, including in the media.

We agree that disaster risk management should be fully integrated into national development policies, which should be aimed at promoting sustainable development. Subparagraph (h) should refer to poverty eradication strategies.

With regard to paragraph 16, early warning and preparedness systems play a key role in reducing the social impact of disasters and hazards. While it is important to strengthen national mechanisms, it is also necessary to recognize the limitations in capacity faced by many developing countries, which concentrate the majority of the world's megacities.

In line with subparagraph (a), disaster preparedness and contingency plans should be systematically and regularly elaborated, reviewed and updated. Public participation and debate should be actively encouraged at all levels. Whilst it is important to place emphasis on prevention, when disaster do occur, it is important to respond effectively and quickly, in order to

minimize loss of life and damage to infrastructure. Risk factors should therefore be clearly mapped out and identified.

Authorities at the national and local levels could benefit from more concrete and pro-active guidance on post-disaster recovery and reconstruction under sub-items (d) and (e) with a view to ensuring the reduction of risk in the aftermath of disasters and hazards.

Paragraph 17 correctly recognizes the importance of social, economic and environmental investments to strengthen resilience. It does not mention the relative capacities of developing countries nor the key role of international cooperation in this regard.

In addition to social safety-nets, subparagraph (a) should include a reference to social protection floors, with a view to assisting vulnerable groups and populations. While such programmes may assist the poor, they are generally universal in nature, thus benefiting society as a whole. Targeted policies, such as conditional cash transfers, have proven to be effective in promoting the eradication of poverty and the reduction of inequalities.

It is not clear why psycho-social training programmes have been singled out in subparagraph (b). There seems to be some overlap between items (e) and (f), inasmuch both address the issue of allocating resources to integrate disaster risk guidelines into public and private sector actions at all levels.

On sub-item (g) regarding technical and institutional capacities, we consider that international cooperation has a central role in technology and knowledge transfer (education and capacity building) in order to enhance decision making at the national level on disaster risk reduction management. It is essential to integrate disaster risk reduction management and sustainable development measures as a tool to increase resilience.

On sub-item (m), building codes should also take into consideration raising of basic standards of living; fostering equitable social development and inclusion; and promoting sustainable development.

Global and regional context

The actions listed in the Priorities Global and Regional Context Section should aim at supporting the international community to construct and implement a comprehensive system of disaster risk management, at the regional and global levels. While it is important to develop common standards, methodologies and procedures, the text should also recognize the particular challenges of developing countries, especially LDCs. It is necessary therefore to take into account the respective capacities of countries in implementing the priority actions. In this regard, international cooperation, in particular ODA, has a key role to play in supporting the measures outlined in the section.

In paragraph 18, in order to understand disaster risk in global and regional contexts, it is important to acknowledge that the effects of disasters can generate transboundary multi-risk consequences.

In sub-item (a), we fully support the sharing of information and knowledge as a priority measure. Developing countries may require additional support to gather data and elaborate risk models appropriate for their local circumstances. We deem it important to highlight the issue of common standards and methodologies for monitoring disasters and recording statistics.

In sub-item (d), it should be underlined the importance of research on risk management which provides information on vulnerability and exposure, resilience, data on economic losses, as well as socio-economic and health impacts, with a particular focus on developing countries.

Paragraph 19 should address the priority measures needed to develop an effective global and regional governance structure for disaster risk management, taking into account the respective capabilities of relevant actors, particularly developing countries. Special attention should be given to the role of international cooperation to ensure that all major initiatives are duly implemented, particularly in LDCs.

With regards to sub-item (b), collaboration should not be restricted only to institutions and mechanisms directly or indirectly mandated to address disaster risk. Other international organizations, as well as relevant non-state actors, should be actively encouraged to incorporate the disaster risk reduction guiding principles into their normal operating procedure. In this regard, the International Finance Institutions (IFIs) could have a positive role.

On subparagraph (e), we consider that there is a lack of clarity in terms of defining the role that the HFA Monitor will play in supporting and complementing national and local monitoring systems. A roadmap for action should be designed including activities and timeframes to provide a clear vision of the monitoring and evaluation process. Developing countries should be accorded special attention.

On paragraph 20, the text correctly refers to the need of strengthening cooperation at regional and global levels, with a view to increasing preparedness, promoting adequate responses to disasters and ensuring effective reconstruction. However, it does not mention the particular challenges faced by developing countries nor the importance of international cooperation for achieving the measures outlined in the sub-section. In the absence of a general reference in the «chapeau», subparagraphs (a) to (e) could benefit from specific references to developing countries.

Paragraph 21 duly acknowledges the need for additional investments in social, economic and environmental resilience at regional and global levels. However, the priority measures proposed in the section are clearly insufficient. On the question of access and transfer of technologies in sub-item (a), it may be necessary to develop new mechanisms in order to facilitate and promote new technologies, at affordable prices and preferential conditions, particularly for developing countries.

With relation to item (b), the guiding principles of disaster risk reduction and management should become an integral part of multilateral and bilateral assistance programmes. Specific initiatives should be taken to identify and support populations and groups most at risk, particularly in developing countries.

The meaning to the term “innovative opportunities” in subitem (c) is not clear or apparent from the text. It is important to discern the role of private partnerships in managing disaster risk from traditional ODA, as well as from South-South and Triangular Cooperation. The primary reference should be to ODA. South-South Cooperation could have a complementary role to that of ODA, taking into account shared circumstances and experiences by developing countries.



Section E – International partnership in the implementation and follow-up process

We agree that the State has the primary responsibility in the disaster risk management. This assertion is included directly or indirectly on a number of points throughout the text, most notably as the first guiding principle in paragraph 12. The current section, however, should essentially focus on the key role of international cooperation to provide the means of implementation for developing countries, in particular the Least Developed Countries (LDCs), in fulfilling their responsibilities. As recognized previously in the draft, poverty and inequality are main drivers of disaster risk and require priority focus.

In this regard, the reference on subparagraph (a) should be strengthened in order to clearly reaffirm the urgent need of developing countries for new and additional resources, with a view to building capacities and increasing resilience to disasters. The item should contain a direct reference to ODA inasmuch as development assistance remains central to the international partnership for development. Given the importance of technology in addressing disaster risk the terms of technology transfer accorded to developing countries should be facilitated.

We recognize the importance of international trans-boundary management of disaster risk reduction as indicated on sub-item (b). Nevertheless, we do not share the view that international cooperation should, as a matter of priority, focus on this issue alone, in detriment of other important lines of action. As currently drafted, the text seems to indicate that other key areas for international cooperation - such as capacity building, resilience, sharing best practices, promoting sustainable development - are not equally, if not more, relevant. We would like to highlight that the disaster risk management is a multi-sectorial issue and should demand a more holistic approach.

With regards to subparagraph (c), international and regional organizations should fully incorporate in their policies and actions the guiding principles of disaster risk reduction. In this sense, Brazil agrees that the draft should contain a clear call on international and regional organizations to support countries in their effort to manage and reduce disaster risk. Special attention should be given to ensuring that monitoring mechanisms are constructed through dialogue and consultation with developing countries. In addition, such organizations should develop mechanisms to ensure coherent and coordinated action in relation to disaster risk.

In our view, the mechanism aimed at sharing knowledge and experience, training, technology transfer, as well as financial cooperation should be highlighted as an important tool for developing countries, especially LDCs.

Periodic reporting and monitoring mechanisms are important for the follow-up on the activities and measures contained in the draft text. They could include an evaluation process, a national report and a roadmap for. As recognized in subparagraph (g) and (j), UNISDR is the main UN agency charged with coordinating and supporting measures aimed at managing and reducing disaster risk.

Section F – Transition phase

In view of the understanding that the current draft should be a stand alone text, it would be important to detail the reference to the HFA in paragraph 27. The text could include elements of a framework to implement the HFA, as well as the activities contained in the present draft.

We praise the efforts led by UNISDR regarding the monitoring tool mentioned in paragraph 28. The HFA Monitor should take into account prospective measures and not only corrective means for DRR. The new monitoring tool should also take into account the Millennium Development Goals (MDG), Sustainable Development Goals (SDG) and the United Nations Framework Convention on Climate Change.

The proposed indicators should remain focused on resilience; on efforts to tackle the root causes of vulnerability, and elements that may produce additional risks. Indicators related to economic and fiscal resilience, as well as related risk factors, should also be highlighted.

