

NL suggestions, amendments and comments on the co-chairs non-paper “post-2015 framework for disaster risk reduction” September – October 2014

Section: Structure and general views

First of all we want to thank you for all the work done and congratulate you with important achievement of presenting the pre-zero draft the 8th of august. The Netherlands is convinced of the importance of a strong, concrete and action focused framework of action for DRR post 2015 en will support the co-chairs in their important work achieving this goal.

In this line we would like to make some suggestions for your consideration.

First of all we would like to underline that all the elements mentioned during the consultations are mentioned in this pre-zero draft and therefore the draft is a good basis for discussion. However we do think the document could be more coherent if a direct link was made between the strategic goals mentioned under section B-11 AND the priorities for action of section D.

This would then in our view lead towards 3 paragraphs under section D on i) prevention, ii) preparedness, iii) resilience linked to each one of the strategic goals. We are charmed by the proposal of ODI on how to reformulate the three strategic goals. In our vision it would read like “To strengthen disaster resilience for sustainable development **by (i) preventing and minimising risk creation, (ii) reducing existing risk and (iii) managing residual risks.**

The added value of such an approach is that the prevention of disaster risk will be more visible and help “un-pack” prevention. We have drafted a prevention paragraph directly linked to the strategic goal on prevention. This is an example of what it could look like, we are happy to share this with you. Other issues of importance – (in line with other EU member states) – are:

- Underline the importance of IWRM and delta management, spatial planning and environmental and natural resource management as important instruments for risk prevention.
- Underline the important role of local authorities and communities.
- Underline the important role of the private sector

We would like to include the SDG target on DRR under poverty, food security and cities in paragraph B10 to make the global goals more forward looking.

We think the 3 strategic goals are all equally important although there is space for improved formulation of the goals.

Although we agree that we should build on the HFA-I we also believe strongly that progress of goal-area 4 of the HFA-I is lagging behind. Addressing underlying risk factors and the prevention and minimalization of risks should be therefore a high priority for the HFA-II.

The HFA-II cannot be a simple extension of the HFA-I. The situation in the world in relation to disasters and hazards has changed too dramatically since 2005.

The link with climate change and the SDGs should be spelled out. More discussion on how to achieve this is necessary.

Detailed amendments to HFA pre-zero draft (in addition to comments of the EU and its memberstates)

Fat: to be added
Strikethrough: to be deleted

Section A; Preamble

- **Preamble (P) 3**

...There are economic development, **rapid urbanization**, poorly managed urban development and ecosystems, **lack of regulation and incentives for private investments**, poverty..... disaster loss

Agree with EU amendments. However, the preamble should include more language on climate change and climate adaptation.

- **P 4**

Adjust to the trends: "Trends, such ... changing climate, ~~and~~ **environmental** degradation and desertification, **and unsustainable management and use of land, water and other natural resources**, all contribute ... and vulnerability." And agree with the two EU amendments.

- **P 5**

5a

Strongly support first EU amendment and all other ones in this section

Add to 5d

This need for policy coherence does not only apply at the global level but is also required at the national and local level where disaster risk reduction, climate adaptation and ecosystem management and restoration agendas need to be aligned and connected more effectively.

5e

And include an additional paragraph:

Environmental degradation is a major driver of increased risk. Integrated Water Resources Management (IWRM), ecosystem-based approaches to disaster risk management (including the conservation and restoration of ecosystems and the sustainable management and use of land, water and other natural resources) are vital approaches to reduce disaster risk and adapt to climate change, while strengthening the resilience of countries and people.

5m

Support earlier EU comments made. To take this discussion further we would like to refer to other process which already are taking place like for example the Finance for Development process and the global partnership; in general take in account the discussion which already are ongoing in for example the SDG discussion.

- **P 6**

Reference could be made to climate change adaptation, climate-related risk assessments etc.

Section B: Purpose, Scope, Outcome and Goals (PSOG) 7

We support EU amendments on this section.

It is appreciated that climate risk is mentioned. However it is not consistently used throughout the text. Are slow-onset climate change related risks such as drought and food shortage taken into account?

- **PSOG 8**

Support EU amendment

- **PSOG 9**

Support EU amendment

- **PSOG 10**

The goals should become the main organising logic, and each target should be focused on achieving progress in each of the goal areas. The goals themselves should then be used as the main organising framework for the 'implementation section' (Section D)

The way the targets are formulated in the present document makes it difficult to take in account the difference between countries. We argue to formulate input and outcome targets which are forward looking and will help in monitoring if our efforts are effective. We propose furthermore to include some of the issues DRR targets within the SDG framework are addressing.

Possible input targets:

- Percentage of countries with a methodology for structural risk assessment and measures for risk reduction (this includes assessment on risks and capacity).
- Percentage of countries with systems and capacity in place for disaster response management with special focus on the poor and those in vulnerable situations and food production systems [inclusion of SDG targets on DRR].

Possible output targets:

- Reduction of the percentage of repeated crisis (the same kind of crisis, in the same area with same impact)
- Reduction of the size of disaster risks through spatial, physical or good governance measures.
- Increased resilience of the poor and those in vulnerable situations

Furthermore we propose an new paragraph on indicators:

Furthermore, a set of indicators should be considered to enable measuring progress at the local level in the most-at-risk areas, which should be based on local monitoring mechanisms, such as the Views from the Frontline Studies, carried out by the Global Network of CSOs for DRR.

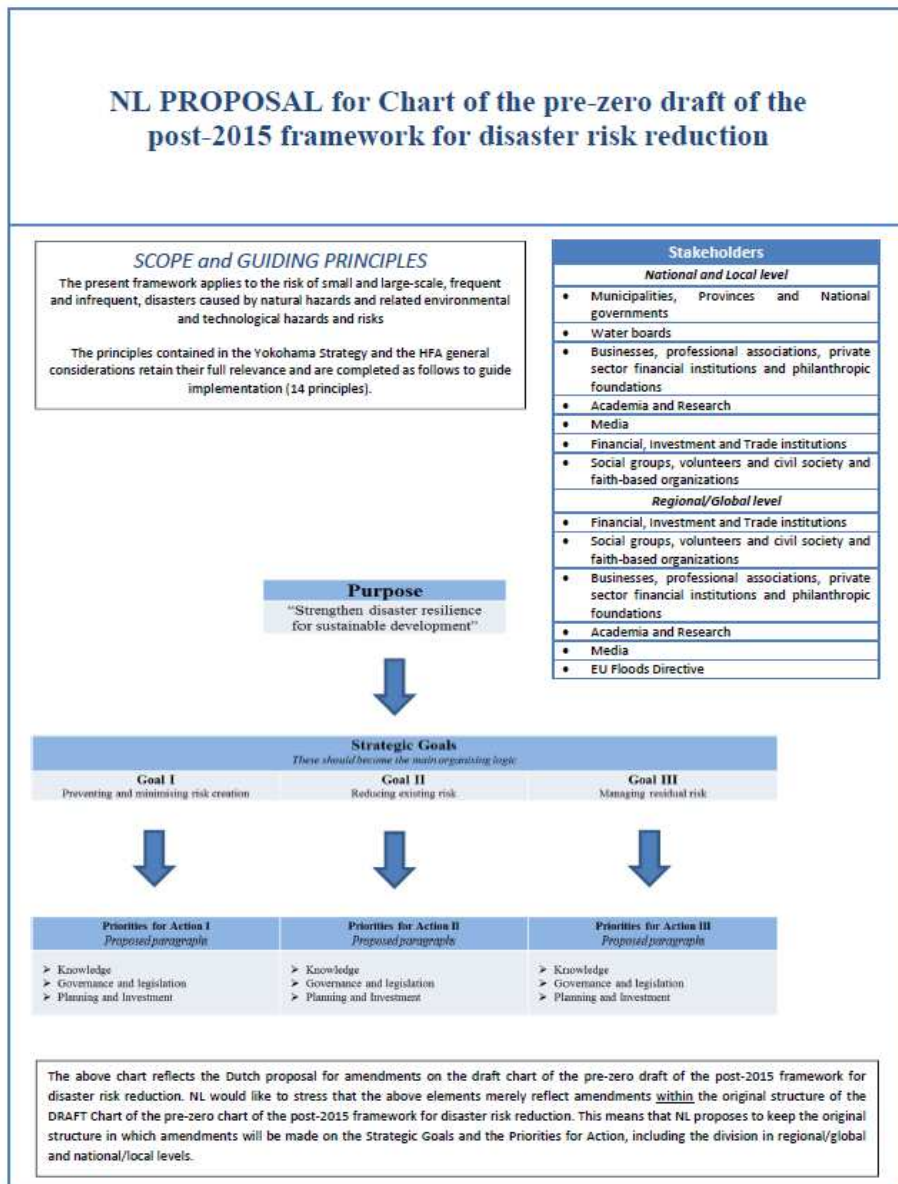
• **PSOG 11**

2 remarks:

It is unclear how the three strategic goals relate to the Priorities for Action and we suggest that the text will re-edited to link the priorities for action to the three strategic goals.

It is also not entirely clear how the third strategic goal relates to the first and second one, as there seems to be some overlap. It would be helpful to provide clear definitions of the goals used, so that the distinction becomes clear.

And: The strategic goals should become the main organising logic, and each target should be focused on achieving progress in each of the goal areas. The goals themselves should then be used as the main organising framework for the 'implementation section' (Section D)



Section C: Guiding Principles (GP) 12

Support all amendments by the EU with some additional suggestions:

Replace 12e by:

Resilient communities are the foundation of a resilient society. To achieve lasting impacts it is essential to engage risk communities and local actors in all disaster risk reduction efforts, as key drivers of change.

In this regard it is important that decision-making and resource allocation for disaster risk reduction interventions will take place at the appropriate local level.

Adjust 12.g) like: Building on and leveraging the potentials, as well as targeting and taking into account the needs, of all groups of society, especially ~~the poor and vulnerable, the most at-risk, poorest and marginalized population groups, in particular those living in areas affected by insecurity and conflict,~~ are a requisite for effective disaster risk management policies and practices.

Governments must create an enabling environment for these most-at-risk groups and the community based organisations that represent them, to engage in DRR decision making processes and programme design.

To 12 j can be added:

These risk profiles could be used as baselines for the establishment of national and local monitoring mechanisms.

As well some extra comments are suggested:

Managing the risk of disasters should also be aimed at protecting persons, their livelihoods and property, **and environmental assets** while respecting their human rights.

We encourage to promote an explicit reference to the need for disaster risk management to be "*flexible and adaptive towards the changing risk patterns, including and new and more extreme hazard events*" (a note could be added to paragraph C.12.j, or inserted separately as a new C.12.k.)

12.e) To be replaced by:

Resilient communities are the foundation of a resilient society. To achieve lasting impacts it is essential to engage risk communities and local actors in all disaster risk reduction efforts, as key drivers of change.

In this regard it is important to decentralize decision-making and resource allocation for disaster risk reduction interventions to the appropriate local level.

12.g) Building on and leveraging the potentials, as well as taking into account the needs, of all groups of society, especially ~~the poor and vulnerable, the most at-risk, poorest and marginalized population groups, in particular those living in areas affected by insecurity and conflict,~~ are a requisite for effective disaster risk management policies and practices.

Governments must create an enabling environment for these most-at-risk groups and the community based organisations that represent them, to engage in DRR decision making processes and programme design.

12.j) To be added:

These risk profiles could be used as baselines for the establishment of national and local monitoring mechanisms.

12.l) References to climate change adaptation for long term resilience can be added here.

Proposed additional paragraphs:

12.o). The actions of the private sector in core sectors of the economy (e.g. energy, transportation, mining, construction, agriculture) determine to a large extent how risk is created and/or reduced. Increased private sector engagement in the implementation of the post-2015 framework is therefore absolutely needed.

12.p). Sound disaster risk management needs to be flexible and adaptive towards the changing risk patterns, including new and more extreme hazard events.

12.q) Taking into account the complexity of risk, including the relationship between natural hazards, climate change, conflict and fragility.

Proposed additional paragraph:

The conservation and restoration of ecosystems and the sustainable management and use of land, water and other natural resources are requisites for effective disaster risk management. Sectoral development policies, planning and programming should include the assessment of risk at the landscape and watershed level, as well as ecosystem based approaches to reduce disaster risk.

Section D; Priorities for Action (PA) 13

General comments

Agree with amendments suggested by the EU; especially on strengthening the link with the SDG's at the operational level. We would like to ask if it is an interesting idea to organize an inter-process informal working group to operationalize the links between HFA and other process like the SDG's and UNFCCC.

Furthermore we emphasize the importance to rethink the structure of the document; the goals and targets should be the organising principle of the D section. We are pleased with the emphasis on avoiding the creation of new risk; this is a welcome issue of the pre-zero draft and we think that this should lead towards a section on the prevention of disaster risk within the D-section, directly linked to the goal "prevention and minimizing risk creation.":

The urgency to reduce (water) related disaster vulnerability is related to the global changes we are facing, such as still increasing migration from rural to urban areas, the effects of climate change and the economic developments in general. This means that the incidence and severity of extreme events are expected to increase and assets and numbers of people to be protected are growing, particularly in cities.

Risk reduction can best be achieved through preventive action. And meanwhile, loss of human lives and considerable economic capital, as well as deep human misery, will be prevented. The overall costs will prove to be much lower than the sum of losses and response and recovery costs. And as the community involved becomes more resilient, its development capacity will also be strengthened.

Beside trying to correct and reduce existing disaster risk (so called corrective disaster risk management), it is as important to seek to avoid /prevent the development of risk that may develop in the future (called prospective disaster risk management). Investing in prevention and addressing underlying risk factors is more cost-effective than response and recovery, and contributes to saving lives and protecting assets. The adoption of risk informed growth and development measures is essential to reduce hazards, exposure and vulnerability. In high-risk regions, such as low-lying delta's and delta cities in particular, weak spots can be assessed through risk-based monitoring and modelling, and the means to make them resilient can be developed together with the local communities on the basis of reflection, cross-sectoral approaches, and cost-benefit analyses, and combined with local priorities. Measures and costs can be spread over a relatively long period and thus become more viable. This can be done through the incorporation of risk control aspects in future development and project planning measures. These include:

In the national/local context:

- *Risk assessments, including climate change related risks and hazard mapping exercises to improve the identification of vulnerable regions and to provide basic information for future land use and territorial organization planning.*
- *Spatial planning should include considering restrictions for building in areas exposed to disaster impacts, thus reducing exposure of people and assets.*
- *The application of the climate smart disaster risk management (CSDRM) approach and control procedures on national and local development, land use planning exercises and building code specifications.*
- *Sectoral development policies, planning and programming should include the assessment of risk at the landscape and watershed level, taking into account ecosystem functions and services to reduce disaster risk and improve resilience and adaptation to climate change.*
- *Ensure sustainable, inclusive and green growth through a joint approach with climate change mitigation and adaptation as part of a risk management approach with a strengthened focus on the reduction of the underlying risk drivers in ecosystem management, on building the resilience of ecosystems for adaptation and on resource efficiency, land use, spatial planning including urbanisation, environmental monitoring and promoting impact assessment. Examples are Integrated Water Resources Management (IWRM), the conservation and restoration of ecosystems and the sustainable management and use of land, water and other natural resources.*
- *Promote the use of innovative technologies and instruments to support disaster risk management, such as information and communication technologies, early-warning systems, resilient infrastructure and buildings, green infrastructure, climate and integrated disaster risk modelling, ecosystem-based approaches, knowledge management. This will create business opportunities and contributes to green growth.*
- *Promote the integration of disaster risk management measures in economic valuations, cost-benefit analysis, competitiveness strategies and investment decisions, including in debt ratings, risks analysis and growth forecasts, as well as the determination of incentives, investment scale and timelines of disbursement, and the spreading of costs over time together with the adoption of incentives by insurance schemes for development interventions that have incorporated risk-informed growth and development measures.*
- *Create a system that manages and controls new or potential risks that arise out of the new disaster conditions during the response phase.*
- *When implementing recovery and reconstruction activities, such as work on new housing, infrastructure and livelihood activities, adopt an approach to guarantee that risk is not build-in new developments and prevent that society returns to its previously existing disaster risk level¹.*

In the global/regional context:

- *Prioritise the prevention of ecosystem degradation through, inter alia, strengthened implementation of international commitments, removal of environmentally harmful subsidies and enhanced engagement of the private sector, inter alia through the adoption and implementation of sustainability policies.*
- *Promote cooperation at transboundary landscape scales, such as within a river basin and along coastlines, to enable policy and planning for the implementation of ecosystem-based approaches to disaster risk management (including the conservation and restoration of ecosystems and the sustainable management and use of land, water and other natural resources) to build resilience and help prevent new disasters across the entire landscape.*
- *Prioritise the risk-based, preventive approach as a flexible process to continuously improve management practices and include action building in the disaster risk monitoring and assessment programs.*

- **PA 14**

Support for EU amendments with the following additional suggestions

Suggestion for 14b;

Periodically assess disaster risks, namely **the exposure and vulnerability of persons and social, economic and environmental and fiscal assets' exposure and vulnerability of communities and countries** and **existing (local) capacities for responses** as well as hazards' characteristics.

Propose an additional paragraph:

Enhance the understanding of risk driven by environmental degradation and build the capacity of government officers (at regional, national and sub-national level) and stakeholders to assess disaster risk at the relevant spatial scale, such as within a river basin, along coastlines and where relevant on transboundary level, *inter alia* by including landscape level considerations in risk assessment protocols.

14.h. Promote and improve dialogue and cooperation among scientific communities, including social, economic **and environmental** sciences, and practitioners working on disaster risk management.

14.i. Strengthen the technical and scientific capacity to develop and apply methodologies, studies and models to assess vulnerabilities to and the impact of, **and options for improved warnings for, geological and water and climate related hazards**, including the improvement of regional monitoring capacities and assessments.

- **PA 15**

Disaster management could be integrated with climate adaptation (this is the case in e.g. Colombia)

Support amendments made by the EU with the following additional comments:

15. b) Availability of transparent and participatory monitoring mechanisms which periodically assess and report on outcomes and impact at local and national levels, including baselines and participation in voluntary peer reviews.

h) Promote the integration of **climate smart** disaster risk management into development policies and planning at all levels of government, including in poverty reduction strategies **and sustainable development and natural resource management plans**, and sectors and multi sector policies and plans, **also taking into account conflict and fragility where relevant.**

Proposed additional paragraph:

National disaster risk reduction and climate change adaptation strategies, as well as local, regional and national sectoral, water management and land-use plans and national development strategies should include the assessment of risk at the landscape and watershed level, as well as ecosystem-based approaches to reduce disaster risk.

- **PA 16**

First of all we propose the change the title in '**Prevention**, Preparedness for Response, Recovery and Reconstruction'

Include in the first paragraph of section 16:

There is ... economic assets, **investing in preparedness and addressing underlying risk factors is cost-effective, whereas** the cost and complexity of **post-disaster recovery and reconstruction** is rising. Actions should include:

16. b) Continuing to further strengthen early warning/**early action** systems and tailoring them to users' needs, including social and cultural requirements. **In this regard it is essential to work across different timescales aimed at addressing short-term, mid-term and long-term threats.**

16.f) Promoting the incorporation of disaster **and climate** 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."

Propose the additional paragraph:

Building capacities for the implementation of ecosystem-based approaches to disaster risk management (including the conservation and restoration of ecosystems and the sustainable management and use of land, water and other natural resources) as effective disaster prevention and recovery strategies.

- **PA 17**

This section provides opportunities to add climate adaptation. It would be helpful to specifically indicate what sectors are involved (watermanagement, agriculture, etc.)

Adaptation should be mentioned but is not a sector per se. It means adjusting to CC and is relevant in many sectors, in particular water and agro/food.

Support EU amendments with the following additional comments:

17h) Promote the integration of disaster risk management measures in **environmental impact assessments and strategic environmental assessments, as well as** in economic ... over time.

j) Promote the incorporation of disaster risk assessment into rural **and urban** development planning and management, in particular with regard to mountains, ~~and~~ coastal flood plain areas, **wetlands and all other areas prone to droughts and flooding**, including through the identification of land zones that are available and safe for human settlement.

17.l) Implement integrated environmental and natural resource management approaches that incorporate disaster risk reduction, **including ecosystem conservation and restoration and Integrated Water Resources Management (IWRM).**

17.m) Encourage the revision of existing or the development of new building codes, standards, rehabilitation and reconstruction practices at the national or local levels, **including guidance for the implementation of green infrastructure or ecosystem-based approaches**, as appropriate,.....structures.

- **PA 18**

Support EU amendments with the following additional comments:

18 a). To be added: **Climate change needs to be better taken into account within existing risk assessments to understand the changing nature of risk profiles up to 2030 and beyond.**

- **PA 19**

Support the amendments made by the EU with some additional comments:

19.b) Collaboration should ..., sustainable development, **integrated land and water management, biodiversity** and others **multi-lateral environmental agreements** as appropriate.

19.e. Link needs to be established between the global and regional HFA Monitor to the local monitoring as carried out by the GNDR in their Views from the Frontline.

- **PA 20**

We propose a new chapter on prevention, see additional proposal on prevention of NL

- **PA 21**

Support the amendments of the EU

In addition to adaptation to climate change, climate change considerations are to be integrated into DRM as well.

- **PA 23**

Support EU amendments with additional comments:

- River basin authorities, coastal managers and other authorities responsible for natural resource management are encouraged to develop and implement laws, policies and plans to integrate ecosystem-based approaches, including green infrastructure, in disaster risk management.

The text regarding women and gender is weak. If gender would be integrated in other sections this would be more appropriate.

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

General remarks

1. First of all we would like to support the comments mentioned by the EU.
We want to underline that an international partnership for DRR is of the utmost importance in the implementation and in the follow-up process. At the same time we should take into account the ongoing discussions of for example the post 2015 development framework, the Financing for Development process and other initiatives.
2. In order to achieve a general, comprehensive and coherent framework it is crucial that the implementation part is strengthened considerably; not only for the benefit of the Hyogo Framework of Action, but also for other post 2015 process and taking into account the instruments under the UNFCCC as well. The key process in this regard is the FFD (financing for development) process and its concluding summit which will be held mid-2015.
3. In addition to this – and just thinking a bit out of the box –it might be helpful to try to identify 10 steps which are necessary for the implementation of the HFA-II. For example within the WTO negotiations on trade some language could be included to make investments more risk sensitive, or some language could be included to make the green climate fund more plugged in to DRR issues. Again, this is just a suggestion that could be discussed further with others who are interested.
4. We think that Partnerships can work, and they do work! Governments, Businesses, Civil Society and other stakeholders can build effective Partnerships on concrete subjects or goals to generate effects on the ground. The Netherlands is keen on taking the lead on this subject in relation with water related DRR. We think that the RISE initiative could be an excellent example. To illustrate: there is an international DRR team to assist governments worldwide with the best expertise on water DRR issues.

5. The Netherlands already works together with several countries in Delta Partnerships. Last week an important conference was held in Rotterdam on Delta's in times of climate change. Cases were presented on how to make adapt Delta's towards extreme weather events

We do support the EU amendments with the following additional comments:

Additional paragraph: Specific thematic partnerships , such as the Partnership for Water, Partners for Resilience and the Partnership for Environment and DRR (PEDRR) , are encouraged to play an active role in the implementation of the new post-2015 framework for disaster risk reduction, contributing their specific expertise.

26. h) Add reference to UNFCCC