Meeting Documents for Agenda Item 4

***Readers' guidance**: *I - For Information; *C - For Comment; *D - For Decision*

No.	Document	*I	*C	*D	Pg.
Agenda Item 4: Networking and Partnership Session (pt. 4)					
4.4.6	UNISDR STAG Platform and Network Survey (April 2014)		X		460
4.4.7	UNISDR Call for Contributions / Case Studies to STAG Report 2014		X		469
4.4.8	UN System of Major Groups	X			472
4.4.9	Draft joint statement of Major Groups (to be tabled – will only be ready just before PrepCom2)	X			-
4.4.10	GNDR Comments on Pre-Zero Draft - 8 August 2014	X			474
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UNISDR
The United Nations Office for Disaster Risk Reduction

GLOBAL RISK FORUM GRF DAVOS GRF

"From Thoughts to Action"

UNISDR Scientific and Technical Advisory Group (STAG) Platform and Network Survey

Summary Report

On behalf of the UNISDR Scientific and Technical Advisory Group (STAG), GRF Davos has initiated a survey amongst Disaster Risk Reduction platforms and networks. The STAG's current understanding is that the "platforms" have a scientific and technological basis revolving around risks and disasters, whereas the "networks" have more of a coordination function at their core with respect to key areas of disaster risk reduction (DRR). The survey served the STAG to get a closer insight into the structure and the working mechanisms of the platforms and networks and to get an overview on how to make better use if the platforms and networks in supporting the UNISDR systems work, as well as the see if a network of networks shall be put in place to strengthen DRR activities.

The survey consisted of 26 questions including closed and open ended questions. A total of 26 Platforms provided information. Table 1 provides an overview of the platforms and network that responded to the survey.

Table 1: Responding platform & networks (in alphabetical order)

Platform/Network	Acronym
Asian University Network for Environment and Disaster Management	AUEDM
CANEUS International	CANEUS
Centro Internacional para la Investigación del Fenomeno de El Niño	CIIFEN
Committee on Earth Observation Satellites	CEOS
Economic and Social Commission for Asia and Pacific/World Meteorological Organization Typhoon Committee	ESCAP/WMO Typhoon Committee
Global Earthquake Model	GEM
Global Facility for Disaster Reduction and Recovery Labs	GFDRR Labs
Global Fire Monitoring Center (GFMC) / Global Wildland Fire Network	GFMC / GWFN
Global Network for Disaster Risk Reduction	GNDRR
Global Risk Forum GRF Davos	GRF Davos
Group on Earth Observations	GEO
Helmholtz Alliance Energy Trans	Energy Trans
ICL-IPL Thematic Networks on Landslides	ICL-IPL
Integrated Risk Governance Project	IRG Project
International Group for Wind-Related Disaster Risk Reduction	IG-WRDRR
International Network of Crisis Mappers	Crisis Mappers
International Platform for Reducing Earthquake Disasters	IPRED
International Research Institute of Disaster Science	IRIDeS

International Thematic Group for Wind-Related Disaster Risk Reduction	IG-WRDRR
Partnership for Environment and Disaster Risk Reduction	PEDRR
People Enhancing Resilience to People Exposed to Risk	PeriPeri U
Rapid Analysis and Spatialisation of Risk	RASOR
Science in Humanitarian Emergencies and Disasters	SHED
The Earthquakes and Megacities Initiative	EMI

Organisational Structure

Information about the organisational structure, eligibility for membership, the members of the platform/networks and the amount of individual members was given. Out of the 26 responders, 4 responded that their platform/network is "A loose organisational construct without defined responsibilities", 1 responded that it is "Part of a university", 7 are "An association with membership option, bylaws, etc.", 2 are "A foundation with membership option, bylaws, etc." and 13 responded that they have a different structure. These responses ranged from being an International, Intergovernmental Organisation, to research consortium, a team of specialists, internal networks and non-governmental institutions.

Responses for the "**Eligibility for participation within the platform/network**" is reflected within Figure 1. Other responses are more detailed according to the specific eligibility criteria of the respective platform/network and cover Governmental agencies, UN bodies and professional organisations but also countries and regions as well as funding agencies and partnerships.

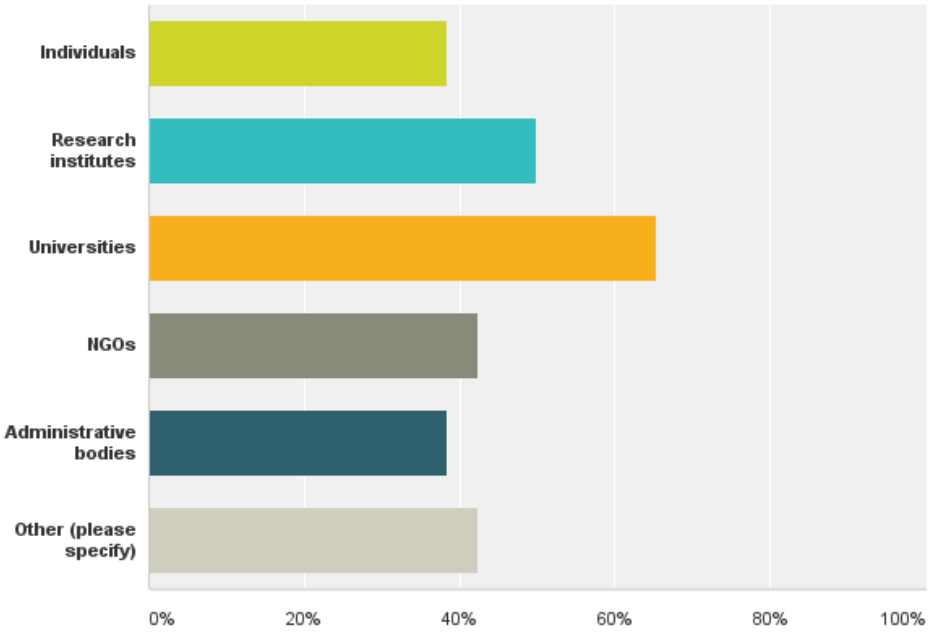

Figure 1: Eligibility for participation

Individual participation ranges from 11-25 participants within 2 platforms/networks, to 26-50 within 6 platforms/networks, to 51-100 from 4 different platforms/networks. 3 platforms and networks responded that they have between 101-250 members, and 2 have between 501-100. The remaining 9 platforms/networks have over 1000 members.

Thematical focus

Within the thematical focus, information was gathered around the kind of hazard, risks and disasters the platform/networks are working on, what their main objectives are, which disaster phase they cover, and which DRR management fields and disciplines they cover.

Table 2 provides an overview about the responses on the **Hazards/Risks/Disasters covered** (multiple selection possible). Most of the platform seem to be involved in Climate Change and in Weather related disasters. Overall, a vast range of risks are covered. Several have mentioned that they are working within an integrative risk management approach and therefore do not focus on specific disasters only.

Table 2: Hazards/risks/disasters covered

Hazard/Risk/Disasters covered	Responses
Climate change	22
Hurricanes, cyclones, typhoons, surge storms	20
Earthquakes and related tsunamis	19
Floods, debris, mudflows	18
Mass movements, landslides, rock falls, avalanches, liquefaction	16
Environmental degradation	16
Drought, desertification, sand/dust storms	15
Volcanic activities and emissions	15
Wildfires	13
Heatwaves, temperatures extreme	13
Health risks	13
Surface collapse, geological fault activity	11
NaTech (Technological disasters caused by natural hazards)	11
Other (please specify)	10
Permafrost, snow/ice avalanches	9
Technological risks	9
Biological risks	7

Most of the **platform/networks aim/objectives** evolve around supporting policy advice, 25 platforms/networks mentioned this. 23 mentioned that they support research and 21 support

education and training activities. 19 support implementation and consultancy, whilst other mentions capacity building, advocacy and publishing.

Looking closer into the **disaster phase covered by the platform/networks**, it seems that most of them work in prevention (25), mitigation is covered by 23 and 22 are involved in preparedness activities. 16 are working in response, recovery and reconstruction. 4 additionally mentioned that their main focus is on all phases of the disaster cycle (Compare Figure 2: Disaster phases covered)

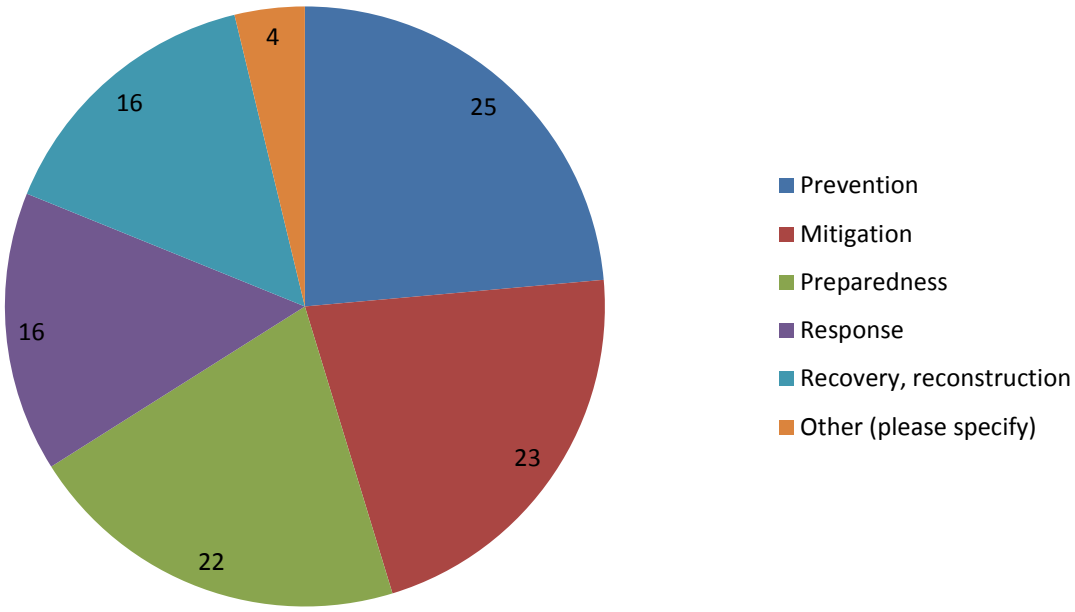

Figure 2: Disaster phases covered

Table 3 provides an overview about the mentioning of **solutions from the platforms/networks in different DRR management fields**. Most of the platforms (23) are working in "Vulnerability/capacity analysis" or "policy development, political commitment, legislation" (22) and "risk analysis and DRR targets" (22). On the end of the table remain 7 platforms/networks that cover insurance and reinsurance issues and 8 are working in public health in disaster risk reduction.

Table 3: DRR management field

DRR management field	Responses
Vulnerability/capacity analysis	23
Policy development, political commitment, legislation	22
Risk analysis and DRR targets	22
Hazard identification and mapping	21
Public awareness raising	18
Exposure identification and mapping	18
Education for disaster risk management	17
Organisational risk reduction measures (early warning systems, etc.)	16
Impact assessment, disaster losses (data bases, etc.)	14
Emergency management	14
Land use planning	13
Codes, standards	13
Technological risk reduction measures	11
Ecological risk reduction measures	10
Cost/benefit analysis	9
Public health in disaster risk reduction	8
Insurance, reinsurance	7

The **disciplines covered** are mainly natural sciences which was mentioned by 23 different platforms/networks. Engineering sciences was mentioned by 21 and 15 mentioned Information communications and technology (ICT). Social sciences including economics is covered by 17 different platforms/networks and health sciences by 10. Additionally, education and culture, satellite earth observations, space based science and technology, humanities and anthropology as well as public administration and local administrative law was mentioned.

Achievements and contributions

The **major achievements in the last five years of the platform/networks** have been listed very detailed by the responders. The achievements provided cover a broad range of different activities and products and are varying from very specific and detailed to very broad and global activities. The following provides an attempt to cluster the main activities that have been mentioned by the 26 responders for an overview of these.

The development and promotion of various different concepts, methodologies, practices and tools such as field investigation tools was listed several times. Also the development and promotion of different indicators, monitoring tools and practices but also educational material and policies have been listed. Achievements also included technical and financial support of implementation and practice and the training of professionals. This also included awareness raising activities within the

wider public but especially within governmental institutions on DRM issues, gaps and needs also to provide advice and consult national governments. The strengthening of intergovernmental and intersectoral work, as well as advocacy and policy recommendations was also listed as major achievements by several responders. The conceptual work and therewith the publication of articles, journals, fact sheets and assessment reports are also listed contributions. With the provision of all the data, information and successful practices provided, several platform/networks have achieved to ease and foster better data collection and provision tools, such as open data centres and website, crowdsourcing activities and real time analysis of such data. The execution of conferences to foster knowledge exchange was also listed as a major achievement of several platforms/networks.

HFA input

On the question **how the platform/network contributes to the HFA priorities**, the responses could provide contributions toward the 5 priorities for action provided by the HFA. The following provides a consolidated overview of responses per priority action:

Priority Action 1: "Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation."

Contributions to priority action 1 are the organisation of workshops and symposia to foster exchange amongst national and local stakeholders, supporting and informing national agencies and ministries on DRM related issues, supporting policy development and the promotion of DRM, but also international advocacy and awareness raising aiming an national and local impact, as well as the enhancement of the cooperation between platforms and national governments as well as data acquisition.

Priority Action 2: "Identify, assess and monitor disaster risks and enhance early warning."

The development of assessment and early warning tools seems to be a major contribution of the platforms/networks, applied research activities and the establishment of such research centres are also part of the support for priority action 2. The data collection especially on a local level for improved monitoring of DRR activities is also listed, as well as the development of early warning products and tools.

Priority Action 3: "Use knowledge, innovation and education to build a culture of safety and resilience at all levels."

Education and training programmes focussing on DRR related matters are highlighted by several responses. The execution of seminars and workshops as well as the development and mainstreaming of DRR school and other curricula's is listed. Information sharing and the establishement of graduate schools and fellowship programmes are additional activities undertaken to support priority action 3 of the HFA.

Priority Action 4: "Reduce the underlying risk factors."

By conducting research and applying knowledge into different activities and by developing new technologies for risk reduction the responders aim to contribute to the reduction of underlying risk factors. But also by consulting agencies, the private sector and governments and undertaking risk assessments, contributions to Priority Action 4 are provided. Within risk reduction planning awareness raising activites are undertaken that call for action.

Priority Action 5: "Strengthen disaster preparedness for effective response at all levels."

The priority action 5 is supported by focussing on strengthening climate prediction and research on preparedness activites and integrating response planning and training as an integral part of methodologies and approaches.

Most of the responders (23) are interested in **sharing their experience** with others to provide good practice case studies that demonstrate the use of science in practical disaster risk reduction activities. They have responded with several ideas of case studies, the following only lists an excerpt of them:

- ECO-DRR and green recovery technical inputs after the Japan East Asia Mega Disaster
- Open source software for hazard and risk assessment
- Inexpensive and practical early warning devices
- Wind resistant design codes at national and ISO levels
- Landslide monitoring and early warning system
- Risk maps for governments and insurance companies
- …..

As a response to **what is missing in the HFA and needs to be included in the post 2015 DRR** framework, responses have provided some general and some very specific contributions. However, clustering the major concerns, six different needs have been highlighted by the responses:

- The need to integrate Disaster Risk Reduction with Sustainable Development
- The need to increase the private sector engagement in DRR activities
- Better data access, collection, transparency, sharing and interfaces
- Increased monitoring and evaluation mechanisms for DRR activities
- Focus on education and training of all stakeholders

To respond to these needs, these **network/platforms' contribution to the implementation of the HFA2** until 2020 evolve around the different suggestions. Very detailed information has been provided by the responders and was clustered to the following:

- Generation and provision of data and information
- Development of new technologies & tools
- Advocacy and provision of policy recommendations

- Capacity building activities and knowledge dissemination
- Foster knowledge exchange and dialogue

The needs for **better coordination of the activities of the platforms and networks** include amongst others:

- Network of networks platform for knowledge sharing, exchange and collaboration
- Better communication structures
- Increased understanding of the end user needs
- Clear mission for platform/network participants
- Thematic areas

The **topics future UN ISDR Thematic platforms cover** are mainly:

- Data access and infrastructure of information exchange
- Integrative Disaster Risk Management approach including multi discipline approach
- Integration of science in practice and provision of actionable solutions

Suggestions to structure and organize future platforms and networks include:

- Avoiding overlaps on the activities of the different platforms/networks
- Open the structures to attract additional stakeholders
- Provision of easily accessible information on existing networks and their roles for new/other networks/platforms to identify overlaps and opportunities for collaboration

Conclusions & Recommendations

Needs to be discussed

- Need for concentrated efforts in preparedness and prevention
- Need for increased efforts in data sharing and exchange
- Establishment of a network of networks with a steering mandate to organise the existing networks more efficient and effective
- Establishment of a DRR research market place (Demand and Supply Management scheme) – Regulated DRR stock market?

Marc Stal/ Walter Ammann, GRF Davos, April 2014

UNISDR
The United Nations Office for Disaster Risk Reduction

GLOBAL RISK FORUM GRF DAVOS GRF

"From Thoughts to Action"

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Instructions for 'Using Science in Disaster Risk Reduction' Case Study Submission

May 2013

The report 'Using Science in Disaster Risk Reduction' by the UNISDR Scientific and Technical Advisory Group uses a series of case studies to show how science has been used around the world to support and enhance disaster risk reduction (DRR) policy and practice. The report was launched at the UN Global Platform for Disaster Risk Reduction in Geneva in May 2013.

To build on the report, and to demonstrate to policy-makers and the wider DRR sector that science is fundamental to disaster risk reduction, the Scientific and Technical Advisory Group are asking the science community to help us compile an online collection of case studies, similar to those in the report.

We therefore encourage scientists and implementers to submit their own case studies showing how they have used science to improve DRR. These will be reviewed by the Scientific and Technical Advisory Group and for inclusion in this online collection.

To submit a case study, simply follow the steps below:

1. Read a selection of the case studies from the Scientific and Technical Advisory Group website or the report 'Using Science in Disaster Risk Reduction'. Each case study demonstrates science being used to enhance disaster risk reduction by describing a specific disaster risk problem, the science used to address it, how this was applied to policy and practice and the impact it achieved.

2. Write your case study using the template, following the four headings. Please ensure the text of your case study fits into the two pages of the template.

   It is important to demonstrate how peer-reviewed science was used to improve disaster risk reduction. Therefore please provide citations for the science and its applications in your case study. Please keep references to a maximum of TEN. Please include the full text of the references with your submission to the Scientific and Technical Advisory Group to facilitate peer review.

   Pictures, figures and graphs can help communicate the message of the case study. Up to two can be inserted into a case study. Please note it is the author's responsibility to obtain permission for the use of any graphs, figures and photos in the case study. The Scientific and Technical Advisory Group will seek confirmation that this permission has been obtained before publishing any case studies on its website.

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3. Email your case study to the UNISDR Scientific and Technical Advisory Group (STAG): UNISDR.STAG@gmail.com. In your email please state the name of the case study authors, the organisations they work for and a contact email address for each author.

4. The Scientific and Technical Advisory Group will peer review each submitted case study using a pre-determined and objective framework. The authors of case studies selected for publication on the website will be contacted and their case studies uploaded to the collection on the Scientific and Technical Advisory Group's website:

Please promote the use of science in disaster risk reduction by submitting your case study.

Many thanks,

The UNISDR Scientific and Technical Advisory Group

[TITLE]

The problem

[Insert text]

The science

[Insert text]

[Graph/figure/photo]

[Description of graph/figure/photo, and source of photo]

[Graph/figure/photo]

[Description of graph/figure/photo, and source of photo]

The application to policy and practice

[Insert text]

Did it make a difference?

[Insert text]

References

1.
2.
3.

Authors: [Names and organisation of each author. For example: Dr R Southgate (Public Health England), J Smith (World Health Organization)]

United Nations Major Group System (UNISDR)

"The UN General Assembly resolution A/RES/68/211 recognizes the importance of the contributions and participation of all relevant stakeholders, including major groups, at the Third UN World Conference on Disaster Risk Reduction and its preparatory process.

Major Groups can engage in discussions with States, Inter-Governmental Organizations and UN entities in informal and formal spaces. A large number of organizations belonging to different Major Groups share their views in key aspects of disaster risk reduction, distribute information, and coordinate official statements and position papers. This usually translates into statements made by representatives of Major Groups in the context of the official process as well as organization of side events and partnership initiatives during the Preparatory Committee and the Conference itself."

The concept of the nine Major Groups comes from Agenda 21: the UN Conference on Environment and Development in Rio in 1992 had agreed to cluster civil society actors for the purposes of the negotiations towards sustainable development negotiations into the nine Major Groups (Chapter 23 of Agenda 21). The Major Groups as defined by Agenda 21 are:

- Women
- Children and Youth
- Farmers
- Indigenous Peoples
- NGOs
- Trade Unions
- Local Authorities
- Science and Technology
- Business and Industry

"Organizing Partners support a fluid communication between the Bureau and Conference secretariat, as well as to facilitate its engagement in UN processes on disaster risk reduction. They are selected among the constituencies of the each of the Major Group sectors and must fulfil the following criteria:

- Be accredited to ECOSOC;
- Have a global outreach; and
- Have close and thorough understanding of UN processes, as well as a deep understanding of the thematic issues on the conference agenda.
- Tasks of the Organizing Partners include:
- Facilitate the participation of the major group representatives throughout the Third UN World Conference on Disaster Risk Reduction and its preparatory process, working in collaboration with other major group sectors' representatives present at the World Conference.
- Facilitate the preparation of statements on behalf of the major group to relevant sessions and events, including the plenary, by coordinating and consulting with stakeholders. Oversee a transparent process for the selection of representatives delivering statements on behalf of the major group.

- Act as the main liaison between the major group and the Conference secretariat and Bureau.
- Ensure the major group delegation comprises a range of diverse and representative participants, including from both developed and developing countries from all regions, persons with disability, as well as ensuring a gender balance.
- Oversee a transparent and fair distribution of secondary passes to meetings and events where seating is limited.
- Provide short updates to the Conference secretariat in advance of each meeting of the preparatory committee and the World Conference" (UNISDR – WCDRR).

GNDR comments on the development of the Post-2015 Disaster Risk Reduction Framework (HFA2) Pre-Zero Draft Dated 8th August 2014

For submission to the Co-Chair's Informal Consultations with Major Groups Sept – Oct 2014

Prepared by:
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Date
Tuesday, 30 September 2014

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Contents

GNDR Discussion Paper:

The following paper is intended as a contribution to the development of the Post-2015 Disaster Risk Reduction Framework that is currently being discussed at the informal consultative meetings with the Bureau of the Preparatory Committee for the Third United Nations World Conference on Disaster Risk Reduction March 2015. The discussion paper should be read in conjunction with the Pre-Zero Draft Post-2015 Framework for Disaster Risk Reduction.

GNDR discussion papers are written to contribute to policy debate and to provoke discussions on disaster risk reduction issues. They are "work in progress" papers which may contribute towards developing civil society and government policy positions. The views and recommendations expressed are those of the GNDR Secretariat, while drawing from contributions and comments received from GNDR members, they do not necessarily reflect a negotiated position within the broader GNDR membership.

Introduction

Following the same structure as the post-2015 pre-zero draft released on August 8th 2014 and drawing from feedback from GNDR members, this discussion paper outlines a range of issues, challenges, suggestions and recommendations for the Bureau of the Preparatory Committee to take into consideration in the preparation of the post-2015 DRR zero-draft expected mid-October 2014. Overall, the pre-zero draft provides a good basis for the informal consultations with governments, international organisations and major groups. The pre-zero draft outlines a comprehensive set of issues, principles and actions that resonate strongly with many of the points raised in the multi-stakeholder consultations. In particular, GNDR finds encouraging that the following elements have been identified as critical issues within the pre-zero draft:

- Increased emphasis on underlying risk factors
- Stronger language on the inclusion and empowerment of vulnerable and marginalised groups
- Strong set of guiding principles
- Commitment to enhance the monitoring mechanism
- An explicit recognition of the critical role of state and non-state stakeholders
- Recognition of the substantial impact of small scale disasters (extensive risk)
- Recognition of the strategic importance of the post-disaster recovery phase

Notwithstanding the above, there are a substantial number of areas where the structure and content of the pre-zero draft requires further development. The pre-zero draft states that the post-2015 DRR framework draws from the experienced matured in the implementation of the HFA. Accordingly, there should be a strong connecting logic ("golden thread") across the different elements of the framework; starting with an understanding of the current disaster trends, and the gaps and challenges identified in implementing the HFA, through to determining the framework's

purpose, strategic goals and guiding principles with direct links to the priorities for action, means of implementation and corresponding roles of different stakeholders.

Currently, the inter-dependencies, sequencing and prioritisation of the different elements of the framework are not clear enough to build a coherent strategy and prevent the compartmentalisation of different priority actions - an acknowledged weakness of the HFA. The draft would also benefit from clarity and consistency in the use of key ***disaster concepts and terminology*** such as *"resilience"* and "*DRR" / "DRM"* which are used extensively but with different meanings.

Moreover, although greater prominence is given to addressing ***underlying risk drivers*** it is unclear what the ***comparative advantage*** of the post-2015 framework is in tackling what is primarily a development issue given the HFA made least progress in this area. Similarly, whilst ***policy coherence*** with other post-2015 development frameworks is recognised as fundamental to reducing disaster losses, the conceptual and strategic relationship between the DRR, Climate Change and Sustainable Development frameworks would benefit from being significantly strengthened – including ensuring DRR strategic goals, targets, priority actions and timeframes are in synchrony with the goals, targets, actions and timeframes of other post-2015 frameworks.

Strengthening societal resilience will inevitably require a balanced approach combining changes in public institutions, policies and legislation, together with "cultural" changes in individual and societal behaviour, norms and attitudes toward disaster risk. Determining public perceptions and negotiating ***"acceptable levels of risk"*** within society are essential for developing strategies for the safety and protection of citizens. It requires policies and approaches that reflect local realities, needs and priorities, building on and strengthening local capacities and sources of resilience in recognition that resilient people and their communities are the foundation and basic building block of a resilient society. This is true whether for large scale "mega" disasters or small localised "everyday" disasters that account for the majority of disaster losses.

In summary, the pre-zero draft would benefit from much stronger internal and external coherence, with greater clarity needed on the ***purpose, scope and strategic goals*** and the relationship between ***goals, guiding principles*** and ***priority actions***. Importantly, the draft would benefit from a much stronger articulation of how the framework intends to close the gap between policy and practice (particularly the inclusion of vulnerable and marginalised people), increase public accountability; and address underlying risk drivers, including strengthening policy coherence within a complex interconnected risk landscape. It is also recommended that the two sections on ***Stakeholders*** and ***International Partnerships*** are merged into a comprehensively reworked section covering the "***Means of Implementation: Stakeholder Responsibilities, Commitments and Resources".***

Specific Comments on Key Elements of the Draft Framework

Chapter A. Preamble

The preamble serves as an important context-setting narrative that outlines the current situation, the framework history, lessons learnt from the HFA implementation, together with an articulation of critical issues and guiding principles which provide the underpinning philosophy informing the strategy development. Key strategic questions to bear in mind within the preamble are:

- Where are we now (context) and how did we get here (history);
- Where do we want to go (vision) and how do we get there (strategy).

The zero-draft preamble would benefit from a significant reorganisation to improve the logic of the discourse and the information flow. ***Suggested headings*** with sample narrative for a ***revised preamble*** are outlined below:

1. Introduction and History
A brief introduction to WCDRR 2015 and the development of the post-2015 DRR framework – an evolution of preceding frameworks.

2. Current Situation
The challenge to sustainable development posed by the continued upwards trend in disaster losses outlining some headline issues such as:

- Significant under-reporting of disaster losses due to an over-sight of small-scale localised disasters (extensive risk)
- Increasing vulnerabilities, exposure and hazards driven by inappropriate development pathways
- Increasingly complex, inter-connected and uncertain risk landscape in a rapidly globalising world
- Disproportionate impact of disasters on certain people and countries, particularly in areas of poverty, fragility and insecurity

3. Problem Statement
The preamble would benefit from a concise problem statement e.g. "Current patterns of socio-economic development are creating disaster risk faster than the ability of corrective measures to manage the accumulating risk stock. The solution lies in accelerated actions to increase the effectiveness of disaster preparedness, response and recovery, together with preventive measures to tackle the underlying risk drivers of vulnerability, exposure and hazards. Where practical, the post-disaster recovery will be utilised as a critical opportunity to strengthen community / societal resilience and mainstream DRR within social, economic and environmental development policies and practices, serving to demonstrate resilient development pathways for adoption within the broader society".

4. The HFA 2005-15 - Successes, Gaps and Challenges
The preamble would benefit from a short sub-section providing a concise summary of the successes, challenges and lessons learnt in implementing the HFA. Accordingly, the major

achievements and shortcomings of the HFA can be summarised as follows (see UNISDR HFA Mid Term Review for details);

Achievements:

1. Adoption of a simple normative framework that has facilitated international cooperation
2. Useful advocacy tool to raise political commitment
3. Increased awareness and understanding of DRR theory and practice
4. Supported the strengthening of DRR policies and institutional arrangements, notably enhanced disaster preparedness and response capabilities

Gaps and Challenges:

1. Limited progress in addressing underlying risk factors
2. Weak integration and coherence with sustainable development, climate and poverty frameworks
3. Compartmentalisation of different **Priorities for Action**
4. Implementation gap between national DRR policy and local practices
5. Weak accountability, in part related to ineffective monitoring and compliance mechanisms
6. Minimal impact on high-risk, marginalised and most-vulnerable groups
7. Global disaster losses increasing with the exception of reduced weather-related mortality risk

5. Developing a post-2015 DRR Framework

The narrative should clearly outline the rationale for a post-2015 DRR framework, drawing out the implications of the experiences gained in the HFA implementation. The preamble provides the underpinning philosophy of the framework by highlighting key considerations and critical issues that inform the development of the strategy and can be subsequently captured in the form of **Guiding Principles, Strategic Objectives** and **Priority Actions**.

Some ***key considerations***, as highlighted in the multi-stakeholder consultations, include (see pre-zero draft paragraph 5) a post-2015 DRR framework that:

- Is action–oriented, informed by ***local risk realities*** that build on ***local capacities*** and fosters collaboration to strengthen ***community resilience*** as the foundation of a resilience society.
- Reflects the needs and priorities of persons who are ***disproportionately-affected*** by disasters, including addressing governance deficiencies related to exclusion, marginalisation and discrimination that underpin differential vulnerabilities.
- Supports ***greater transparency and accountability*** of different state and non-state actors including clear role responsibilities; legal obligations for the protection of persons; performance standards & codes; monitoring & evaluation mechanisms; compliance and enforcement procedures.
- Gives greater prominence to ***addressing the proximate and underlying causes of risk*** particularly extensive risk (that accounts for the majority of disaster losses) before it concentrates and reconfigures into "intensive risk" - which is more difficult and expensive to address.

- Strengthens ***policy coherence, cooperation*** and ***innovative partnerships*** with the post-2015 Sustainable Development, Climate Change and Poverty Reduction frameworks to holistically address underlying risk drivers and strengthen resilience.
- Positions the post-2015 DRR framework (scoped on natural hazards) within the comprehensive ***integrated risk management*** approaches that governments use to manage extreme hazards, shocks and disturbances of all kinds.
- Ensures a ***balance of disaster preparedness and mitigation*** interventions, including an optimal mix of structural and non-structural measures.
- Adopts a ***cross-scale multi-stakeholder approach*** where different sizes and intensity of disasters are managed by different actors at different institutional scales.
- Supports a *whole-of-society* approach that encompasses elements of self-help, mutual support and state assistance to actively ***engage all societal groups***, particularly high risk groups.
- Supports a holistic strategy that connects ***changes in institutional policies*** and procedures with **cultural changes in societal and individual behaviour**, norms and attitudes towards public safety and protection.
- Addresses the challenge of disaster prevention in areas of ***fragility, conflict and insecurity*** where state capacities are limited or dysfunctional.
- Utilises the ***post-disaster recovery*** as a ***strategic opportunity*** to expose development deficiencies and promote a sustainable recovery, mainstreaming DRR within broader development policies and plans.
- Adopts a ***systems-wide perspective*** that frames disaster risk reduction within the sustainable development agenda based on an understanding of the relationships between disasters and development; sustainability and resilience; and related to this, the ***added value*** of the post-2015 DRR framework in contributing towards the post-2015 sustainable development goals.
- Identifies core principles and values that guide future action and provide the basis for multi-stakeholder cooperation and collaboration.

Chapter B: Purpose, Scope, Outcomes and Goals

The definitions and relationships between the purpose, expected outcome and strategic goals determines the organising logic of the framework. In the pre-zero draft, the purpose statement is confusing and the concept of resilience, although relevant to all three strategic goals, is used in conceptually different ways. This critical section would benefit from a substantial redrafting.

Similar to the HFA, GNDR recommends that the overarching goal of the post-2015 DRR framework is *disaster resilience communities* and *societies*. The *purpose* of the framework is to strengthen the resilience capabilities of individuals, communities and countries. This would be achieved through two mutually reinforcing strategic goals focused on preventing new risk and reducing existing risk. *A proxy indicator of progress* towards the overarching "resilience" goal would be *a significant reduction in disaster losses*.

Recommended changes as follows:

Overarching Goal: Disaster resilient people, communities and countries

Purpose: The purpose of the post-2015 DRR framework is to strengthen the resilience of people, communities and countries to disasters

Global Target: A 50 % reduction in disaster losses (social, economic, environmental assets) 2015-2030

Scope:

It is encouraging to see the scope of the post-2015 framework explicitly mentions ***small and large-scale***, ***frequent and infrequent*** disasters, although the terminology "***related*** *environmental and technological hazards and risks"* needs clarifying to make clear what hazards are considered to be "related". For example, would technological hazards such as the Fukushima nuclear incident be included in the scope of the post-2015 framework?

The increasing prevalence of "***cascading disasters***" comprising of inter-related environmental, technological and biological hazards should be taken into account within a successor framework. The need for a link to societal hazards, such as ***conflict, social unrest, health epidemics and financial crisis*** has been consistently raised during the multi-stakeholder consultation and should be seriously considered - see Joint UN Statement 1st Preparatory Committee Meeting 14-15 July 2014 Geneva.

It is worth noting the scope of the **post-2015 Sustainable Development Goals framework** is "strengthening resilience to environmental, economic and social hazards, shocks and disturbances." This approach to strengthening resilience to hazards and disturbances of all kinds is conceptually different to the HFA2 understanding of resilience. The SDG approach resonates with calls during the multi-stakeholder consultations for the new DRR framework to adopt an "all hazards" approach that includes geological, hydro-meteorological, social, technological and biological hazards such as epidemics and pandemics.

Given the complex inter-connected nature of risk in an increasingly globalised world it is recommended that the post-2015 DRR framework adopts an "***all hazards approach***" to better reflect local realities. The post-2015 DRR framework should also explain how a "natural disasters" framework strategically connects with the more comprehensive ***integrated risk management approaches*** that governments are increasingly using to manage a complex interplay of natural, political, technical, economic, and other hazards and threats.

Outcome and Targets:

Similar to the HFA, the expected outcome of the post-2015 DRR framework remains "the substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries."

Drawing from the expected outcome, the suggested global targets are primarily ***"trailing indicators***" focused on ***disaster losses***, although *there is currently* ***no global target for measuring*** "***environmental losses"***. This is a notable omission for a "natural disasters"

framework given the critical role of the natural environment in absorbing regulating and amplifying extreme environmental hazards.

Forward-looking action-oriented targets: A complementary set of targets based on a "resilience-building" outcome would involve setting forward-looking targets for enhanced social, economic and environmental resilience capabilities, for example:

Social:
- Proportion of population with access to safe robust health and educational facilities
- Social stability and security

Economic:
- Proportion of private companies undertaking business continuity planning
- Robust, integrated transport and communications infrastructure
- Diverse livelihoods and employment
- Availability of financial reserves and contingency funds

Environment:
- Numbers of countries with environmental management policies
- Sustainable ecosystems

Specific and Measurable Targets: in general, the global targets would all benefit from being specific and time-bound, supported by the development of specific targets at national and ***local levels*** (relevant to the country / local realities).

2015 Reference Point: importantly, the zero-draft should highlight the need to establish a ***2015 reference point or baseline*** - this was a notable omission in the HFA2005-2015 framework which made it difficult to measure progress against expected outcomes - see *UNISDR HFA Mid-Term Review 2011.*

Coherence with other post-2015 frameworks: where appropriate, specific targets should be synchronised with the targets and timeframes as outlined in the latest drafts of the post-2015 sustainable development and climate frameworks which are being envisaged over a 15 year timeframe.

Chapter C: Guiding Principles

Principles are the essential characteristics of the framework as they form the basis for action, serving to inform the way the framework is designed, implemented and evaluated. Encouragingly, the pre-zero draft outlines a strong set of *Guiding Principles,* although these would benefit from being simplified and more clearly linked to the guidance notes drawn from the multi-stakeholder consultations as articulated in the Preamble Paragraph 5.

Importantly, despite an extensive list of principles, there remains some significant gaps and/or missing principles that need to be incorporated in a successor framework, notably: 1/ the ***legal principles and rules*** informing the protection of persons in the event of disasters; 2/ the principle of ***environmental integrity*** which is a key determinant in the regulation and amplification of environmental hazards.

Overall, the zero draft could benefit from a synthesis of the preamble *guidance notes (paragraph 5)* and Chapter C *Guiding Principles*. A suggested reworked set of ***guiding principles*** are as follows:

1. States have the primary responsibility for the protection of persons from disasters
2. Protection of persons as a *legal obligation* recognised in domestic legal arrangements, linked to international law
3. Transparency: ensure access to relevant information to inform private and public policies and practices
4. Holistic, integrated strategies to strengthen *policy coherence* and cooperation across post-2015 frameworks
5. All-of-society approach: inclusion & empowerment of all social groups, especially vulnerable and marginalised people
6. Clear accountabilities and responsibilities of institutional and individual stakeholders for the prevention of risk
7. Build on local capacities and sources of resilience (gender-sensitive community-owned approaches)
8. Prioritise high-risk countries and people who are disproportionately affected by disasters
9. Build back safer: utilise post-disaster recovery as an opportunity to strengthen resilience and mainstream DRR
10. Environmental Integrity: Respect, protect and enhance the absorption and regulating functions of ecosystems

Chapter D: Priority Actions

General

In general, *Chapter D Priority Actions* would benefit from changes in the logic of its structure, including greater clarity in the inter-relationships and content of some activities. There are a number of paragraphs under Chapter D detailing actions that encompass a number of different objectives and activities. The logic of this critical section could be made clearer by organising the key activities under relevant sub-headings, as is the case in the HFA. The overall identification and clustering of specific activities under key priority areas is determined by the framework's purpose and goals, informed by the lessons learnt in implementing the HFA. As outlined above, GNDR has recommended that the *purpose* of the post-2015 DRR framework is to *strengthen societal resilience,* supported by two mutually reinforcing goals of preventing new risk and reducing existing risk.

Accordingly, measures to ***reduce existing disaster risk*** to acceptable levels will require a coherent set of disaster risk management activities notably in the areas of disaster preparedness, response and recovery. It is therefore recommended that the priority actions for this strategic goal are organised around the widely recognised ***disaster risk management cycle.***

Achieving the second and arguably more challenging strategic goal - ***the prevention of disaster risk creation*** - is primarily a development issue that cannot be addressed by the post-2015 DRR framework in isolation. Although many of the activities to prevent new risk and reduce existing risk are essentially the same, the challenge lies in being able to mainstream DRR into a broad range of social, economic and environmental development policies and planning in a pre-disaster context. This will require strong political leadership to ensure policy coherence and cooperation across a range of development actors who may not be familiar with disaster risk management concepts and methodologies.

Accordingly, it is recommended that the key activities outlined under the heading "*Investing in Social, Economic and Environmental Resilience*" are organised under the *three pillars of sustainable development* (social, economic, environment) upon which the post-2015 SDG framework is broadly based. Importantly, there are strong linkages across the two strategic goals; the post-disaster recovery phase provides a strategic opportunity to understand development deficiencies and prevent the re-creation of disaster risk by incorporating resilience principles into the recovery process (build back better). In turn, this can promote and support the mainstreaming of DRR within broader development processes.

Under the two strategic goals and overarching purpose the different ***priority areas*** could be further sub-divided into key systemic functions and processes such as: ***policy; institutions; communications; capacity building; resources; implementation; monitoring.*** Better organising and clustering of different types of activities would help to connect a range of *supply-side* actions aimed at "***institutional changes"*** in public policies and institutional arrangements, together with mutually-reinforcing *demand-side* actions aimed at "***cultural changes"*** in societal and individual behaviour and norms related to public perceptions of safety and protection. Similarly, it is important to ensure the optimum mix of both structural and non-structural measures to enhance local and national resilience capabilities.

Given the fact that different sizes of disasters are managed by different actors who undertake different functions at different institutional levels it is felt that separating out the **Priorities for Action** across two institutional scales, i.e. *National and Local* and *Global and Regional*, is a welcomed development from the HFA. Indeed, it may be worth considering separating into four institutional scales: Global /Regional / National / Local with an emphasis on the need for vertical coordination across the different scales.

Lying underneath all the strategic goals, priority areas and key activities are the ***guiding principles*** which serve as the framework's underpinning philosophy and should inform the crafting of specific actions.

Implications for HFA2 Structure

The *purpose, outcome, strategic goals* and associated *activities* directly influence the logic and structure of the framework (form follows function)**.** As outlined above, the pre-zero draft purpose, outcomes, strategic goals and priority actions would benefit from greater clarity and coherence. The proposed changes outlined in this discussion paper have implications for the overall structure of the framework:

Possible Alternative Structure for HFA2

	Overarching Goal: Disaster Resilient People, Communities and Countries **Framework Purpose: Strengthening resilience capabilities of people, communities and countries** **Global Target / Indicator: Substantial (e.g. 50%) reduction in disaster losses 2015-2030**							
Strategic Goals	**1, Minimise disaster risk creation to acceptable levels (Reduce underlying risk factors – resilient development)**					**2, Reduction of existing disaster risk to acceptable level**		
Priority Areas	Governance	Knowledge, Information	Reduce Underlying Risk Drivers			Disaster Preparedness	Effective response	Sustainable Recovery
	Priorities for Action							
Policies Institutions Communications Capacity Building Resources Implementation	**Global**		**Economic**	**Social**	**Environment**			
Policies Institutions Communications Capacity Building Resources Implementation	**Regional**							
Policies Institutions Communications Capacity Building Resources Implementation	**National**							
Policy Institutions Resources Implementation: Structural / Non-Structural measures	**Local**							
Targets & Indicators								

Guiding Principles	Accountabilit	Inclusion of all social groups	Build back better	Policy coherence	Prioritise high-risk people & countries	Legal Obligations	Environmental Integrity	Community -driven approaches	Risk informed decisions	State Respons

Specific Comments on Priorities for Action

The following suggested actions are ***in addition*** to those actions detailed in the pre-zero draft.

Disaster Risk Knowledge and Information

- Disaster databases to be relevant to large and small scale, frequent and infrequent disasters, with information disaggregated according to socio-economic factors, including poverty, religion, caste, and high-risk livelihoods

- Establish **local-level** risk profiling, assessment, impartial monitoring mechanisms, peer reviews and social audits, including the establishment of 2015 ***local resilience baselines*** with links to "Views from the Frontline"[1].
- Promote harmonised objectives, targets and associated monitoring and reporting mechanisms with post-2015 disaster, climate and sustainable development frameworks
- Risk assessments undertaken at trans-boundary landscape-scale to support eco-system integrity
- Strengthen knowledge-brokering networks at all levels to promote the integration, utilisation and exchange of indigenous, local and scientific knowledge
- Develop relevant methodologies and tools to prevent and reduce risk in areas of fragility and insecurity
- Strengthen exchanges and networks of community practitioners to transfer and scale up good practices
- Share lessons learnt from disasters' forensics with relevant stakeholders including other locations with similar disaster risk profiles, to increase the safety of future generations
- Develop global targets and indicators for measuring losses to environmental assets
- Evidence-based advocacy to promote systems-wide changes to meta-level conceptual models, institutional policy and legislative arrangements
- Public awareness and media campaigns to raise critical awareness, social demand and promote cultural changes in peoples' perceptions of acceptable levels of public safety and protection

<u>Strengthening Risk Governance</u>

- Support appropriate capacity building and financial mechanisms to empower and resource local authorities, communities and indigenous peoples
- Systemisation of legal obligations within domestic legal frameworks (including relevant sectoral laws) for the protection of all persons from disasters, with explicit linkages to international laws
- Promote good governance across social-economic activities - not solely the governance needed to manage disaster risk
- Address issues of exclusion and marginalisation within governance processes that underpin differential vulnerabilities
- Develop financial, social, political and administrative incentives to mainstream DRR into sustainable development policies and planning
- Encourage innovative forms of partnership across social-economic development actors
- Actions to strengthen policy coherence and inter-disciplinary cooperation for resilient development
    - High level political leadership
    - Shared vision
    - Holistic conceptual models / frameworks
    - Harmonised programming
    - Administrative and financial incentives

<u>Preparedness, Response and Recovery</u>

[1] Views from the Frontline (VFL) is a participatory monitoring programme designed to strengthen public accountability for DRR policy execution by providing an independent global review of progress towards the implementation of disaster risk reduction at the local level.

- Position all disaster preparedness, response and recovery actions under the Strategic Goal: Reduction of Existing Risk (Note: recovery actions currently arranged across two strategic goals).
- Disaster loss databases to record losses to livelihoods and productive assets (including livestock, seeds and tools)
- Promote response and recovery interventions that ***protect and enhance*** lives, livelihoods and productive assets (including livestock)
- Strengthen capacities for national and local recovery planning, including developing appropriate coordination arrangements and financial mechanisms - see World Bank's Disaster Recovery Framework[2].
- Systematically undertake post-disaster forensics based on common analytical tools to identify development deficiencies and resilience principles to inform sustainable recovery
- Promote optimal mix of structural and non-structural measures within recovery phase
- Actions to increase uptake and regulatory compliance with planning and building standards and codes
- Develop collaborative approaches that encompass self-help, mutual support and state assistance

Investing in Social, Economic and Environmental Resilience

Environment:
- Promote ecosystem-based approaches to reduce disaster risk and/or regulate environmental hazards
- Promote *climate-smart* DRR, taking into account risk-changing scenarios due to climate change
- Modify environmental impact assessments to incorporate disaster risk considerations
- Promote the role of green infrastructure in rural and urban development planning

Social
- Specific actions to empower and resource at-risk communities and local authorities
- Strengthen social networks to build social capital and trust between states and citizenry at all levels
- Cost-benefit analysis to include social and psycho-social losses
- Identification, prioritisation and targeting of high-risk groups
- Capacity building of civil society networks to enhance their ability to strengthen societal resilience

Economic
- Establish financial reserves, contingency funds, buffer stocks
- Develop guidelines, codes and standards for land-use planning, building and construction practices appropriate to informal infrastructure and human settlements (non-permanent housing) including security of land / housing tenure agreements
- Increased investments in structural measures, particularly in exposed urban areas
- Cost-benefit analysis to cost in the value of eco-system services
- Disaster risk assessments of national government industrial development policies

[2] GFDRR (2014) Disaster Recovery Framework Guide: A tool to assist governments in planning, prioritizing, and financing recovery programs to ensure resilience in recovery and development.

- Promote business continuity planning
- Promote participatory budgeting and community-based financial mechanisms that channel resources to community resilience initiatives
- Risk transfer and insurance mechanisms

Role of Stakeholders

General

Strengthening the resilience of people, communities and countries will require a *whole-of-society* approach involving the active engagement of disaster-affected populations, government, inter-governmental, non-governmental and private sector actors across all levels of society. The explicit recognition within the pre-zero draft of the specific roles and responsibilities of non-state stakeholders is a welcomed addition, although, the role of target communities as the primary stakeholder should be acknowledged.

Given that the state has the primary responsibility for the protection and wellbeing of its citizens, it would have been logical within this section to explicitly ***outline the unique and critical roles and responsibilities of the sovereign state*** to manage disaster risk. Unlike the HFA, the specific tasks of the state are not elaborated within the pre-zero draft – this is a notable omission.

In general, it would be beneficial within the "Stakeholders" section to have a short narrative outlining the main roles and responsibilities of different stakeholders (from international organisations through to civil society, community practitioners and at-risk people). This would include a narrative connecting different stakeholders to the implementation of specific activities under the key priority areas. For example:

Governments have unique responsibilities for establishing institutional policies, legislation and regulatory frameworks, together with the primary responsibilities for the mobilisation and allocation of domestic administrative, financial and technical capabilities.

Civil society can be an active partner in the formulation and implementation of DRR policies and can facilitate the inclusion and participation of socially marginalised groups.

At-risk communities, including individuals and organised social groups (such as women's saving groups, federations of urban poor), can share good practices and mobilise political commitment through raising social demand and providing voluntary contributions in the form of self-help and mutual support within their local communities.

To strengthen public accountability, the roles and responsibilities of different stakeholders should be anchored to public commitments in support of the implementation of different elements of the framework.

Specific Comments on the Role of Civil Society

Civil society covers a broad spectrum of formal non-governmental organisations through to less formal citizen associations, community practitioners and grassroots organisations. Civil society has established relationships with governments, international and regional organisations and target communities making it well placed to fulfil a range of roles and responsibilities including:

- Being an active partner in the formulation and implementation of the post-2015 framework based on local realities, including contributing significant financial, technical and human resources
- Contributing towards risk profiling, assessment and monitoring
- Advocating for, and facilitating, the inclusion and participation of socially marginalised people, including strengthening local leadership and community representation
- Provisioning and exchanging of experiential knowledge and good practices between community practitioners
- Strengthening public accountability and transparency
- Raising public awareness and *social demand* for the protection of persons from disasters

Chapter E. International Partnerships in Implementation and Follow Up

General

The rationale for separating out public and private stakeholders from partnerships with intergovernmental and international organisations is not clear and makes it difficult to understand how "non-governmental" stakeholders develop strategic partnerships with "intergovernmental" organisations. As noted above, a short narrative on the unique roles of the *state* is a notable omission in both these sections.

It is recommended that the two sections on "International Partnerships" and "Role of Stakeholders" are merged into one chapter entitled:

"Means of Implementation: Stakeholder Responsibilities, Commitments and Resources"

Critical issues to be covered within this consolidated section would include:

- A brief narrative on the unique ***roles, responsibilities and accountabilities*** of the major state, private and public stakeholders (including at-risk communities) in relation to the principles and priorities for action.
- A short summary of different ***stakeholders' commitments*** to the implementation of the framework
- A short sub-section on the strategic importance and ***nature of multi-stakeholder partnerships***, to build synergies, unlock resources and increase impact across a range of disaster scenarios – from large-scale "mega" disasters to small-scale localised disasters

Resource Mobilisation as a separate sub-section: Mechanisms to mobilise financial and non-financial resources are a fundamental element of any effective implementation strategy and are of sufficient importance to warrant a dedicated sub-section within the zero-draft, as was the case in the HFA.

Generally speaking, in order to strengthen the resilience of a community or country***, existing sources of resilience*** need to be taken as the starting point. In a resource-scarce environment, a community or society must capitalise on its existing available resources and capabilities and use

these to the full. This involves strengthening collaboration and partnerships with a diverse set of public and private stakeholders who undertake different functions at different administrative levels from local to global. Therefore, collaboration is a prerequisite for the effective mobilisation and use of existing resources.

Moreover, in a complex and uncertain risk landscape, governments are inevitably subjected to a series of competing demands or claims on resources. Investments in "stand alone" actions to deal with *environmental hazards* are often not a priority for people and institutions because the benefits are too narrow and "opportunity costs" too high. In these situations it is important to design and implement a risk reduction strategy that provides a broad range of benefits that both *protect* and *enhance* people's lives, livelihoods and assets. From an institutional perspective, this will require conceptually and strategically connecting DRR with poverty reduction, climate change and sustainable development within a mutually reinforcing agenda.

The complex inter-related nature of risk means that only when the different external frameworks and actors are connected through strategic partnerships and collaboration can they be effective in making a difference at the community level. Partnerships can strengthen policy coherence, foster political ownership and optimise resource mobilisation – all central to effective implementation. For example, strategic partnerships with the climate adaptation community could mobilise significant technical and financial resources for strengthening community resilience. Notwithstanding the significance of external thematic financial mechanisms, it remains the case that the primary source of resources to support the implementation of the post-2015 DRR framework remains domestic governments with the support of the international community.

Chapter F. Transition Phase

It is recommended that timeframes are specified for the transition phase, the framework's implementation period and the frequency of periodic reviews. The rationale for the transition phase depends to a large extent on the relationship between the HFA and the post-2015 DRR framework – this requires greater clarity, ideally in the preamble section. It is recommended that the ***post-2015 framework is a "standalone" framework*** that builds from and replaces, rather than augments an extended HFA, as paragraph 27 seems to imply.

Most of the remaining issues outlined in the Transition chapter (Para 28) on the role of UNISDR would be better positioned in the preceding chapter making this chapter redundant. ***National*** as well as existing regional strategies, plans and programmes would all need to be adjusted to take into account the new framework.

Conclusions

Overall, the pre-zero draft provides a good basis for the informal consultations with governments, international organisations and major groups.

The outlined set of issues, principles and actions is comprehensive and resonates strongly with many of the points raised in the multi-stakeholder consultations.

In particular, GNDR finds encouraging the identification of critical issues such as an increased emphasis on underlying risk factors; stronger language on the inclusion and empowerment of vulnerable and marginalised groups; commitment to enhance the monitoring mechanism; recognition of the substantial impact of small scale disasters (extensive risk); and recognition of the strategic importance of the post-disaster recovery phase.

Notwithstanding the above, there are a substantial number of areas where the structure and content of the pre-zero draft requires further development. In summary, the pre-zero draft would benefit from:

- much stronger internal and external coherence,
- greater clarity on the purpose, scope and strategic goals and the relationship between goals, guiding principles, priority actions and stakeholder commitments
- a much stronger articulation of how the framework intends to; close the gap between policy and practice (particularly the inclusion of vulnerable and marginalised people); increase public accountability; and address underlying risk drivers, including strengthening policy coherence within a complex interconnected-risk landscape.

IRDR
Integrated Research on Disaster Risk

12th Meeting of the IRDR Science Committee
ICSU Secretariat, Paris, France, 13-15 November 2014

References to Consultative Forum in the Science Plan (ICSU 2008)

References to the Consultative Forum can be found throughout the Science Plan (ICSU 2008):

Page 6:
"During the first three years, the Programme would establish a team of co-sponsors and make arrangements with existing programmes so as to undertake research with shared outcomes and responsibilities. A Scientific Committee, mandated by the co-sponsors and with support from an International Project Office, would have the responsibility for building the formal linkages with partners in research. The collaborating organizations, working through a **Consultative Forum**, would become significant actors in the Programme."

Page 41:
"A **Consultative Forum** attended by representatives of component and complementary programmes and initiatives would be created and convened regularly."

Pages 42-43:
"It is proposed that a **Consultative Forum** be established, through a series of informal forums during the first three years and then, based on the input from that process, an ongoing forum to continue thereafter. Use of other forums would also be appropriate. The ISDR Global Platform meetings, to be held bi-annually, might provide one such opportunity, and special sessions may be possible. The International Disaster and Risk Conference (IDRC) is a major event held periodically, mostly in Davos, Switzerland, involving both governments and a broad range of civil society and business, and discussions with the organizers have indicated that this event could be used for consultation processes. As the formal and informal sponsorship and partners are clarified and confirmed, the variety of broad stakeholder consultation forums will be apparent and considered for use by the Programme. A guiding principle should be that the creation of new stand-alone forums should be avoided, unless necessary."

Page 46:
"The Scientific Committee and the **Consultative Forum**, mandated by the sponsors and with the support from the International Project Office, would have the responsibility for building the formal linkages with partners in research. The collaborating organizations, working through the **Consultative Forum**, would become significant actors in the Programme."

Page 50:
"The **Consultative Forum** would be used as a major part of the evaluation process. In ten years, it would be appropriate for the sponsors, together with the then ongoing consultative forum, to review the programme and the investments made to see how well this vision and legacy has been achieved."

Source

International Council for Science (2008). **A Science Plan for Integrated Research on Disaster Risk: Addressing the challenge of natural and human-induced environmental hazards**