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Post-2015 Framework for Disaster Risk Reduction

(Advanced unedited version, as negotiated as of 28 January 2015)

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Post-2015 framework for disaster risk reduction

Further Streamlined Text (negotiated as of 28 January 2015)

I. Preamble

1. This post-2015 framework for disaster risk reduction was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, which represented a unique opportunity for countries to: (i) adopt a concise, focused, forward-looking and action-oriented post-2015 framework for disaster risk reduction; (ii) complete the assessment and review of the implementation of the Hyogo Framework for Action (HFA); (iii) consider the experience gained through the regional and national strategies/institutions and plans for disaster risk reduction and their recommendations as well as relevant regional agreements under the implementation of the HFA; (iv) identify modalities of cooperation based on commitments to implement a post-2015 framework for disaster risk reduction; (v) determine modalities for periodic review of the implementation of a post-2015 framework for disaster risk reduction. [Ad Ref]

2. During the World Conference, States also reiterated their commitment to disaster risk reduction and the building of resilience** to disasters to be addressed with a renewed sense of urgency in the context of sustainable development and poverty eradication and, as appropriate, to be integrated into policies, plans, programmes, and budgets at all levels and considered within relevant frameworks. [Ad Ref]

**Footnote: Resilience is defined as: “The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions”, UNISDR 2009 Terminology on Disaster Risk Reduction.

The Hyogo Framework for Action: lessons learned, gaps identified and future challenges

3. Since the adoption of the HFA in 2005, and as documented in national and regional progress reports on HFA implementation as well as in other global reports, progress has been achieved in reducing disaster risk at local, national, regional and global levels by countries and other relevant stakeholders, leading to a decrease in mortality in the case of some hazards.** Reducing disaster risk is a cost effective investment in preventing future losses. Effective disaster risk management contributes to sustainable development. Countries have enhanced their capacities in disaster risk management. International mechanisms for strategic advice, coordination and partnership development for disaster risk reduction, such as the Global Platform for Disaster Risk Reduction and the regional platforms for disaster risk reduction, as well as other relevant international and regional fora for cooperation have been instrumental in the development of policies, strategies, and the advancement of knowledge and mutual learning. Overall, the HFA has been an important instrument for raising public and institutional awareness, generating political commitment, and focusing and catalyzing actions by a wide range of stakeholders at all levels. [Ad Ref]

**Footnote: Hazard is defined as: "A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydro-meteorological and biological) or induced by human processes (environmental degradation and technological hazards)", HFA.

4. Over the same 10-year time frame, however, disasters have continued to exact a heavy toll and as a result the wellbeing and safety of persons, communities and countries as a whole is affected. Over 700 thousand people lost their lives, over 1.4 million were injured, and around 23 million were made homeless as a result of disasters. Overall, more than 1.5 billion people were affected by disasters in various ways. Women, children and vulnerable [groups] were disproportionately affected. The total economic loss was more than \$1.3 trillion. In addition, between 2008 and 2012, 144 million were displaced by disasters. Disasters, exacerbated by climate change, are increasing in frequency and intensity and significantly impede progress toward sustainable development. Evidence indicates that exposure of persons and assets in all countries has increased faster than vulnerability** has decreased, thus generating new risk and a steady rise in disasters losses with significant economic, social, **health**, cultural and environmental impact in the short, medium and long term, especially at the local and community level. Recurring small scale disasters and slow-onset disasters particularly affect communities, households and small and medium enterprises and constitute a high percentage of all losses. All countries – especially developing countries where the mortality and economic losses from disasters are disproportionately higher – are faced with increasing levels of possible hidden costs and challenges to meet financial and other obligations.

**Footnote: Vulnerability is defined as: "The conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards", HFA.

5. It is urgent and critical to anticipate, plan for and reduce disaster risk to protect more effectively persons, communities and countries, their livelihoods, health, cultural heritage, socio-economic assets and ecosystems, and thus strengthen their resilience. [Ad Ref]

6. Enhanced work to reduce exposure and vulnerability, preventing the creation of new disaster risk, and [accountability] for disaster risk creation are needed at all levels. More dedicated action needs to be focused on tackling underlying disaster risk drivers, such as the consequences of poverty and inequality, climate change and variability, unplanned and rapid urbanization, and poor land management, and compounding factors such as demographic change, weak [governance], [non-risk-informed / **lack of risk educated**] policies, lack of regulation and incentives for private disaster risk reduction investment, complex supply

chains, limited [availability of / **access to**] technology, unsustainable uses of natural resources, declining ecosystems, pandemics and epidemics, [and conflict and foreign occupation situations]. Moreover, it is necessary to continue improving preparedness and **[national]** coordination for disaster response, rehabilitation and reconstruction, and to use post-disaster recovery and reconstruction to Build Back Better supported by strengthened modalities of international cooperation.

7. There has to be a broader and a more people-centred preventive approach to disaster risk. Disaster risk reduction practices need to be multi-hazard and multi-sectoral based, inclusive and accessible to be efficient and effective. While recognizing their leading, regulatory and coordination role, governments should engage with relevant stakeholders, including women, children and youth, persons with disabilities, poor people, migrants, indigenous peoples, volunteers, the community of practitioners, and older persons in the design and implementation of policies, plans and standards. There is a need for the public and private sectors and civil society organizations as well as academia and scientific and research institutions to work more closely together and create opportunities for collaboration, and for business to integrate disaster risk into their management practices. [Ad Ref]

*8. International, regional, sub-regional and transboundary cooperation remains pivotal in supporting States, their national and local authorities, as well as communities and businesses to reduce disaster risk. Existing mechanisms [require strengthening and] [must provide / **by providing**] effective support and better implementation. Developing countries, in particular least developed countries, [small island developing States] and landlocked developing countries, and African countries as well as middle-income countries facing specific challenges, need special attention and support to augment domestic [resources / **capabilities**] through bilateral and multilateral channels to ensure sustainable, adequate, [predictable and additional] means of implementation in capacity building, financial and technical assistance, and technology transfer as mutually agreed, in accordance with international commitments.*

*9. Overall, the HFA has provided critical guidance to reduce disaster risk and contributed to the progress on the Millennium Development Goals. Its implementation has, however, highlighted a number of gaps in addressing the underlying disaster risk factors, in the formulation of goals and priorities for action** and in the need to foster disaster resilience at all levels, and in ensuring adequate means of implementation. The gaps have indicated a need to develop an action-oriented framework that governments and relevant stakeholders can implement in a supportive and complementary manner, and which helps to identify disaster risks to be managed and guides investment to improve resilience. [Ad Ref]*

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

10. [The post-2015] intergovernmental processes on [a new] sustainable development [agenda], [including the post-2105 sustainable agenda,] financing for development, climate change and disaster risk reduction provide the international community with a unique opportunity to enhance coherence across policies, institutions, goals, indicators, and measurement systems for implementation, while respecting their respective mandates, principles and provisions [, such as those under the United Nations Framework Convention on Climate Change]. Ensuring credible links between these processes will contribute to building resilience and achieving the global goal to eradicate poverty.

*[11. Addressing climate change, as one of the drivers of disaster risk, **while respecting** the mandate, [principles and provisions] of the **United Nations Framework Convention on Climate Change**, ** represents an opportunity to reduce disaster risk in a meaningful and coherent manner throughout the inter-related intergovernmental processes.]*

****Footnote:** [The climate change issues mentioned in this framework remain within the mandate, [principles and provisions] of the **United Nations Framework Convention on Climate Change under the Competences of the Parties to the UNFCCC.**]

12. Against this background, and in order to reduce disaster risk, there is a need to address existing challenges and prepare for future ones by focusing on: understanding, assessing and [monitoring / **follow-up**] disaster risk and sharing this information and how it is created; strengthening [governance] [**and coordination**] across relevant institutions [**for disaster risk reduction**] and sectors, and the full and meaningful participation of [**relevant**] stakeholders in decision-making process at all levels; investing in economic, social, health, cultural and educational resilience of persons, communities and countries and the environment, also through technology and research; [enhancing / **ensuring full coverage of**] multi-hazard early warning systems, preparedness, response, recovery, [**rehabilitation**] and reconstruction. To complement national action and capacity, there is a need to enhance international cooperation between developed and developing countries and between States and international organizations.

13. The present framework will apply to the risk of small scale and large scale, frequent and infrequent, sudden and slow onset disasters, caused by natural or man-made hazards as well as related environmental, technological and biological hazards and risks. It aims to guide the multi-hazard management of disaster risk in development at all levels as well as within and across all sectors. [**Ad Ref**]

II. Expected outcome and goal

14. Whereas some progress in building resilience and reducing losses and damages has been achieved, a substantial reduction of disaster risk requires perseverance and persistence with a more explicit focus on people and their health and livelihoods, and regular [monitoring / **follow-up**] progress. Building on the HFA, the present framework aims to achieve the following outcome over the next 15 years:

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

The realization of this outcome requires the strong commitment and involvement of political leadership in every country at all levels in the implementation and follow-up of this framework, and in creating the necessary conducive and enabling environment.

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

*Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural [**and non-structural**], legal, social, health, cultural, educational, environmental, technological, political and institutional measures which prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.*

*The pursuance of this goal necessitates the enhancement of implementation capacity and capability of developing countries, in particular least developed countries, small island developing States, and landlocked developing countries, and African countries as well as middle-income countries facing specific challenges, including the mobilization of support through international cooperation for the provision of means of implementation in accordance with their national priorities. [**Ad Ref**]*

[16. To support the assessment of global progress in achieving the outcome and goal of this framework, seven global targets have been agreed. These targets shall be measured at the global level [and will be complemented by appropriate indicators].]

National targets and indicators [shall] also contribute to the achievement of the outcome and goal of this framework.

[Seven global targets are:

- (i) [Substantially] reduce disaster mortality per capita [by a given percentage] by 2030;

- (i) *alt.* Substantially reduce disaster mortality [per capita] by 2030 [to achieve a minimum average global mortality from disasters between 2020 and 2030 lower than the average mortality between 2005 and 2015.]

- (i) *alt. bis.* Substantially reduce disaster mortality [per capita] by 2030**
 **Footnote: To achieve this target at minimum average global mortality from disasters between 2020 and 2030 will be lower than the average mortality between 2005 and 2015.

- (ii) *[Substantially] reduce the number of affected people per capita [by 20%] by 2030;*

- (ii) *alt.* Substantially reduce the number of affected people per capita at the global level by 2030 to achieve this target at minimum average of number of affected people from disasters between 2020 and 2030 will be lower than the average number of affected people between 2005 and 2015.**

- (ii) *alt. bis.* Substantially reduce the number of affected people per capita at the global level by 2030***.

 **Footnote: To achieve this target at minimum average of number of affected people from disasters between 2020 and 2030 will be lower than the average number of affected people between 2005 and 2015.
 ***Footnote: [Categories of affected people will be considered/elaborated/agreed in the process for post Sendai work to be decided upon by the Conference.]

- (iii) *[Substantially] reduce direct disaster economic loss [by a given percentage] in relation to GDP by 2030;*

- (iii) *alt.* [Reduce direct disaster economic loss in relation to global GDP by 2030.]

- (iv) *[Substantially] reduce disaster damage to critical infrastructure, including health and educational facilities [by a given percentage] by 2030;*

- (iv) *alt.* Substantially reduce disaster damage to critical infrastructure, particularly health and educational facilities [by a given percentage] by 2030.

- (iv) *alt. bis.* Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030.

- (v) *[Substantially] increase the number of countries with national and local strategies by 2020;*

- (v) *alt.* Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020.[Increase by a given percentage accordingly with national capacities the number of national instruments to reduce direct disaster economic loss by 2030.]

- (vi) *[Increase flow of additional, sustained and predictable means of implementation, in particular, provisions of financial resources for disaster risk reduction including*

public investments, technology transfers, capacity building etc.; from developed countries to developing countries by [x percentage of gross national income] per year up to 20[xx];

- (vi) alt. [Substantially] enhance international cooperation in support of disaster risk reduction [[in / to] developing countries / from developed to developing countries], including through providing adequate, [additional and] timely and predictable financial resources, technical assistance, technology transfer, capacity building and training programmes, [in order to enhance resilience to disasters and implement the framework / for the implementation of this framework] [by xx % by 2030].
- (vi) alt. bis. Enhance international cooperation to mobilize [a variety of necessary resources of its implementation of the framework particularly by developing] [adequate / effective] and sustainable support for the implementation of the framework particularly [by / in] developing countries.
**Footnote: To achieve this target at minimum average international cooperation to developing countries for disaster risk reduction between 2020 and 2030 will be higher than average international between 2005 and 2015.
- (vii) *Ensure access to impact-based early warning and disaster risk information [to 90% of the people] by 2030.*
- (vii) alt. Ensure access to impact-based early warning and disaster risk information [to 90% of the people] by 2030].
- (vii) alt. bis. Ensure access to impact-based early warning and disaster risk information and disaster risk related education [to 90% of the people] by 2030].
- (vii) alt. ter. Substantial increase of access to impact-based early warning and disaster risk information and disaster risk related education by 2030.
- (vii) alt. quat. Ensure access to specific multi-hazard early warning systems and information communication technology systems.
- (vii) alt. quint. Ensure access to impact based early warning and disaster risk information and assessments [to 90% of the people] by 2030.]

III. Guiding principles

17. Drawing from the principles contained in the Yokohama Strategy** and the HFA, the implementation of the present framework will be guided by the following principles, while taking into account national circumstances and consistent with domestic laws [and / as well as] international obligations [**and commitments**]:

**Footnote: The Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of Action, adopted in 1994.

(a) Each State has the primary responsibility to prevent and reduce disaster risk, including through international, regional, subregional, transboundary and bilateral cooperation. The reduction of disaster risk is a common concern for all States and the extent to which developing countries are able to effectively enhance and implement national disaster risk reduction policies and measures in the context of their respective circumstances and

capabilities can be further enhanced through the provision of additional sustained, and predictable means of implementation [from developed countries through international cooperation];

(b) Disaster risk reduction requires that responsibilities be shared by central governments and relevant national authorities, sectors and stakeholders, as appropriate to their national circumstances and **system of governance**; [Ad Ref]

(c) Managing the risk of disasters is aimed at protecting persons and their property, health, livelihoods and productive assets, as well as cultural and environmental assets, [while respecting / **promoting**] human rights, including the right to development];

(d) Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to **people disproportionately affected by disasters**, especially the poorest. A gender, age, **disability**, and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens; [Ad Ref]

(e) Disaster risk reduction and management depends on coordination mechanisms within and across sectors and with relevant stakeholders at all levels. It requires the full engagement of all State institutions of an executive and legislative nature at national and local levels, and a clear articulation of responsibilities across public and private stakeholders, including business and academia, to ensure mutual outreach, partnership, complementarity in roles and accountability and follow-up; [Ad Ref]

[(f) While the enabling, guiding and coordinating role of national **and/or federal state** governments **remain** essential, the **empowerment of local authorities and local communities to reduce disaster risk, including through** resources, incentives and decision-making responsibilities, [is necessary, as appropriate];]

(g) Disaster risk reduction requires a multi-hazard approach and inclusive and [transparent / **responsible**] risk-informed decision-making based on [the open] **exchange and dissemination of disaggregated** data, [including / **inter alia**] data by sex, age, and **disability**, **as well as on the** easily accessible, up-to-date, comprehensible, science-based, non-sensitive risk information, complemented by traditional knowledge;

(h) The development, strengthening and implementation of relevant policies, plans, practices and mechanisms need to aim at coherence [, **as appropriate**,] across sustainable development and growth, food security, health and safety, climate change and variability, environmental management and disaster risk reduction agendas. Disaster risk reduction [mainstreaming in sectors, systems, policies and plans] [is critical / **contributes**] to sustainable development;

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