



EFDRR
EUROPEAN FORUM
FOR DISASTER RISK REDUCTION

European Forum for Disaster Risk Reduction (EFDRR)

**REPORT ON GOVERNANCE
AND ACCOUNTABILITY OF
THE HYOGO FRAMEWORK
FOR ACTION:**

**the
European
Perspective**

**Working Group on Governance and Accountability
for Disaster Risk Reduction 2014**



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REPUBLIC OF TURKEY
PRIME MINISTRY
Disaster Emergency Management Presidency



DRŽAVNA UPRAVA ZA
ZAŠTITU I SPAŠAVANJE



Ministry of Environment
and Natural Resources
Protection of Georgia



National Coordinator for Security and
Counterterrorism
Ministry of Security and Justice



Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

Swiss Confederation

Nationale Plattform Naturgefahren PLANAT
Plate-forme nationale «Dangers naturels»
Piattaforma nazionale «Pericoli naturali»
National Platform for Natural Hazards



CabinetOffice



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List of abbreviations

AFAD	Prime Ministry, Disaster and Emergency Management Presidency
CRED	Centre for Research on the Epidemiology of Disasters
DRR	Disaster Risk Reduction
EC	European Commission
EFDRR	European Forum for Disaster Risk Reduction
EU	European Union
EUR-OPA	European and Mediterranean Major Hazards Agreement
GAR	Global Assessment Report
GDP	Gross Domestic Product
HFA	Hyogo Framework for Action
ISDR	International Strategy for Disaster Reduction
ISMEP	Istanbul Seismic Risk Mitigation and Emergency Preparedness
JRC	Joint Research Centre
NGO	Non-governmental organization
TABB	Turkish Disaster Data Bank
UK	United Kingdom
UN	United Nations
UNDP/GRIP	United Nations Development Programme/Global Risk Identification Programme
UNISDR	United Nations Office for Disaster Risk Reduction

Introduction: Background to the EFDRR Working Group on Governance and Accountability

The European Forum for Disaster Risk Reduction (EFDRR) was established in London on 11-13 November 2009 and serves as a forum to stimulate and facilitate the exchange of information and knowledge among participating national Hyogo Framework for Action (HFA) Focal Points, National Platforms and regional/sub regional partners. EFDRR facilitates discussion and advances on disaster risk reduction issues at the regional level. Three working groups address three core topics of EFDRR: climate change adaptation and disaster risk reduction; local-level implementation of HFA; and governance and accountability.

The Governance and Accountability Working Group was established in 2013 during EFDRR's Fourth Annual Meeting, held in Oslo, Norway. The working group aims to enhance risk governance and accountability mechanisms for disaster risk reduction. Chaired by

Turkey, the working group members include Bulgaria, Croatia, Georgia, the Netherlands, Switzerland, the United Kingdom, the European Commission and UNISDR Europe.

This report examines the key findings of the Working Group's review of best practices in disaster risk reduction as presented in the most recent reports prepared by 25 countries (listed in Table 1) of national progress against the goals and objectives of the HFA. In particular, the working group examined the findings relevant to risk governance principles for disaster risk reduction. The report benefitted by inputs received from experts of the Institute of Public Administration for Turkey and Middle East (TODAIE) and the expert Ms. Donna Childs, Prisere LLC.

Table 1

Assessed Countries	
Armenia	The Netherlands
Belarus	Norway
Bulgaria	Poland
Croatia	Portugal
Czech Republic	Romania
Finland	Serbia
France	Slovenia
Georgia	Sweden
Germany	Switzerland
Greece	The former Yugoslav Republic of Macedonia
Hungary	Turkey
Italy	United Kingdom
Monaco	

Furthermore, this report provides the basis for policy discussions and suggestions to EFDRR towards its work on governance and accountability. In addition, the report hopes also to be considered as a contribution to the Post-2015 Framework for Disaster Risk Reduction in-going discussions and

as useful background information for other regional or global initiatives on the topic of governance and accountability.

On behalf of the European Forum for Disaster Risk Reduction,



Özgür Tuna Özmen,
Geophysical Engineer, Prime Ministry,
Disaster and Emergency Management Presidency (AFAD),
Chair, Working Group on Governance and Accountability

The European Forum for Disaster Risk Reduction (EFDRR) Working Group on Governance and Accountability for Disaster Risk Reduction consists of the following members:

Turkey (Chair: Özgür Tuna Özmen, AFAD),
Bulgaria (Georgi Petrov),
Croatia (Robert Mikac),
Georgia (Olga Shashkina),
the Netherlands (Corsmas Goemans),
Switzerland (Markus Zimmermann),
and the United Kingdom (Steven Barnes).

The following organizations contributed to this report:

UNISDR (Stefanie Dannenmann-Di Palma) and the European Commission (Yordanka Mincheva).

The Importance of Governance and Accountability in Disaster Risk Reduction

Disaster risk reduction activities are directed towards reducing risk at its source with the aim of preventing hazards before they become disasters. As a consequence of the increasing frequency and severity (measured in both the loss of life and property damage) of disasters, countries are increasingly studying disaster risk reduction methodologies along with the more conventional post-disaster response measures. The United Nations has become a focal point for many of these studies. In particular, the United Nations recognizes the need to mainstream disaster risk reduction policies within national development plans in order to mitigate losses arising from hazards and their impacts on human welfare. Effective policy-making must be informed by careful studies related to risk management and risk reduction. This approach is multi-disciplinary and cross-cutting in nature, requiring the participation of all relevant sectors, such as infrastructure, construction, energy, finance, transportation, agriculture, education and health.

The cross-cutting nature of disaster risk reduction work puts additional demands on the need for risk governance practices. In addition, in the context of the HFA Mid-Term Review of 2010–2011, effective governance is taken into consideration at the international, regional, national and local levels, as the need for appropriate resources and responsibilities at each level requires effective governance mechanisms.

Some organizational structures such as the Global Platform and its Management Oversight Board are constituted towards the decisions of the United Nations General Assembly in order to develop and

strengthen the terms of governance. The Advisory Group of the Mid-Term HFA Review suggested that the implementation of the International Strategy for Disaster Reduction (ISDR) and the HFA would be better served by the creation of an inter-Global-Platform mechanism with full engagement of all relevant actors and stakeholders.

In order to develop the terms of risk governance at national level and strengthen the constitutional structures for National Platforms, the participation of stakeholders in the disaster risk reduction (DRR) process should be given importance. In particular, including the finance and development sectors in the National Platform improves the efficacy of DRR work, particularly as the expertise of these sectors supports the thesis of a positive return on investment in DRR programmes. The work of the National Platforms will increasingly focus on strengthening and developing the terms of governance, transparency and accountability.

For DRR work at local levels, the holistic approach is especially important. Decision-making, counselling and representation of all stakeholders and society in DRR will contribute to the development of good risk governance. The 2010-2011 HFA Mid-Term Review emphasized the importance of building local demand for DRR that may, in turn, bring about higher levels of accountability and transparency for action and organizational structure.

According to the Chair's Summary of the Fourth Session of the Global Platform for DRR, there is strong evidence that empowerment of communities and local

governments to identify and manage their everyday risks, and to engage in the development of disaster risk reduction strategies, programmes and budgets, provides a sound basis for building resilience. This, together with reinforced national institutions and inclusive coordination mechanisms at national and local levels, are key elements of risk governance.

In this context, the main aim of the Working Group is to deal with the development policies and the disaster risk reduction policies of countries, taking into consideration risk governance and accountability. Governments around the world have committed to take action to reduce disaster risk and have adopted a framework to reduce vulnerabilities to natural hazards, called the Hyogo Framework for Action. The HFA assists the efforts of nations and communities to become more resilient and better cope with the hazards that threaten their efforts for sustainable development. The World Conference on Disaster Risk Reduction was convened by a decision of the General Assembly, leading to the adoption of the HFA with five specific objectives, three strategic goals and 22 indicators of progress towards the shared goal of disaster risk reduction.

The continued progress towards the goals of the HFA and its successor, the Post-2015 Framework for Disaster Risk Reduction, are dependent on the ability to invest resources in disaster risk reduction. The 2013 HFA country reports for Europe demonstrate that in each of the 22 indicators of progress against the HFA, countries identify lack of resources as a significant constraint. Building public support for resource mobilization for DRR is a challenge, particularly during a period of economic austerity. Preventive measures to reduce disaster impacts do not motivate the same sense of urgency as humanitarian response and relief following a major disaster. It is

critical to develop analyses of financial and social returns on investment in disaster risk reduction in order to build public support for disaster risk reduction investments. Such analyses may not only motivate increased resources, but they may also inform better allocation of existing funds by providing insight as to where the greatest social and economic returns may be generated within the portfolio of DRR activities. At present, such evidence is mostly anecdotal.

The concept of governance was elaborated in The Worldwide Governance Indicators, prepared by the World Bank in 2012 with the participation of over 200 countries, as: “Governance consists of the traditions and institutions by which authority in a country is exercised. This includes the process by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies; and the respect of citizens and the state for the institutions that govern economic and social interactions among them.”

According to the Post-2015 Framework for Disaster Risk Reduction Report, which emerged from the 2013 Global Platform consultations, while governance can be conceived in various ways there is a sense in which the term refers generally to the way people organize themselves to achieve various goals, including how they decide who does what and who reports to whom.

Main Findings

The EFDRR Governance Working Group conducted research at national level on legislation and priorities for the implementation of DRR within the framework of “risk governance”. To comprehend the governance policies on disaster risk reduction of different countries, an examination of legislatures, administrations, legal systems, property rights, and political and financial institutions helps to assess the actors responsible for transparency and accountability of DRR work. Within the scope of “good enough risk governance”, the importance of capacities and structures of central and local administrations should be emphasized. It is crucial to take into consideration DRR work in the unique national context. However, across national settings the following factors are characteristics of risk governance: accountability, legality, impartiality, transparency, participation, coordination, subsidiarity, effectiveness, and education-awareness and must be taken into account by central and local governments in respect of DRR.

Accountability

Holding actors responsible for their actions and for delivering on their commitments is a key element of the HFA. Many countries emphasize that regulation and law at the national level establish an accountability framework for DRR. Legislation, for example, may be required to decentralize and devolve authority to local government. Other areas recommended for the attention of legislators include building codes, planning and management of human settlements, and the disaster risk prevention of major development projects and investments. Further attention has been called for to ensure that new laws addressing disaster risk are harmonized with existing legislative frameworks in

diverse sectors (such as water resources, agriculture and energy), as well as the emerging frameworks on climate change that have a direct bearing on how disaster risk is managed. The examination of laws related to disasters has been proposed as a means to identify gaps and ensure clearer definitions of responsibilities. Accountability draws on goals, targets and resilience-indicators, as well as the monitoring mechanisms, to measure the outputs and impacts of risk reduction interventions. Many different techniques for promoting accountability are recommended for further consideration, such as the role of normative instruments, the value of guidance in the form of minimum standards, and the adaptability of principle-based approaches tailored to national law and policy.

Accountability in terms of transparency and reporting for decision-making processes at every level could be supported by voluntary peer review mechanisms that would contribute to improved monitoring and evaluation (Box 1). Monitoring should have clear indicators and specific targets, which in turn would facilitate measuring outcomes and thereby strengthen the review and evaluation process overall. Better monitoring is needed in order to connect the national and international levels of DRR. Accountability and governance are essential to sustainability and are especially important to risk assessment and capacity building.

As countries reported challenges in calculating DRR budgets, this issue must be considered in the context of effective governance and accountability. The difficulty in calculating DRR spend arises from the fact that DRR activities are embedded in multiple-agency budgets (such as, for example, environmental,

security and humanitarian programmes) and at all levels of government. The following table presents a summary of information extracted from the country reports on DRR expenditures.

The challenge of developing financial analyses to support DRR is complicated by the need to determine appropriate budget support for DRR programmes. Such programmes are typically embedded in a patchwork of national strategies, each the domain of a different agency or ministry, with varying degrees of coordination between them. This challenge is not unique to European countries.

The Global Assessment Report on Disaster Risk Reduction 2013 finds that “Currently, national accounting does not adequately measure disaster impacts. On the contrary, accounting systems usually report reconstruction and relief spending, adding to Gross Domestic Product (GDP) figures. Disaster risk may be included in new approaches to wealth accounting at the national level such as adjusted savings to improve risk management and financing strategies in the future.” The 2013 Global Assessment Report presents simulations for countries to illustrate the impact of disaster risk reduction measures on economic growth. It is unclear, however, whether the divergence in economic growth in the absence of DRR measures is as pronounced in countries with less frequent weather-related hazards.

On the other hand, when the financial regulations concerning accountability related to major disasters were evaluated, it was apparent that 23 countries (Armenia, Belarus, Bulgaria, Croatia, the Czech Republic, Finland, France, Georgia, Germany, Greece, Hungary, Italy, the Netherlands, Norway, Poland, Portugal, Romania, Serbia, Slovenia, Sweden, Switzerland, the former Yugoslav Republic

of Macedonia and the United Kingdom) have them in place. The consideration of major disasters in the national financial regulatory system is an important aspect of accountability. The following are recommendations for countries to consider:

- Provide efficient audit of buildings and constructions.
- Supply finance for organizations and institutions to reduce disaster risks by organizations which are responsible for disaster impacts.
- Be clear on responsibilities of institutions and organizations.
- Enforce mutual responsibility of all those responsible for risk management (joint liability-legal responsibility).
- Create monitoring and audit of risk transfer mechanisms.
- Identify empirical studies of countries’ legal frameworks.
- Enable economic transparency and quality of administration.
- Manage efficient budgets.

Good Practice: UK Peer Review Process

The UK volunteered to participate in the first HFA Peer Review, which took place in 2013. The preparation of the peer review report was undertaken within the framework of the biennial 2011-2013 HFA Monitoring and Progress Review process, facilitated by UNISDR and the ISDR partnership. The report assesses current

national strategic priorities with respect to the implementation of disaster risk reduction actions, and establishes baselines on levels of progress achieved on the implementation of the HFA's five Priorities for Action.



Credit © Cabinet Office, UK

Photo: The former UK Minister for Political and Constitutional Reform, Ms Chloe Smith, receiving the Peer Review of the UK from Mr Ian Clark, EC/DG ECHO, with Ms Paola Albrito, UNISDR Europe, and Mr Charles Baubion, OECD

Table 2

Budget Resources Available to Support DRR			
Country	HFA Priority 1.2		HFA Priority 1.3
	% of Budget dedicated to DRR/ Budget dedicated to relief and reconstruction	Hazard-Proofing Sectoral Investments	% of local budget allocation to DRR
Albania	N/A	N/A	N/A
Armenia	80/20	N/A	0.45%
Belarus	National level: 0.16%/0.16% Sub-national level: N/A	N/A	0.07%
Bulgaria	N/A	N/A	0
Croatia	0	0	0
Czech Rep.	N/A	N/A	N/A
Finland	N/A	N/A	N/A
France	€ 226 million DRR/Relief N/A	N/A	37.5% of flood risk projects paid by national level
Georgia	N/A	N/A	0
Germany	N/A	N/A	0
Greece	N/A	N/A	0
Hungary	N/A	N/A	0
Italy	N/A	N/A	0
Monaco	0/0	0	0
The Netherlands	N/A	N/A	0
Norway	N/A	N/A	0
Poland	N/A	N/A	0
Portugal	N/A	N/A	0
Romania	National budget: 0.002%/N/ ASub-national budget: 1%/2.5%	N/A	0%
Serbia	N/A	N/A	0
Slovenia	0.34% disaster management	N/A	3% targeted, 2.1% realized
Sweden	N/A	US\$ 60 million for the transport sector in 2012	0
Switzerland	100 /0	N/A	0- 30%
The former Yugoslav Republic of Macedonia	N/A	N/A	N/A
Turkey	N/A	N/A	1%
UK	Unknown	Unknown	Unknown

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Legality

In the context of governance principles, legality refers to risk management factors compatible with regulation and legislation. Legislation provides evidence of political commitment and government intent to provide a solid basis for the policy and sound planning and the coordination of disaster risk management measures. Legislation usually defines the institutional arrangements and roles and ensures compliance for the implementation of policy, resource allocation and a framework for enforcement of regulations and building codes. Legislation remains a critical element in ensuring effective coordination and local participation. According to the HFA 2005-2015, legislation, including regulations and mechanisms that encourage compliance and that promote incentives for undertaking risk reduction and mitigation activities, should be adapted or/and modified by countries. It is recommended to allocate resources for the development and the implementation of disaster risk management policies, programmes, laws and regulations on disaster risk reduction in all relevant sectors and authorities at all levels of administration and budget on the basis of clearly prioritized actions.

An examination of the national HFA country reports for the most recent (2011–2013) reporting cycle finds that there are 22 countries (Armenia, Belarus, Bulgaria, Croatia, the Czech Republic, Finland, France, Georgia, Germany, Greece, Hungary, Italy, Norway, Poland, Portugal, Romania, Slovenia, Sweden, Switzerland, the Netherlands, Turkey and the United Kingdom) that have legislative regulations for management of disaster risk. It was also found that 19 countries (Armenia, Belarus, Finland, France, Georgia, Germany, Greece, Italy, the Netherlands, Norway, Poland, Portugal, Serbia, Slovenia, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Turkey and the United Kingdom) have

compulsory legislative/executive regulations about DRR at local levels.

The following recommendations, with respect to the legality principle, are summarized as follows:

- Achieve equality on implementation of legislation.
- Inform enforcement officers about the disaster.
- Abandon ad hoc work for political interests (for instance: practices such as remission of construction, plan modification).
- Make the legislative process proactive.
- Provide a framework for accountability and the enforcement of regulations relating to disaster risk management.
- Allocate roles and responsibilities in a legal form.
- Enforce compliance and ensure that such responsibilities and roles are properly executed.

As regards legality, the European Parliament adopted new legislation on the EU Civil Protection Mechanism on 10 December 2013 (Box 2).

Good Practice: EU Civil Protection Mechanism

The revised legislation on the EU Civil Protection Mechanism contains new actions to be undertaken in relation to disaster risk reduction and building a culture of prevention, promoting better preparedness and planning, closer cooperation on disaster prevention and better coordinated and faster responses. For these purposes, Member States have agreed to share a summary of their risk assessments and best practices, as well as to help each other identify gaps and to refine their risk

management planning, in order to reduce disaster risk. Moreover, in order to enable more effective pre-planning, immediate deployment, and coordinated interventions, the EU will establish a voluntary pool of Member States' response capacities and experts on stand-by with partial EU funding support. The revised EU Civil Protection Mechanism is set to come into force at the beginning of 2014.

For more information please see:

http://ec.europa.eu/echo/index_en.htm

Impartiality

This principle refers to making decisions in an independent manner, free of prejudice, and with a strong, reliable – as perceived by the public and within institutions – process of evidence-based risk management. An evaluation of the HFA country reports finds that even in the absence of direct information, both European Union directives and international agreements¹, especially for vulnerable groups (disadvantaged groups, minorities, etc.), are instructive. The following recommendations are particularly important to impartiality at local levels:

- Enable independence of auditing institutions (increasing the role of construction inspection institutions, professional chambers and similar institutions).
- Objectively apply regulation to every case and individual.

Transparency

This principle requires that all data and planning activities produce objective information. Transparency of information flows for DRR is critical to enable effective decisions. Transparency also requires that decisions about reduction of disaster risks be made public; that information on planning and projects on DRR be shared among organizations; that implementation measures be transparent; that regulations exist guaranteeing the right to DRR information; and that audit and monitoring procedures support the transparency principle.

An evaluation of the most recent national HFA reports found that national disaster databases are publicly accessible in 22 countries (Albania, Armenia, Belarus, Croatia, the Czech Republic, Finland, France, Georgia, Germany, Greece, Hungary, Monaco, Norway, Poland, Portugal, Serbia, Slovenia, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Turkey

and the United Kingdom). Accounting for disaster losses is a key tool for national governments to fully understand the costs of not investing in DRR and, in turn, developing national and local databases on disaster-related economic losses is a tool to inform decision makers on the most appropriate risk reduction investments. The review found that 18 countries (Albania, Armenia, Belarus, Croatia, Finland, France, Georgia, Greece, Hungary, Italy, Norway, Portugal, Romania, Serbia, Slovenia, Sweden, Switzerland and Turkey) have disaster loss databases and that they are regularly updated. The national reports also revealed that disaster hazards and damages are reported, audited and analyzed regularly by 22 countries (Armenia, Belarus, Bulgaria, Croatia, the Czech Republic, Finland, France, Georgia, Greece, Hungary, Italy, Monaco, the Netherlands, Norway, Poland, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Romania, Slovenia, Turkey and the United Kingdom).

The Joint Research Centre of the European Union performed a critical review of existing activities and

standards for disaster loss databases at international level (including work and publications of UNISDR, CRED, UNDP/GRIP and the United States of America), at EU level (including existing policy on civil protection, solidarity funds and INSPIRE data-exchange legislation), and at Member State level in 2013 (Box 3).

The following recommendations support implementation of transparency measures:

- Announce decisions about disaster risk reduction to the public.
- Share information on organizations' plans and projects on disaster risk reduction.
- Enable transparency in practice for every level from local to national.
- Ensure communities' right to information.
- Align audit and monitoring functions for transparency.

Box 3

European Commission Joint Research Centre Institute for the Protection and the Security of the Citizen (JRC)

The main objective of this study was to establish recommendations for the development of EU guidelines for recording disaster losses. There are two main goals for the European Union related to disaster losses: to find a mechanism to systematically record the losses on European territory; and to supply European loss data to international initiatives to provide global loss trends. This report recommends the following measures:

- Provide a framework that satisfies the principles of the EU conceptual model.
- Propose different levels at which the standard can be developed and to explain

the consequences of its applicability.

- Give enough freedom to Member States to decide which application areas are of their interest.
- Provide guidance to Member States in their choice of implementation.
- Harmonise loss data at international level, and consider issues of implementation, including data-sharing and quality-assurance mechanisms.

Source: <http://publications.jrc.ec.europa.eu/repository/handle/11111111/29296>

Participation

The participation principle requires that all actors contribute to the improvements in DRR processes. This is relevant at national level, as well as for local DRR policies and plans. Disaster risk assessment activities and provision of risk reduction should be included in sustainable development plans at local levels and countries should evaluate their effectiveness.

In the context of both participation and subsidiarity principles it was found that 25 European countries (Armenia, Belarus, Bulgaria, Croatia, the Czech Republic, Finland, France, Georgia, Germany, Greece, Hungary, Italy, Monaco, the Netherlands, Norway, Poland, Portugal, Romania, Serbia,

Slovenia, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Turkey and the United Kingdom) participate in regional and sub-regional DRR organizations. In addition, National Platforms from 20 countries are considered inclusive, with representatives from non-governmental organizations and other members of civil society (Armenia, Belarus, Bulgaria, Croatia, the Czech Republic, Finland, France, Germany, Greece, Hungary, Monaco, the Netherlands, Norway, Portugal, Serbia, Slovenia, Switzerland, the former Yugoslav Republic of Macedonia, Turkey and the United Kingdom) in alignment with the participation principle.

Box 4

Good Practices: under the terms of accountability and participation from Germany: Accessing Private Sector Capacity

Germany reports that one of the world's largest loss databases for natural disasters is the NatCatService of the Munich Reinsurance Group, a private reinsurance company that has more than 26,000 data set entries. The service detects and analyzes between 700 and 900 events annually, allowing for the analysis of risk and development of trend forecasts. In addition, Germany's Helmholtz Research Network provides data on disasters caused by natural hazards to the country's National Platform. This integration of private sector data into the DRR process is a good example of the participation principle.

Further recommendations for the principle of participation include:

- Integrate policies and activities that reduce disaster risks with physical and administrative plans.
- Provide various rewards and incentives (such as tax reduction) to actors (public, private, NGO, citizen,

academics, community groups) that take steps to mitigate disaster risks.

- Enhance disaster drills with community participation.
- Provide participatory communication in plans and projects.
- Evaluate local and regional architecture and culture aimed at disaster risk reduction.

Some recommendations in the Findings of the Review of National Platforms for Disaster Risk Reduction 2012-2013, prepared by the United Nations include:

- Recognise the unique and added value of stakeholders and partners in National Platforms.
- Strengthen multi-stakeholder and cross-sectoral nature of National Platforms.
- Provide a legislative basis and clear Terms of Reference (TORs) for National Platforms in relation to the Cabinet or other high-level political institutions.
- Foster exchange of experiences and expertise among National Platforms, for example through twinning arrangements, peer reviews and the constitution of regional networks of National Platforms.
- Enhance collaboration with the private sector and local communities and systematically engage with other sectors in the deliberations of National Platforms.

Coordination

This principle requires that all relevant institutions and organizations charged with risk management be compatible and coordinated with one another. Coordination is one of the important principles of risk governance for national disaster risk reduction processes. Efficient coordination between central and local administrations and among institutions at the national/regional/local levels is needed for every step of policy-making, decision-making and implementation.

Moreover, local communities are very often at the forefront of responding to various emergencies and are the first to cope with the consequences. The level of preparedness depends significantly on the capabilities of local governments to manage effectively disaster risks. But emergency preparedness is not a single

municipality issue and requires the concerted and well coordinated efforts of all levels of government. Involving local governments and communities in the design and implementation of disaster risk reduction measures could make development plans and services more relevant to local needs and conditions and could promote shared responsibility in case of emergencies. It is very often the case that small municipalities, especially in emerging economies, lack resources and capacities and have too many competing priorities (because of issues such as access to potable water, poverty and lack of nourishment, etc.) to deal with disaster risk management on their own. Consequently, it is clear that a much greater outreach at local and community levels is needed. Addressing the weaknesses in the current procedures and processes of planning, budgeting and implementation that are hampered by weak capability to deliver will provide local governments with relevant assistance for disaster risk management, since it is universally recognized that effective preparedness can save lives and money.

Creating horizontal and vertical channels for collaboration will lead to better-informed decision making and more effective policy implementation, especially when it comes to solving complex problems that encompass numerous administrative boundaries and fragmented institutions. Distributed capacities for collective problem solving and governance networks should be integrated in order to allow diverse actors to work collaboratively towards mutually beneficial outcomes by effective dialogue.

For this reason it is important to make sure that sector policies are devised and delivered in a consistent and effective way across institutional boundaries between different government agencies (horizontal) and between central and local government (vertical). The vertical approach ensures the involvement in policy-making of those who are responsible for delivering results in the front community line. The horizontal approach ensures that different agencies and other

executive bodies are not fragmented and the focus is on the achievement of the government's overall strategic purpose.

The combination of these two approaches could improve coordination of government policies, bringing together all relevant stakeholders involved in disaster risk management, and could increase trust between agencies by identifying common interests.

In this respect, when EFDRR countries are evaluated integration relevant to DRR can be seen in national development plans of 16 countries. In the context of sectoral planning, 22 countries have DRR coordinated within their strategies (Table 3).

Twenty-two countries implement national plans and policies for integrated disaster management (Armenia, Belarus, Bulgaria, Croatia, the Czech Republic, Finland, France, Georgia, Germany, Greece, Hungary, Italy, the Netherlands, Norway, Poland, Portugal, Romania, Slovenia, Sweden, Switzerland, Turkey and the United Kingdom). Furthermore, 22 countries (Armenia, Belarus, Croatia, the Czech Republic, Finland, France, Georgia, Germany, Greece, Hungary, Italy, Norway, Poland, Portugal, Romania, Serbia, Slovenia, Sweden, Switzerland, the Netherlands, Turkey and the United Kingdom) assess disaster risks before the implementation of major investment projects. Before large-scale investments, the application of environmental management tools and risk assessments such as environmental impact assessment and strategic environmental assessment are the most important indicators of proactive disaster management. Risk identification and assessment is the foundation of a comprehensive disaster risk management policy, providing a multi-sectoral framework for disaster risk reduction and institutions for the coordination of government agencies, participation of civil society and collaboration with the private sector and all stakeholders.

Reviews of the national HFA reports found that 22 countries (Armenia, Belarus, Bulgaria, Croatia, the

Czech Republic, Finland, France, Georgia, Germany, Greece, Hungary, Italy, the Netherlands, Norway, Poland, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Romania, Slovenia, Turkey and the United Kingdom) include disaster risk reduction policies in public investment and planning decisions. Fourteen countries (Armenia, the Czech Republic, Finland, France, Georgia, Greece, Hungary, Italy, Norway, Portugal, Slovenia, Sweden, Turkey and the United Kingdom) carry out disaster risk reduction work on public buildings within national programmes. Nature conservation mechanisms, especially for protection of ecosystem services (such as wetlands, forests, etc.) and restoration, exist in most of the countries. Environmental degradation, resulting from rapid urbanization, population increases, industrialization and climate change based on global warming, all increase disaster risks. To have efficient environmental management is a crucial element for disaster risk reduction. Establishment of these mechanisms for environmental management by EFDRR countries will contribute to risk reduction.

The Final Report of Findings of the Review of National Platforms for Disaster Risk Reduction 2012-2013 includes recommendations on coordination which relate to National Platforms. The functions of National Platforms should be more proactive and include advocacy roles. Moreover, the following suggestions are made to improve coordination:

- Prevent coordination deficiencies between organizations.
- Establish clear lines of authority.
- Create institutional structures for central management of DRR activities.
- Define information and command systems in disaster management plans.
- Set efficient database management system for disasters by using information technologies.
- Integrate early warning systems into disaster management systems.

Table 3

DRR Integration in Strategies and Plans of Countries		
Integration of DRR in Strategies and Plans	Number of Countries	Countries
National Development Plans	16	Armenia, Bulgaria, Croatia, the Czech Republic, Finland, Georgia, Greece, Hungary, Italy, Poland, Portugal, Romania, Slovenia, Sweden, Switzerland, Turkey
Sector Strategy	22	Armenia, Bulgaria, Croatia, the Czech Republic, Finland, France, Georgia, Greece, Hungary, Italy, Monaco, the Netherlands, Norway, Poland, Portugal, Romania, Slovenia, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Turkey, the United Kingdom
Climate Adaptation Strategy	19	Armenia, the Czech Republic, Finland, France, Georgia, Germany, Greece, Hungary, Italy, Norway, Poland, Portugal, Romania, Sweden, Switzerland, Slovenia, the former Yugoslav Republic of Macedonia, Turkey, the United Kingdom
Poverty Reduction Strategy	9	Armenia, Belarus, Finland, Georgia, Greece, Germany, Serbia, Sweden, the former Yugoslav Republic of Macedonia
Civil Defence	19	Armenia, Belarus, Croatia, Finland, France, Georgia, Greece, Hungary, Italy, the Netherlands, Norway, Poland, Portugal, Romania, Serbia, Slovenia, Switzerland, Turkey, the United Kingdom

Effectiveness

This principle concerns the efficient implementation of precaution and responsibilities during risk management processes. Implementation of this principle ensures efficient use of resources and requires rapid sharing of information. Under the effectiveness principle, the plans countries adopt covering risk assessment methods and integration of decision making into developments gain importance. Fifteen countries (Armenia, Belarus, Croatia, the Czech Republic, Finland, Georgia, Hungary, Italy, Norway, Portugal, Slovenia, Sweden, Switzerland, the Netherlands and the United Kingdom) implement these methods. Nineteen countries (Belarus, Croatia, the Czech Republic, Finland, France, Georgia, Germany, Greece, Italy, Norway, Poland, Portugal, Serbia, Slovenia, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Turkey and the United Kingdom) are conducting national DRR scientific research projects. Twenty-one countries (Armenia, Belarus, Croatia, the Czech Republic, Finland, France, Georgia, Greece, Hungary, Italy, Norway, Poland, Portugal, Romania, Serbia, Slovenia, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Turkey and the United Kingdom) have investments for disaster risk reduction in risk-prone areas. Turkey, for example, passed legislation in 2012 requiring studies to assess possible risks in vulnerable areas and implement an urban transformation process (Box 5).

Fourteen countries (Armenia, Belarus, Croatia, Finland, France, Georgia, Greece, Hungary, Italy, Norway, Poland, Serbia, Switzerland and the United Kingdom) perform cost-benefit analyses for disaster risk reduction. An additional six countries (the Czech Republic, Germany, the Netherlands, the former Yugoslav Republic of Macedonia, Romania and Slovenia) are working towards this goal. The following are recommendations related to the effectiveness principle:

Box 5

Good Practice: Restructuring Of Areas Under Risk Of Natural Disasters in Turkey

The Law of Transformation of Areas under Disaster Risks (Law No. 6306) was passed in 2012 (published in the Official Gazette of 31.5.2012, no.28309). The scope of the law is to determine the procedures and principles regarding the rehabilitation, clearance and renovations of areas and buildings for disaster risks in accordance with relevant standards with a view to creating a healthy and safe living environment.



*Credit © Governorship of Van
Photo: After the Van Earthquake and Mitigation
Process of Van*

- Establish databases, backup and provide security and redundancy.
- Standardize processes of architectural engineering, planning and auditing.
- Include certification systems in processes.
- Strengthen telecommunication systems and adaptation in emergency cases and early warning systems.
- Reach more people with low-cost methods (usage of budget efficiently, improving standards according to population and geographic conditions).
- Monitor plans and studies for disaster risk reduction.
- Strengthen infrastructure to enable disaster resilience.
- Describe budget items comprehensively for DRR.
- Standardize budget processes.

Box 6

Good Practices: The ConHaz Application

Work funded by the European Commission provides the foundation for developing such cost assessments. ConHaz2 is one such project that aims to synthesize current cost assessment methods for damages, prevention and response to natural hazards, thereby providing crucial information to decision support and policy development in the areas of natural hazard management and climate change adaptation

planning. The ConHaz methodology establishes costs across hazards (droughts, floods, coastal and alpine hazards) and impacted sectors. The outputs of the ConHaz research will also include the costs of intangible effects as well as the costs of mitigation of the identified hazards.

Education/Awareness

Raising awareness is critical to engaging all stakeholders in effective DRR governance. The Working Group found that 22 European countries (Armenia, Belarus, Bulgaria, Croatia, Czech Republic, Finland, France, Germany, Greece, Hungary, Italy, the Netherlands, Norway, Portugal, Romania, Serbia, Slovenia, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Turkey and the United Kingdom) have activities that include disaster risk reduction within education campaigns. In addition, 17 countries (Armenia, Belarus, Bulgaria, the Czech Republic, Finland, France, Germany, Georgia, Greece, Hungary, Norway, Portugal, Slovenia, Sweden,

Switzerland, the former Yugoslav Republic of Macedonia, and Turkey) have curricula that include courses about disaster risk reduction. There are early warning systems for disasters in 22 countries (Armenia, Belarus, Croatia, the Czech Republic, Finland, France, Georgia, Germany, Greece, Hungary, Italy, the Netherlands, Norway, Poland, Romania, Serbia, Slovenia, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Turkey and the United Kingdom).

Good Practices: KULTURisk from EC

Another set of outputs to inform the economic analysis of DRR investment comes from KULTURisk3, which is the Knowledge-Based Approach to Develop a Culture of Risk Prevention, a collaborative project of the EC and its partners. KULTURisk aims at developing

a culture of risk prevention by improvement of memory and knowledge of past disasters, communication and understanding capacity of current and future hazards, awareness of risk and preparedness for future events.

Disasters can be reduced if people are well informed and motivated towards a culture of disaster prevention and resilience. Required studies for DRR should be done in order to establish DRR as “a behaviour pattern” for daily life by means of public service announcements, television programmes and cartoons. The following are recommendations to improve education and awareness of DRR:

- Arrange training programmes for disaster risk reduction; provide financial support.
- Pre-determine necessary equipment in case of disaster and gathering centres.

- Enhance the dynamic and interactive learning capacity of society.
- Ensure efficient response to internal, external and instant change.
- Enhance awareness and the level of consciousness of society.
- Use mass media for educational purposes and disaster training in schools and communities, and raise awareness of government executives regarding the reduction of disaster damages.

Subsidiarity

This principle requires that responsibility be taken by the nearest actor for the fastest response. Disaster risk management at local level is a key element in any viable national disaster risk reduction strategy and must be built on community networks and effective municipal and local government institutions. The main concern of local governance structures is to focus on environment for more direct allocation of resources to risk reduction for local benefit; target public awareness programmes to address local needs; and develop familiarity with local conditions and experiences of past events as resources for targeting activities and motivation for assessing local risks.

Many UNISDR reports emphasize the importance of the subsidiarity principle with respect to DRR. This principle provides opportunities for the participation and involvement of all segments of society in DRR work. According to the HFA 2005-2015 Report, when undertaking tasks at the national and local levels countries should endeavour to do so with a strong sense of ownership and in collaboration with civil society and other stakeholders; within the bounds of their financial, human and material capacities; and taking into account their domestic legal requirements and existing international instruments related to

disaster risk reduction. As an indicator of subsidiarity, 22 countries have legal liability for disaster risk reduction. These countries regularly allocate budgets for disaster risk reduction. The following suggestions may be helpful for the countries regarding with subsidiarity principle:

- Take decisions by central and local administrations whenever possible.

- Accept central and local administrations as being stakeholders.
- Transmit local experiences to local and national levels by means of local action plans.
- Coordinate with local institutions for the most effective disaster response.

Box 8

Good Practice: Green Paper on the Insurance of Natural and Man-made Disasters

On 16 April 2013, the European Commission adopted a Green Paper on insurance and disasters that will start a dialogue with stakeholders. The objective is to raise awareness and to assess whether action at EU level is warranted to improve the market for disaster insurance in the European Union. More generally, this process will also expand the knowledge base, help to promote insurance as a tool of disaster management and thus contribute to a shift towards a general culture of disaster risk prevention and mitigation, and generate further data and information. The Green Paper suggests an approach to closing the data gap on DRR economic analysis. In 2012, Lloyd's of London, the world's largest insurance marketplace, published the Global Underinsurance Report. The methodology complements the approach of gathering financial data from government agencies by means of surveys and review of public reports. Lloyd's developed measures of nonlife insurance penetration of each of 42 countries considered in its report (of which 13 are in Europe) and adjusted the figures by the expected losses resulting from

natural catastrophes and the income levels of the countries. In the absence of adequate insurance capacity, the cost of relief and reconstruction must be borne by governments, non-governmental organisations, charities and the impacted households and businesses. The Lloyd's report highlights that just a one per cent increase in insurance penetration would reduce the taxpayer burden for expected losses from natural hazards by 22 per cent. To further demonstrate the financial impact of lack of insurance access, the report provides five case studies, one of which originates from Europe: the widespread flooding of the United Kingdom in 2007. Sustained rainfall produced a level of flooding not seen since the year 1879. Rivers burst their banks and flash flooding ensued. The resulting damage was estimated at US\$3.4 billion, with insurance companies bearing US\$2.1 billion of those losses, leaving an insurance gap of US\$1.3 billion. The total cost to the UK taxpayer, through immediate relief and subsequent investment in the recovery process, was estimated at US\$174 million.

Outreach by the National Platforms to the insurance sector may provide a way to gather loss data to demonstrate the efficacy of DRR investment; it may also complement work done by the National Platforms and regional partners to expand insurance capacity by such innovative programmes as Europa Re, for example. Gaps in insurance sector capacity can be translated, as the Lloyd’s research indicates,

into unfunded risk exposures for taxpayers. Actuarial and underwriting work performed by the insurance industry prices the cost, or risk premium, to cover identified gaps. An example of success in engaging the insurance sector is provided in the 2013 National HFA report of France (Box 9).

Box 9

Good Practices: Engaging the insurance sector from France

France reports an innovative approach to the challenge of engaging the insurance industry. On 3 May 2012, France’s National Platform agreed to a partnership between the Government (represented by the Ministry of Sustainable Development and the Central Reinsurance

Treasury) and the private sector, represented by a reinsurance industry association. The partnership was formed to establish a registry of natural hazards and a standardized risk review.

The HFA reports from the 2011–2013 reporting cycle reveal that countries are trying to come to grips with dealing with newly identified hazards, from food security to cyber-threats. Despite this limitation, these methodologies provide a strong foundation from which to begin work on strategies and DRR

budgets in Europe. Indeed, the Swiss example illustrates that financial tracking on protection against even a limited number of hazards provides significant benefits (Box 10).

Box 10

Good Practices: Key Lessons Learned in Switzerland

In 2003, Switzerland commissioned the Swiss National Platform PLANAT to undertake a study on the annual expenditure on natural hazard protection in Switzerland. The reviews considered the following hazards: flooding, avalanches, mass movements, earthquakes,

thunderstorms and extreme temperatures. This financial tracking analysis found that CHF 2.9 billion was spent on natural hazard protection, of which private actors spent 60 per cent and the public sector spent 40 per cent. A full 30 per cent of the annual budget was devoted to flood

protection; nearly half of that was dedicated to structural prevention measures. Basic risk reduction measures, such as developing risk maps, monitoring hazards, analysing events and undertaking research accounted for a mere 4 per cent of the total budget. The Swiss study collected data not only by different hazards, but also from different actors, such as industry, businesses and households as well as from national and local governments. Given that more than one-half of the European countries that reported results in the 2011–2013 cycles identified

engaging the private sector as a challenge, the Swiss approach may be helpful. If the National Platforms were to gather financial data on DRR spend by surveying private-sector actors, the results would be more comprehensive data and the opportunity to raise awareness of the work done by businesses, NGOs, the news media and others that have not yet engaged in their National Platforms.

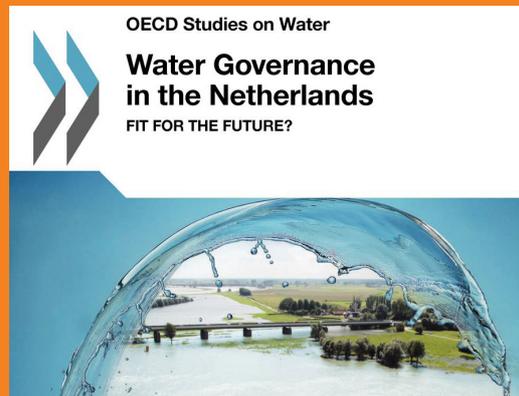
Box 11

Good Practices: Water Governance in the Netherlands

The Minister of Infrastructure and the Environment of the Netherlands has recently received an OECD study titled *Water Governance in the Netherlands*. The DRR work on land and delta is based on the Water Act of 2009 with a multi-safety-layer approach, namely prevention, spatial planning and crisis management.

Credit © The Minister of Infrastructure and Environment of Netherlands

Photo: Water Governance in the Netherlands



Good Practices: Turkey Earthquake and Action Plan

Turkey's Disaster Management Strategy prioritizes DRR within national policy. The action plan was issued in 2012 with the decision of the Disaster and Emergency

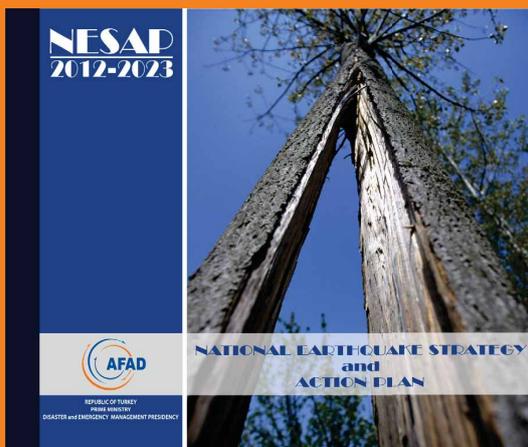


Photo: Republic of Turkey, Prime Ministry, Disaster & Emergency Management Presidency (AFAD)

Management Supreme Council, comprised of 11 ministers. It defines clearly the roles, responsibilities and funds within a timeframe, drawing on the HFA as a blueprint for countries in order to achieve DRR. It also promotes countries to deal with disaster issues by using strategic approaches. The earthquake strategy provides an updated and comprehensive description of necessary measures in order to reduce earthquake-related losses by 2023. This strategy document also reflects a proactive approach and the Government's commitment to reduce potential risks and vulnerabilities. The main philosophy is to put all stakeholders into decision-making and problem-solving mechanisms. Responsibility for DRR doesn't lie with disaster managers or governments alone. It is rather a concern for everyone from citizens to government institutions, the private sector and NGOs.

Good Practices: Disaster Risk Reduction Strategy in Bulgaria

The Strategy for Disaster Risk Reduction, adopted on 16 April 2014, is based on the HFA. The Strategy outlines a main strategic goal and defines four Priorities for Action. Many different types of threats in the Republic of Bulgaria are taken into consideration. In addition, a Road Map has been developed, describing key activities along with deadlines and structures responsible for implementation. The Strategy

covers the period 2014–2020 and is an important step towards building a comprehensive and coherent framework for disaster prevention in the Republic of Bulgaria. The implementation of the Strategy will ensure that disaster risk reduction is a national priority and will contribute to disaster prevention and mitigation through active involvement of all levels of government and through good coordination between the

responsible institutions. The implementation of the activities outlined in the Strategy will ensure national resilience in the event of disaster. In this regard, good governance is essential for the implementation of the Strategy; monitoring and reporting on the implementation are critical to realize the Strategy. The monitoring will contribute to the transparent implementation of

the Strategy and will help for precise assessment of all implementation activities. In compliance with the Strategy, the monitoring should be conducted every year on a self-assessments basis by the responsible bodies. The National Platform for Disaster Risk Reduction will approve all reports related to the Strategy and its implementation.

Box 14

Good Practices: Turkish Natural Disasters Insurance and Agricultural Insurance Pool

Compulsory earthquake insurance began in Turkey in 2000. The Natural Disasters Insurance Authority is responsible for that coverage, and in 2006 the Agricultural Insurance Pool was adopted in Turkey. Over the past 13 years, the insurance pool has reached 4.6 million insured houses and paid 148 million TL for earthquake damages. Turkey's Disaster Insurance Act, enacted on 18 May 2012, provides a solid legislative framework. Through this Act, compulsory earthquake insurance is tracked in electricity and water services, in addition to title-deed and housing-loan transitions. Coverage is now expanding to include other disasters. With the Act, No. 6305, in case of necessity and if insurance companies do not provide coverage, the insurance pool will cover against flood, landslide, storm, hail, frost, avalanche and similar disasters caused by natural hazards by Decree of the Council of Ministers. In this context, studies related to flood risk are

forthcoming. Compulsory earthquake insurance primarily covers residences within municipal borders. Consequently, residences within village settlements are outside the scope of coverage. In the near future, studies will be undertaken regarding micro insurance for earthquake risk of residences within village borders. Generation of premiums within the scope of state-funded crop insurance is provided mainly for herbal products and livestock insurance. There is coverage for greenhouse, aquatic, cultural, and poultry insurance. In terms of herbal products, coverage for hail, storm, hurricane, fire, avalanche, earthquake and flood risk is available. Damages arising from frost risk and deterioration generated from frost risk are covered only for fruits. The pool paid over 200 million TL in total for agricultural losses in 2011.



Source: Turkish Agricultural Insurance Pool
<http://www.tarsim.gov.tr>

Source: Turkish Catastrophe Insurance Pool
<http://www.dask.gov.tr>

Box 15

Good Practices: Turkish Disaster Data Bank (TABB) – Turkish National Disaster Archive

The main aim of the Turkish Disaster Data Bank (TABB) is capacity building for disaster preparedness and mitigation activities. TABB collects all available resources and documentation as well as disaster data for analysis. This helps to improve and strengthen the studies of disasters caused by natural, technological and man-made hazards. Disaster documentation and data analysis modules exist within the TABB platform. The documentation module contains electronic (pdf, Excel, Word, etc.) books, institutional reports, theses, essays, photos, videos, presentations, audio-material, periodical presses and other materials which are already available to individuals, institutions

and libraries. In the analysis module, TABB enables statistical analysis of the data, mapping and reporting. In order to help users, decision-makers, implementers and researchers and ensure that the public can better understand the risks they face, the development of the Turkish National Disaster Archive – a system that provides an electronic environment for the data and information about the disasters – began in 2012. With the technical upgrades that have been undertaken, the Turkish National Disaster Archive has been put in service to users with more modern technologies. This project is part of the Turkey Disaster Data Bank Project.

Good Practices: Good Practice: ISMEP

In 2006, the Government of Istanbul launched the ISMEP Project (Istanbul Seismic Risk Mitigation and Emergency Preparedness) for disaster risk reduction to increase the resilience of Istanbul, a city with a population of 15 million. The ISMEP Project's €1.5 billion budget is financed by the World Bank, the European Investment Bank, the Development Bank of the European Commission and the Islamic Development Bank. The main objectives are to improve the city of Istanbul's preparedness for a potential earthquake through enhancing the institutional and technical capacity for disaster management and emergency response, strengthening critical public facilities for earthquake resilience and increasing public awareness of disaster risks. The Project also aims to complete an inventory of vulnerable facilities and to implement retrofitting/reconstruction activities for public buildings such as hospitals and schools etc. and to support measures for better enforcement of building codes and land-use plans.

The project outputs include:

The development and design of disaster and emergency communication systems.

Public awareness studies and professional trainings for engineers (carried out between 2008 and 2012).

The development of retrofitting design studies for 2,349 priority public buildings by April 2014 and the Guideline of Seismic Retrofit Design for School and Hospital Facilities in Istanbul was prepared within the scope of this project. The seismic design of the hospital was targeted to cover the "Operational" performance level in DBE (Design Basis Earthquake) and "Life Safety" performance level in MCE (Maximum Credible Earthquake) according to ASCE/SEI 41-06. Thus, the design covers seismic base isolators for an earthquake-resistant hospital complex. It is important to note that the hospitals to be reconstructed are also designed to meet the Gold level in LEED green building certification and will be pioneering examples as the first LEED-certified hospitals in Turkey.

The inventory of 26 cultural heritage sites (176 buildings), carried out in Istanbul. Within the scope of this project, risk assessments of cultural heritage buildings under the ISMEP Project were implemented by appropriately qualified international expert consultancies and were designed as pilot projects for replication more widely in Turkey and other countries.



Credit © Governorship of Istanbul - Photo: During and After Strengthening of Hospitals, Schools and Public Buildings in Istanbul.



*Credit © Governorship of Istanbul - Photo: Simulation of Disaster Resilience Okmeydanı Hospital in Istanbul
For further information please see www.ismep.org*

Recommendations for the EFDRR members and towards the development of the Post-2015 Framework for Disaster Risk Reduction

The EFDRR participating countries are conducting many legislative and executive studies aiming to enhance transparency and accountability capacities. In recent years integration of these studies, leading to the improvement of public administration in disaster risk reduction processes, has become important in accordance with risk governance principles. Studies for disaster risk reduction require cooperation and coordination among central, regional and local administrations, and public institutions and organizations at these levels. Because of the highly specialized nature of DRR work, collaboration and solidarity mechanisms are particularly important. EFDRR is one mechanism for collaboration; EFDRR's Working Group on Governance and Accountability prepared this study based on a review of completed country questionnaires within the HFA national progress reports (2011-2013). The April 2014 distribution of questionnaires to member countries will gather additional information about governance and accountability.

The work of countries on sustainable development goals and disaster risk reduction is challenged by the lack of adequate financial resources. Countries should finance disaster risk reduction work and enhance executive and financial capacities of institutions without sacrificing sustainable development objectives. International cooperation is needed in this process. Supporting and improving national, international, public and private insurance and reinsurance systems will mobilize additional financial resources.

Peer review studies for disaster risk reduction of countries extract good practice examples and

successes in overcoming challenges. Standardizing the peer review process will raise the contributions to disaster risk reduction work at national and international levels.

Social engagement is needed in disaster risk reduction studies. For this reason, studies/topics about DRR should be included in educational curricula with a view to raising awareness of disaster risks.

Transparency in the processes of disaster risk reduction and social engagement in decision mechanisms motivates greater success in mainstreaming DRR. Improvement in standardization of activity reports of institutions that develop DRR studies and share them with NGOs will not only enhance transparency and accountability capacities of institutions but will also raise awareness of the issues, thereby enabling greater participation. More effective DRR means greater social cohesion.

Accountability and governance are essential to project continuity and are especially important to capacity building. It was recommended that a tool be devised to help connect governance with capacity building, rendering the latter more transparent and thus easier to monitor, evaluate and modify. Clear determination of roles and responsibilities, which is a fundamental function of risk governance, is also necessary, as is continuing evaluation of the ways disaster risk reduction projects and mechanisms impact on human rights. Parliamentarians should have a larger role in governance in as much as they are the formal representatives of their constituent populations and thus have legal authority. Parliamentarians can create disaster risk reduction awareness at the government

level; can help to determine and decide on budget allocations and investment decisions; can create, maintain and refine institutional and regulatory frameworks; and can enact enabling legislation for disaster risk reduction. Moreover, because of their accountability to their citizens, parliamentarians have a responsibility to contribute to reducing risk.

Ethics is the study of moral choices, and what kinds of behaviours are right or wrong in particular

circumstances. Ethics in disaster management is the body of rules and principles. In this context, defining and implementing the ethic codes into DRR work should be made a priority. The 12th Ministerial Session of the EUR-OPA Major Hazards Agreement, held in St Petersburg on 28 September 2013, made a commitment to work on ethical principles which contribute to disaster risk reduction. The ethical principles on disaster management are given in Table 4.

Table 4

Ethical Principles on Disaster Risk Reduction:		
Ethical principles on DRR are classified as solidarity, joint responsibility, non-discrimination, humanity, impartiality, neutrality, co-operation, territorial sovereignty, prevention and role of the media.		
The ethical principles applied prior to disasters	The ethical principles applied during disasters	The ethical principles applied after disasters
Introduction of prevention measures	Humanitarian assistance	Strengthening resilience to the effects of disasters
The importance of a good quality healthy environment	Information and participation during disasters	Necessary measures
Education, training and awareness-raising about resilience to disasters	Compulsory evacuation of populations	Compulsory evacuation of populations
Participation	Emergency assistance for the most vulnerable persons	Protection of civil and political rights
Prior information	The importance of rescue workers	
Disaster prevention at the workplace	Measures to safeguard and rehabilitate the environment	
Access to justice	Necessary measures to safeguard and restore social ties	
Freedom of expression	Respect of dignity and respect of person	
Freedom of expression		
Preventive evacuation of populations		
Organisation of and participation in emergency drills		
Disaster prevention in recreation and tourist areas		
Disaster prevention in public places, particularly schools and hospitals		

The European Commission also developed some recommendations about good risk governance. According to the European Commission (EC, 2014), in the global context accountability, transparency and governance principles need to be included and improved in the Post-2015 HFA Framework. In this context, accountability in the current HFA framework is voluntary but future frameworks should set standards and mechanisms to ensure that different actors can be held accountable for their actions (or failure to act). The recommendations are:

- The future framework should include voluntary peer reviews that would be a helpful instrument for improving policy-making, sharing experience and increasing accountability.
- To improve transparency, the new framework should lead to the collection and sharing of sound and comparable data on disaster losses.
- Hazard and vulnerability information should be shared in an open-data policy, including the development of common and interoperable data and risk assessment protocols and public risk registers and databases. This should be supported by systematic actions to raise public awareness of risk and improve risk and crisis communication (education, involvement of media, networks).
- The new framework should further contribute to enhance governance for disaster management at all levels and across all sectors, building effective coordination mechanisms and sustainable partnerships between different public authorities and relevant stakeholders (civil society, academia and research institutions and private sector).
- Strong local structures and enhancement of local authorities' capacities are essential to improve planning and resilience of the Index for Risk Management (InfoRM), (<http://inform.jrc.ec.europa.eu>).
- Regional inter-governmental organisations, regional platforms and, effective regional mechanisms should play an important role in the implementation of the new framework. Regional risk assessments and more efficient planning should be promoted.
- Action-oriented targets should be further developed to effectively measure the implementation of the new framework and to encourage stronger accountability by addressing the essential components of disaster resilience and encourage countries to put in place and effectively implement the necessary policies and tools to prevent risk generation and accumulation in order to reduce disaster risks and strengthen resilience.
- Targets will need to be politically acceptable and operationally feasible and measurable, achievable and result-oriented, and with clear timeframes.
- Setting up universal targets could facilitate a more integrated approach to compare worldwide the results from the implementation and exchange good practices between mature and emerging economies.

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Armenia	Greece	Slovenia
Belarus	Hungary	Sweden
Bulgaria	Italy	Switzerland
Croatia	Monaco	The former Yugoslav Republic of Macedonia
Czech Republic	Norway	The Netherlands
Finland	Poland	Turkey
France	Portugal	United Kingdom
Georgia	Romania	
Germany	Serbia	

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Editing: Stephen Boyle

Layout: Francesca Piantella

For additional information, please contact:

United Nations Office for Disaster Risk Reduction [UNISDR]

UNISDR Europe

UN House

Rue Montoyer 14

1000 Brussels, Belgium

Tel: +32 (0)2 290 2588

E-mail: isdr-europe@un.org

www.unisdr.org/europe

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the
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UNISDR Europe
14 Rue Montoyer, 1000 Brussels, Belgium
<http://www.unisdr.org>



EUR-OPA Major Hazards Agreements
Agora 1 quai Jacoutot
67075 Strasbourg Cedex, France
<http://www.coe.int/euoparisks>



**European Commission Directorate -
General for Humanitarian Aid and Civil
Protection (DG ECHO)**
Brussels B-1160
Belgium
<http://ec.europa.eu/echo>