

# EFDRR Survey on Sendai Framework Implementation in Europe

---

2017

2017-02-15

## Table of Contents

Table of Contents .....	1
Preface .....	2
Acknowledgements.....	2
Executive Summary.....	5
Focus Area 1: Enabling National and Local Level Strategies on DRR .....	7
Responsible Bodies .....	8
Development of Legislation .....	8
National Risk and Capability Assessments .....	9
National Focal Points and National Platforms for DRR.....	11
Disaster Loss Data .....	14
Focus Area 2: Mainstreaming and Integrating DRR in Key Sectors .....	16
National Strategies for DRR and Climate adaptation.....	16
Local Strategies for DRR.....	19
Protecting Critical Infrastructure and Public Services.....	22
Budget Allocations for Disaster Risk Reduction.....	23
Plans for Emergency Response and for Building Back Better in Recovery .....	24
Monitoring the Implementation of the Sendai Framework .....	24
Current Priorities, Future Plans and Other Relevant Processes .....	25
Selected Work to Advance the Implementation of the Sendai Framework.....	27
Additional Observations .....	28
Annex I: Survey Questions .....	30
Annex II: List of Respondents/European National DRR Focal Points.....	31

## Preface

The Sendai Framework for Disaster Reduction 2015 – 2030, adopted at the Third UN World Conference on Disaster Risk Reduction in March 2015 in Sendai, Japan and endorsed by the UN General Assembly in June 2015, provides a new set of guidelines for disaster risk management actors. It highlights the role and relevance of regional platforms for disaster risk reduction, and of regional support for national and local efforts. To guide Europe's implementation of the four priorities of action and seven global targets of the Sendai Framework, the European Forum for Disaster Risk Reduction (EFDRR) agreed to develop a roadmap that will focus on activities for the immediate period 2015 – 2030 and provide an overview for the entire 15-year span of the Framework. To provide a starting point from which the roadmap will begin, the EFDRR asked the United Nations Office for Disaster Risk Reduction (UNISDR) Regional Office for Europe to undertake a baseline study.

The study was developed from the responses of national disaster risk reduction focal points to a survey designed to assess the progress made by European countries since 2015, at the conclusion of the Hyogo Framework for Action (HFA), the predecessor to the Sendai Framework. UNISDR's European office supports the DRR work of 47 countries in Europe. As only thirteen countries responded to the survey, it is not possible to draw statistically valid conclusions for the region. Nevertheless, the responses to the survey highlight ongoing developments of disaster risk reduction work in Europe that can inform the EFDRR Road Map and so are summarized in this report. Preliminary findings of this baseline report were presented at the seventh annual meeting of the EFDRR in Finland in October 2016. This report fills in the gap between the ten year review of the Hyogo Framework for Action was performed and early 2017, at which time the indicators for monitoring the Sendai Framework have been identified. While this report draws on a relatively small number of survey respondents, it serves to identify reported progress and challenges to provide a more up-to-date baseline measure since the ten-year HFA review.

## Acknowledgements

UNISDR gratefully acknowledges the countries and their national focal points who supported this work by completing a research survey.

The countries are: Belgium, Czech Republic, Georgia, Greece, Luxembourg, Montenegro, The Netherlands, Norway, Russian Federation, Serbia, Slovenia, Sweden and Turkey. The survey responses from two countries, Finland and Switzerland, are not included in the report owing to technical difficulties in accessing the information they had provided.

Special thanks are extended to Mette Lindahl Olsson from Swedish Civil Contingencies Agency (MSB) who worked with UNISDR to develop and conduct the study. UNISDR expresses its appreciation to the EFDRR steering committee: Mr. Corsmas Goemans from The Netherlands; Mr. Taito Vainio, Ministry of the Interior in Finland; Mr. Özgür Tuna Özmen, AFAD, Turkey; Mr. Erling Kvernevik, DSB, Norway; Mr. Ian Clark and Mr. Thomas de Lannoy, DG ECHO at the European Commission; and Mr. Francisc Pla, EUR-OPA, Council of Europe. Special thanks are due to Stefanie Dannenmann-Di Palma, Deputy Head of the UNISDR Regional office for Europe for the coordination of the process and Paola Albrito, Chief of Regional Office for Europe for the guidance in the report development.

## Background

*The Sendai Framework for Disaster Risk Reduction 2015-2030* was adopted at the Third UN World Conference in Sendai, Japan on March 18, 2015 and subsequently endorsed by the UN General Assembly with Resolution A/RES/69/283 on June 3, 2015. The Sendai Framework is the outcome of stakeholder consultations initiated in March 2012 and inter-governmental negotiations from July 2014 to March 2015, supported by the United Nations Office for Disaster Risk Reduction (UNISDR) at the request of the UN General Assembly.

The Sendai Framework is the successor instrument to the *Hyogo Framework for Action (HFA) 2005 – 2015: Building the Resilience of Nations and Communities to Disasters*. The HFA was developed to further the global work begun under the *International Framework for Action for the International Decade for Natural Disaster Reduction of 1989*, and the *Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation* and its plan of action, adopted in 1994 and the *International Strategy for Disaster Reduction of 1999*.

The Sendai Framework is the first major agreement of the post-2015 development agenda. It is built on elements which ensure continuity with the work done by UN Member States and other stakeholders under the HFA and introduces a number of innovations as called for during the consultations and negotiations.

To support the assessment of global progress in achieving the goals of the Sendai Framework, seven global targets and four priorities for action have been identified. The targets will be measured at the global level; national targets and indicators will contribute to the achievement of the global goals of the Sendai Framework<sup>1</sup>.

Upon adoption of the Sendai Framework, the General Assembly established<sup>2</sup> an open-ended intergovernmental expert working group (OIEWG) to develop indicators for the measurement of global progress against the Sendai Framework's seven agreed targets. The work of the experts is expected to be completed by year-end 2016 and disseminated in early 2017.

UNISDR is the focal point within the United Nations system responsible for coordination of disaster risk reduction activities. UNISDR has been tasked to support the implementation, follow-up and review of the Sendai Framework. UNISDR performs this work through its regional offices. The UNISDR Regional Office for Europe is responsible for coverage and support of 47 countries in Europe.

To guide Europe's implementation of the four priorities of action and seven global targets of the Sendai Framework, the European Forum for Disaster Risk Reduction (EFDRR) agreed to develop a roadmap with focus on activities for the immediate period of 2015-2020 and an overview for the entire 15-year span of the framework.

By analyzing gaps identified in the implementation of the predecessor of the Sendai Framework, the Hyogo Framework for Action (HFA), and taking into account the Sendai Framework's innovative elements and considerations, the EFDRR Road Map prioritized two areas of focus:

1) *The development or review of national and local-level strategies for disaster risk reduction*. This

---

<sup>1</sup> For a comprehensive treatment of the Sendai Framework, see [http://www.unisdr.org/files/43291\\_sendaiframeworkfordrren.pdf](http://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf)

<sup>2</sup> Resolution 69/284 of June 3, 2015.

first area of focus will be paragraph 18 (e) of the Sendai Framework, which is to *substantially increase the number of countries with national and local disaster risk reduction strategies by 2020*. Risk assessments and disaster loss databases have been identified as essential building blocks for the development of national and local strategies.

2) *The integration of disaster risk reduction in sectors*. Reviews of HFA implementation and the Sendai Framework identified the following focus areas into which DRR should be mainstreamed: climate change, environment, private sector, health, and the needs of persons with disabilities and national and local levels.

To facilitate the implementation on the work of the two priority areas of focus, the Sixth Session of the EFDRR called for UNISDR to develop a baseline survey for the Road Map for the Sendai Framework in Europe. UNISDR Europe began the study in April 2016 with the distribution of a survey that was completed by the national focal points responsible for the past implementation of the HFA Framework and future implementation of the Sendai Framework in Europe. Annex I presents the survey questions. Annex II presents the respondents to the survey. Survey data collection continued through August 2016 and additional information was obtained from the HFA reporting from 29 European countries over the 2013 – 2015 reporting cycle.

Thirteen countries responded to the survey, as identified in the following table. Technical difficulties made it impossible to access the survey responses provided by Finland and Switzerland. With thirteen responses, it is not possible to draw statistically valid conclusions from the survey results, but it is helpful to highlight the experiences shared and ongoing developments highlighted in the surveys. In addition to the survey responses provided by the participating countries, this report draws on the biannual national reporting on HFA implementation performed in Europe from 2005 through 2005 through the monitoring system developed by UNISDR.

Country	Responding body
<b>Belgium</b>	Federal Public Service of Foreign Affairs, Foreign Trade and Development Cooperation
<b>Czech Republic</b>	Ministry of the Environment
<b>Georgia</b>	National Crisis Management Center of the Office of the State Security and Crisis Management Council
<b>Greece</b>	General Secretariat for Civil Protection
<b>Luxembourg</b>	Ministry of Interior
<b>Montenegro</b>	Ministry of the Interior-Directorate for Emergency Management
<b>The Netherlands</b>	Ministry of Security and Justice
<b>Norway</b>	Directorate for Civil protection
<b>Russian Federation</b>	Research Centre for Risk Management
<b>Serbia</b>	Ministry of Interior
<b>Sweden</b>	Swedish Civil Contingencies Agency (MSB)
<b>Slovenia</b>	Administration for Civil Protection and Disaster Relief (urszr)
<b>Turkey</b>	Disaster and Emergency Management Presidency of Turkey (AFAD)

{Please note: the terminology used in this report is consistent with the recommendations of the open-ended intergovernmental expert working group on terminology related to disaster risk reduction.<sup>3</sup>}

<sup>3</sup> A/71/644, Report of the open-ended intergovernmental expert working group on indicators and terminology related to disaster risk reduction, presented to the United Nations General Assembly on 1 December 2016, see [http://www.unisdr.org/files/50683\\_oiewgreportenglish.pdf](http://www.unisdr.org/files/50683_oiewgreportenglish.pdf)

This report also draws on other important achievements of the HFA in Europe such as the inclusion of measures to build resilience to disasters including through the legally binding mechanisms in European Union legislation, for example, in the Civil Protection legislation. Other important considerations for the development and evaluation of achievements within Europe are the establishment of the European Forum for Disaster Risk Reduction (EFDRR) in 2009 and the Peer Review program initiated by the EFDRR in 2011. EFDRR also played a key role in guiding consultative processes in preparation for the third world conference in DRR in Japan in 2015.

The European Union's commitment in the form of its support of Peer Reviews on the HFA implementation, funding DRR research, providing financial support for exchange of experts and the EU internal Action Plan<sup>4</sup> on the implementation of the Sendai Framework all strongly support the disaster risk reduction (DRR) progress in the region.

Another visibly important driver of DRR progress in Europe has been the increased disasters and economic losses of the past years and that the Intergovernmental Panel on Climate Change 2014 report<sup>5</sup> showed that disaster risk has to be a top consideration for future actions. The negotiation and adoption of several global agreements in 2015 was an impetus to place DRR on more national political agendas.

At national level, some countries have developed or evolved legal frameworks for implementation of the Sendai Framework. Other countries have started the work on national DRR strategies and the process of preparing national reporting. One visible trend among responding countries is that the aim has shifted from managing disasters to a focus of managing risks, including climate-related risks, but they all face challenges in how to integrate all relevant stakeholders and to sustain commitment to DRR on the political agenda in the absence of imminent threats as health crises or severe storms.

Countries are also challenged to work and anchor DRR both on a high national strategic policy level, and in combination with other agendas, such as climate change and the Agenda 2030. And they must still implement the work in a coherent way to deliver practical results with measurable reduction of risks and increased capacities. The survey and HFA report findings suggest that developing enabling legislation is an important milestone to achieving those results.

## Executive Summary

Europe has made significant progress in establishing legal frameworks for disaster risk reduction as well as strengthening existing frameworks to remain relevant with respect to emerging hazards. This was a key finding of the ten-year review of the HFA in Europe<sup>6</sup> and set the stage for further progress to follow. Significantly, one-third of the countries responding to this Baseline Survey stated that their national legislation has been further developed or is under development to meet the broadened goals of the Sendai Framework, to address new emerging climate-related risks or to increase national coordination and capacities for both disaster prevention and response.

---

<sup>4</sup> Commission Staff Working Document, Action Plan on the Sendai Framework for Disaster Risk Reduction 2015-2030: A disaster risk-informed approach for all EU policies, Brussels, 17.6.2016 SWD(2016) 205 final/2, see [http://ec.europa.eu/echo/sites/echo-site/files/1\\_en\\_document\\_travail\\_service\\_part1\\_v2.pdf](http://ec.europa.eu/echo/sites/echo-site/files/1_en_document_travail_service_part1_v2.pdf)

<sup>5</sup> IPCC, Climate Change 2014: Impacts, Adaptation, and Vulnerability, see <http://www.ipcc.ch/report/ar5/wg2/>

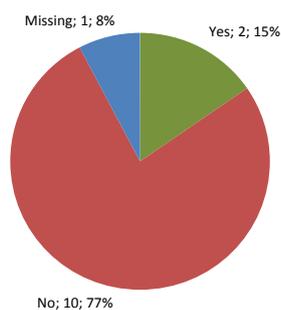
<sup>6</sup> Implementing the Hyogo Framework for Action in Europe - Advances and Challenges 2005 – 2015, UNISDR, see <http://www.unisdr.org/we/inform/publications/48254>

An analysis of the responses to this survey as compared with earlier studies reveals that little has changed with respect to the most common risks facing Europe<sup>7</sup>. The national risk assessments and disaster data indicate that the most common risks continue to be floods, landslides, storms, heavy precipitation (rain and snow) and forest fires. Yet while these natural hazards continue to be the most common risks, according to the national risk assessments performed since 2013, man-made disasters are increasing in frequency, particularly with respect to environmental and climate-related hazards as well as risks arising from technology.

Since 2016, countries in the region conducted their national risks assessments in compliance with European Union Civil Protection legislation. Some countries have also undergone Peer Review of their broad HFA implementations, on their national risk assessments or to seek fresh insights into their risk capability assessments. The visible trend is that the work of the countries has matured and broadened in scope in attempting to work more holistically and across sectors. Several countries are also taking up more complex scenarios in their national risk assessments, addressing dependencies and vital societal functions and considering disruptions of services provided by critical infrastructure.

Twelve of the thirteen countries that completed the Baseline Survey have some level of national, local or sectorial budget allocations for DRR. Five countries have nationally authorised disaster loss databases, but only two of those disaster loss databases are consistent with international standards promoted by the European Union and UNISDR.

Is there a national disaster loss database consistent with international standard promoted by EU/UNISDR in place?



Eleven countries have in place or under development national strategies, either as single strategies for DRR, climate adaptation or critical infrastructure or as a combination of strategies to address two or more of these needs.

Several countries have requested support from UNISDR to develop DRR strategies to meet the expectations related to the Sendai Framework. It is clear that most countries see the value of the anchoring DRR at the political level to use national strategies as steering and coordination mechanisms. They see value not only in the final strategies that result from their work, but also value in the coordinated process to develop such strategies, to build on national risk assessment combined with scenario analysis, to take into account likely climate change scenarios for the future, to discuss and agree on priorities and to include explicit linkages to the Sustainable Development Goals (SDGs).<sup>8</sup> This presents the opportunity for EFDRR and its partners to support and work for the integration of climate, Agenda 2030 and Sendai Framework implementation while supporting the achievement of national sustainable development.

In response to the Baseline Survey question asking which key achievements contribute to the implementation of the Sendai Framework, the responding countries highlighted three main areas:

<sup>7</sup> From HFA national reports and from the European Union overview of national risk assessments

<sup>8</sup> <https://sustainabledevelopment.un.org/>

1. Ongoing work to establish, consolidate or reorganize National Platforms;
2. Adoption or development of new legislation, strategies or plans; and
3. Work to strengthen the engagement at local levels.

There is a visible need for EFDRR and actors to support national implementation of the whole of the Sendai Framework with special emphasis on avoiding the creation of new risks by supporting an inclusive “all stakeholders” approach. There is also a need to continue development of national disaster/contingency planning and plans for “building back better” in the aftermath of a disaster.

The Baseline Survey responses are consistent in substantiating that the national coordination mechanisms (the National Platforms) need further support. Since the Third World Disaster Conference in 2015, certain national governments in Europe have appointed new Focal Points to take responsibility for their National Platforms. Most governments are having their existing Focal Points continue with their national coordination responsibilities. Others have yet to appoint, or re-appoint, focal points to their National Platforms. These developments suggest two critical areas of follow-up: first, to request formal designation of National Focal Points for those countries that have not appointed or reappointed leaders to their National Platforms. Second, given the transition with Focal Point responsibilities in certain European countries, the opportunity to facilitate exchanges between countries is a timely one, with EFDRR helping newly appointed Focal Points benefit from the experience of their more seasoned colleagues from other countries.

Participating countries used the Baseline Survey to report that they were waiting for the results of the work on global, national and local indicators to emerge from the OIEWG to support the implementation of their work at national level. They were almost unanimous in expressing interest in how the reporting mechanisms will be developed for the Sendai Framework, when and how reporting will be performed and what support they may expect from UNISDR and other stakeholders. Nevertheless, it is important that countries have capacities in place to act on the work outputs from OIEWG, suggesting that the opportunity for EFDRR to facilitate exchanges between new and experienced national focal point is particularly timely.

As further evidence of the countries’ interest in capacity building by knowledge exchange and development, one-third of the countries expressed an interest in the Peer Reviews as an important tool to gather national stakeholders to give DRR focus and visibility. Respondents expressed this interest despite the fact that the Baseline Survey did not specifically address Peer Reviews.

## **Focus Area 1: Enabling National and Local Level Strategies on DRR**

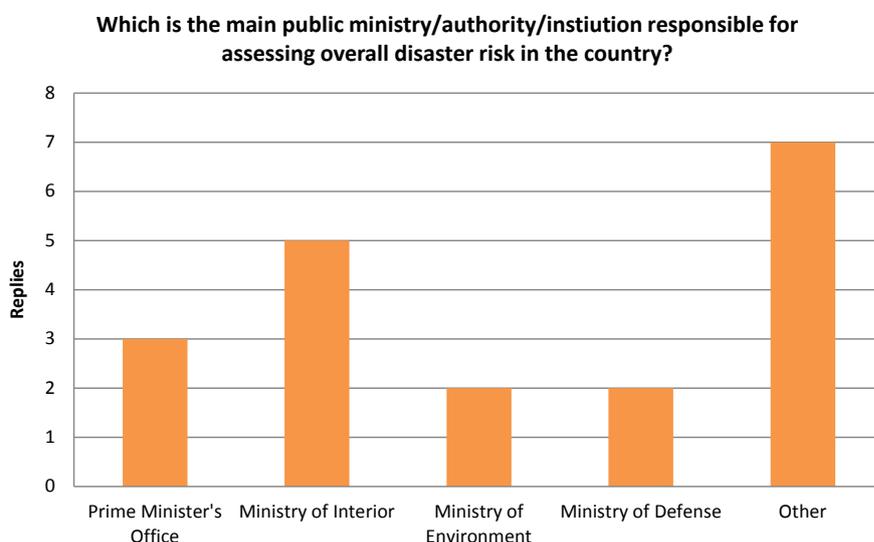
Each country is called on to formulate a national strategy for disaster risk reduction aligned with the Sendai Framework, the country’s individual risk profile and other relevant needs. The development of national and local strategies by 2020, identified as Target 18e of the Sendai Framework, requires a number of supporting actions to support the quality and effectiveness of these strategies. These actions include strengthening governance to manage disaster risk with measures such as assigning clear roles to responsible actors/bodies, developing national and local legal frameworks and establishing a National Platform as a coordinating mechanism for DRR. Risk assessment and the establishment of disaster loss databases are also critical steps to informing national and local DRR strategies. Accordingly, the survey was designed to elicit information from the responding countries as to the developments in these areas since the last HFA review in early 2015. The survey responses provide an up-to-date baseline measure of progress made and challenges that have been identified as countries prepare to implement the EFDRR Roadmap to achieving the goals of the Sendai Framework.

## Responsible Bodies

Effective DRR governance requires clear roles for designated responsible actors at national and local levels. Accordingly, the Baseline Survey asked respondents to identify the main public ministry, authority or institution responsible for assessing overall disaster risks at the national level.

Consistent with the results reported in the UNISDR Overview of National Platforms for Disaster Risk Reduction in Europe 2014<sup>9</sup>, the Ministry of the Interior is the single agency most countries charge with the responsibility for disaster risk assessment. The next most common ministries tasked with responsibility for national disaster risk assessment are the Prime Minister's Office, followed by the Ministry of the Environment and the Ministry of Defense. The most common response to this question was "Other" with the responsibility often shared between different ministries.

Within the **Czech Republic** the responsibility is shared between the Ministry of Interior and the Ministry of Environment. **Belgium** has four Ministries that contribute to national risk assessment. The Office of the State Security and Crisis Management Council is responsible for national risk assessment in **Georgia**. **The Netherlands** tasks its Ministry of Security and Justice with the responsibility for national risk assessment, while in **Norway** it is the Ministry of Justice and Emergency Planning. In the **Russian Federation**, the Ministry of Emergency Situations (EMERCOM) assumes the main responsibility. The Prime Ministry, Disaster and Emergency Management Presidency are jointly responsible in **Turkey**. **Serbia** assigns this responsibility to its Sector for Emergency Management of the Ministry of Interior. Finally it is the Ministry of Defense, Administration for Civil Protection and Disaster Relief in **Slovenia** and the Civil Contingencies Agency in **Sweden** identified as responsible bodies in those two countries. As some countries have more than one Ministry responsible for national risk assessment, the replies presented in the following chart exceed the number of respondents.



## Development of Legislation

Strengthening governance to manage disaster risk is one of the four priorities for action within Sendai Framework. Effective governance requires mainstreaming and integrating DRR within and

<sup>9</sup> Overview of National Platforms for Disaster Risk Reduction in Europe 2014 - Fact Sheets of European National Platforms, UNISDR Europe office, see <https://www.unisdr.org/we/inform/publications/19617>

across sectors is to develop national and local institutional frameworks of laws, regulations and policies to clearly define roles and responsibilities.

Europe achieved substantial progress in establishing legal frameworks for DRR over the ten-year period of the HFA<sup>10</sup>. In 2005, only three European countries reported having robust legal frameworks in place to address DRR; by 2015, 32 countries reported having such legal frameworks. A leading achievement of the HFA in Europe was the inclusion of measures to build resilience to disasters recognized as a legally binding element in European Union legislation, effectively making it compulsory for European Union countries to practice disaster risk reduction.

**Serbia's** experience in this domain is compelling for having successfully adopted disaster risk reduction legislation modeled directly on the HFA. An important finding emerged in response to the baseline survey: countries with legal frameworks in place report that they are working to update those frameworks to ensure that they reflect emerging risks and newly identified hazards.

The baseline survey asked if countries had passed new DRR legislation since the Sendai Framework was adopted in 2015. **Georgia** reported that it has adopted a new law on “National Security Policy Planning and Coordination” in March 2015. **Slovenia** has passed legislation for disaster protection and adopted a national program “Protection Against Natural and Other Disasters 2015-2020”. The 2014 catastrophic flooding in **Serbia** prompted a series of policy changes including the National Disaster Risk Management Program adopted in December 2014.

In 2015, the National Assembly of the Republic of Serbia adopted the law on reconstruction after natural and other disasters regulating the process of reconstruction and assistance to citizens and companies. In December 2015, **Luxembourg** adopted a new law providing the framework for flood risk assessment, including flood risk and flood hazard maps, and an overall flood risk management plan. In 2015, **Sweden** adopted a new emergency management ordinance.

While the number of survey participants limits the scope of analysis, it is clear that countries have updated their disaster risk reduction legislation to address the broader requirements of the Sendai Framework and additional enabling legislation is under consideration. Only **Montenegro** is yet to develop a legislation to comprehensively address disaster risk reduction.

## National Risk and Capability Assessments

The most recent HFA national reports indicate that nearly all of the European countries had conducted national risk assessments as required by EU Civil Protection legislation. Some countries have also undergone Peer Review on DRR, a voluntary in depth study aiming to assess progress in the implementation at national level and to develop recommendations to achieve further progress. This process triggered by the EFDRR saw two pilot peer reviews to assess progress in the implementation at national level of HFA took place in UK<sup>11</sup> (2012) and Finland (2013), resulting in targeted recommendations to strengthen DRR in the participating countries. The success of the pilot peer reviews led to an EU-funded Peer Review program, in partnership with UNISDR and OECD, to expand this work throughout the region. In 2015-2016, six peer reviews have taken place in EU and neighbouring countries. These reviews cover general DRR and disaster management (Turkey and

---

<sup>10</sup> Implementing the Hyogo Framework for Action in Europe: Advances and Challenges 2005 – 2015, UNISDR 2015, see <http://www.unisdr.org/we/inform/publications/48254>

<sup>11</sup> The first DRR peer review was conducted in UK. The report is available at: [http://www.unisdr.org/files/32996\\_32996hfaukpeerreview20131.pdf](http://www.unisdr.org/files/32996_32996hfaukpeerreview20131.pdf).

Bulgaria 2015), focus on risk assessment (Georgia 2015, Poland and Malta 2016) and risk assessment capability (Estonia 2016).

The visible trend, both from Peer Review findings and from this Baseline Survey is that the DRR work of countries has matured and broadened in scope. While overall countries have identified a number of natural and man-made hazards and risks in their national risk assessments, many comments from the responding countries highlight the challenge posed by infrastructure vulnerability. The national assessments reveal that floods are the most common, and the most expensive, risk in the EU.

Further analysis of the risks facing Europe<sup>12</sup> reveals that the most common hazards in northern Europe are floods, landslides, storms, heavy precipitation (rain and snow) and forest fires. The countries added in their survey responses that critical infrastructure disruption and related risks are additional concerns. Floods are also the largest risk in Central Europe, followed by extreme temperature, storm, drought, landslides, wild fires and avalanches according to their hazard profiles. In southern Europe, earthquakes, floods, landslides, epidemics, extreme temperature, wild fires and drought are the most common hazards.

A theme that emerged from the survey responses is that countries are increasingly concerned with the amplification effects of climate-related risks which they believe calls for a shift from studying specific threat scenarios to investing in capacity to assess and formulate strategies to deal with the interactive nature of climate-related risks. A second theme to emerge from the survey responses is that countries view trans-boundary risks as a continuing challenge. To address this challenge within the Benelux region, a coordinated risk assessment has been undertaken to identify the most significant risks that might affect Belgium, the Netherlands and Luxembourg.

**Norway** reported that its *National Risk Analysis* examines a selection of disruptive events with disastrous consequences for society<sup>13</sup>. In 2015, **Georgia** adopted the *National Threat Assessment Document* to identify hazards and inform the country's *Disaster Risk Reduction Capacity Assessment Report*. The **Russian Federation** prepares an *Atlas of Natural and Man-Made Risks and a Climate Doctrine* which work includes comprehensive assessments with the exception of areas managed by public-private sector cooperation. **The Netherlands** conducts a national risk assessment that considers all hazards, including cybersecurity and jihadism.

**Montenegro** is in the process of developing a national risk assessment with a target completion date of year-end 2017. **Belgium** initiated a process of national risk analysis in 2015 and is awaiting official certification by political authorities. Belgium has completed a more limited assessment, addressing climate adaptation impact and vulnerability at both regional and national levels<sup>14</sup>.

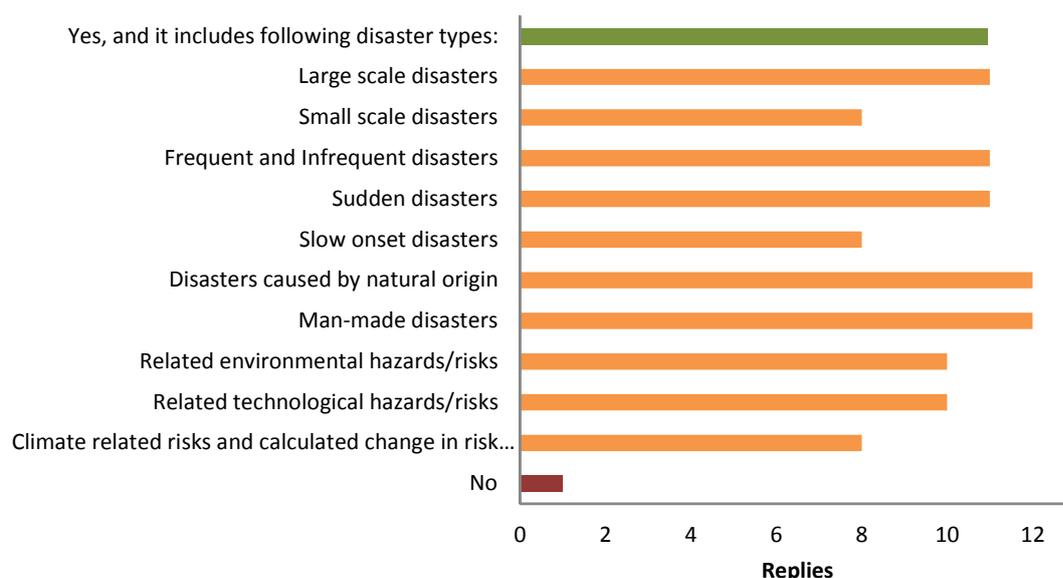
---

<sup>12</sup> From HFA national reports and EU from overview of national risk assessments

<sup>13</sup> <http://www.dsb.no/no/toppmeny/Publikasjoner/2013/Tema/National-risk-analysis-2013/>

<sup>14</sup> <http://climate-adapt.eea.europa.eu/countries-regions/countries/belgium>

## Has there been a National Risk Assessment undertaken?



Has there been a National Risk Assessment undertaken?	BEL	CZE	GEO	GRC	LUX	MNE	NLD	NOR	RUS	SRB	SVN	SWE	TUR
<b>Yes and it includes following disaster types:</b>		x	x	x	x		x	x	x	x	x	x	x
Large scale disasters		x	x	x	x		x	x	x	x	x	x	x
Small scale disasters		x	x		x		x		x	x		x	x
Frequent and Infrequent disasters		x	x	x	x		x	x	x	x	x	x	x
Sudden disasters		x	x	x	x		x	x	x	x	x	x	x
Slow onset disasters		x	x				x		x	x	x	x	x
Disasters caused by natural origin		x	x	x	x	x	x	x	x	x	x	x	x
Man-made disasters		x	x	x	x	x	x	x	x	x	x	x	x
Related environmental hazards/risks		x	x		x	x	x		x	x	x	x	x
Related technological hazards/risks		x	x		x	x	x		x	x	x	x	x
Climate related risks and calculated change in risk patterns		x					x	x	x	x	x	x	x
No		x											

The Baseline Survey also asked if countries had national capability assessments. The responses indicated that the most common areas for capability assessments were legislation and regulation, followed by risk assessment. Some countries have undertaken more limited capability assessments in targeted areas, such as disaster preparedness and response, on leadership and DRR, on stakeholders' roles and capabilities, and on financial capacity. **Luxembourg**, which is in the process of preparing its National Platform, plans to undertake a national capability assessment in 2018.

## National Focal Points and National Platforms for DRR

To be responsive to reporting on DRR as required under the Hyogo, and now the Sendai Framework, national governments appoint focal points to serve as official contacts to UNISDR and EFDRR and

assume responsibility for monitoring and evaluating DRR work. In December 2015 there were 43 designated HFA Focal Points in the region, typically a person with a technical background working in a civil protection agency or Ministry of the Interior.

Another key component of DRR capacity are the National Platforms, the official bodies that coordinate DRR work within countries. Over the ten-year period of the HFA, Europe substantially increased the capacity for disaster risk reduction work as evidenced by the growth in the number of National Platforms from 9 to 27 (including Armenia).<sup>15</sup>

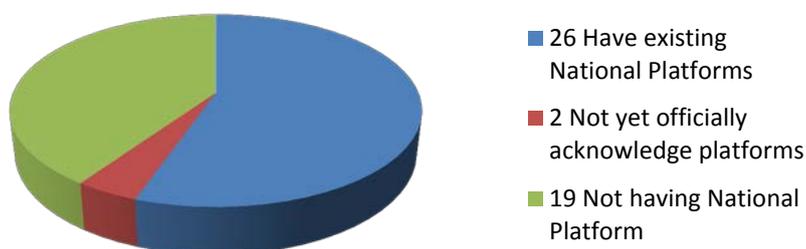
The Sendai Framework places an even greater emphasis on strengthening disaster risk governance than was the case with the Hyogo Framework. The Sendai Framework also explicitly identifies the need to include all stakeholders within national platforms for disaster risk reduction and the need for each country to have a designated national focal point for reporting on the implementation of the Framework<sup>16</sup>.

To be responsive to this shift in focus, some countries are appointing new national focal points while others are restructuring their national platforms to include additional stakeholders. From December 2015 to the present date, the number of focal points in Europe has increased from 16 to 26, with countries such as **Belgium, Estonia** and **Luxembourg** appointing DRR focal points for the first time. It is clear that DRR is being addressed from a higher strategic level within countries that have made this change.

Since the conclusion of the Hyogo Framework, when Europe had 26 National Platforms officially recognized by the UN, three countries, **Belgium, Luxembourg** are in the process of securing government endorsement of their newly formed National Platforms. This leaves 18 countries without an official National Platform for DRR: **Albania, Andorra, Austria, Cyprus, Denmark, Estonia, Georgia, Iceland, Ireland, Israel, Latvia, Liechtenstein, Lithuania, Malta, Moldavia, Romania, San Marino, Slovakia and Ukraine**.

Within the region, the level of capacity and authority of the National Platform varies widely. Some of the National Platforms in Europe are well developed on a technical level but are not yet strongly supported at the ministerial level. At the same time, several countries, including **Germany** and **Sweden**, with well-established national platforms, are in the process of reorganizing and it is not yet clear the form that they will take.

**Number of official National Platforms in Europe**

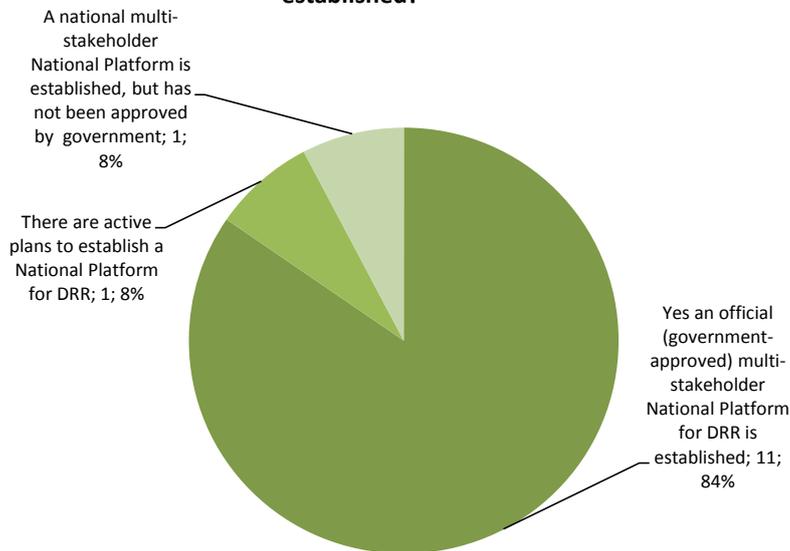


<sup>15</sup> Implementing the Hyogo Framework for Action in Europe: Advances and Challenges 2005 – 2015, UNISDR 2015

<sup>16</sup> Sendai Framework for Disaster Risk reduction 2015-2030, paragraph 27 (g)

Eleven of the 13 countries that completed the Baseline Survey (**Czech Republic, Greece, Luxembourg, Montenegro, The Netherlands, Norway, Russia, Serbia, Slovenia, Sweden, and Turkey**) have official multi stakeholder National Platforms established. **Belgium, Luxembourg** have National Platforms established but not yet recognized within the UN system. **Georgia and Romania** have active plans to establish a National Platform.

**Is there an official multi-stakeholder National Platform for DRR established?**



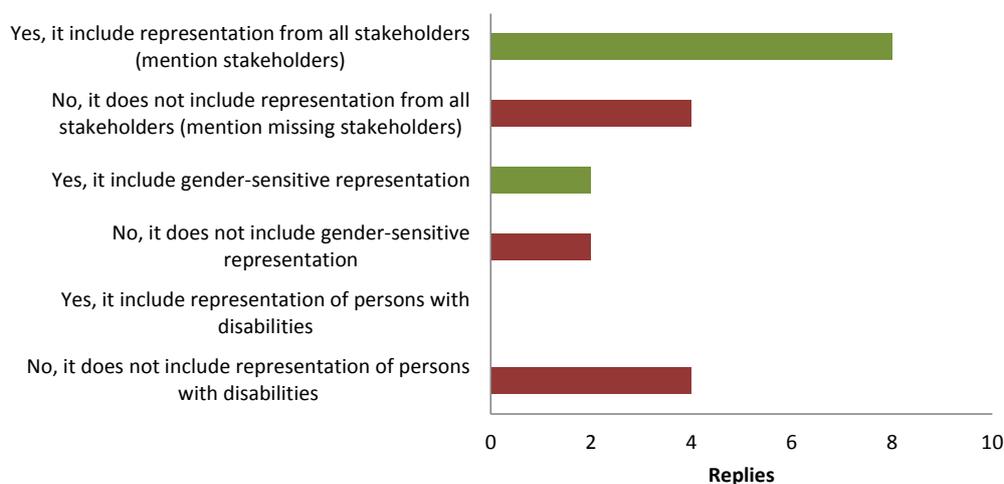
The level of capacity offered by the 11 reporting countries with National Platforms varies widely. The National Platform of the **Czech Republic** was established as an advisory body, with an NGO structure within the Ministry of the Environment. **Norway** reported that its National Platform is established but not yet endorsed by the the government. The National Platform includes representation of government authorities in the core group, while NGOs and the private sector are invited to participate in biannual open meetings and conferences.

Within **the Netherlands**, the National Platform has a governing structure that convenes stakeholders representing related organizations; for example, the Ministry of Foreign Affairs participates in the Platform in its own capacity while also representing “Partners for Resilience” such as Cordaid, the Dutch Red Cross, Wildlands, Care and the Red Cross and Red Crescent Climate Centre.

The **Belgian** National Platform, which is not yet official, plans to include the largest possible group of civil society actors (including appropriate representation of gender and persons with disabilities).

The newly established National Platform in **Luxembourg** is an official (government-approved) multi-stakeholder National Platform for DRR (that will be officially announced to UNISDR). At the beginning, the National Platform includes the most important government stakeholders: Ministry of State (High Commissioner of National Protection), Ministry of Health (Directorate of Public Health), Ministry of Environment, Ministry of Labor (Inspection of Labor), Ministry of Sustainable Development , Infrastructures (Directorate for Spatial Planning and the National Meteorological Services), Ministry of Foreign Affairs (Directorate of Cooperation and Humanitarian Affairs), and the Ministry of Interior (Rescue Services Agency). Other, non-government actors, are not yet represented in Luxembourg’s National Platform.

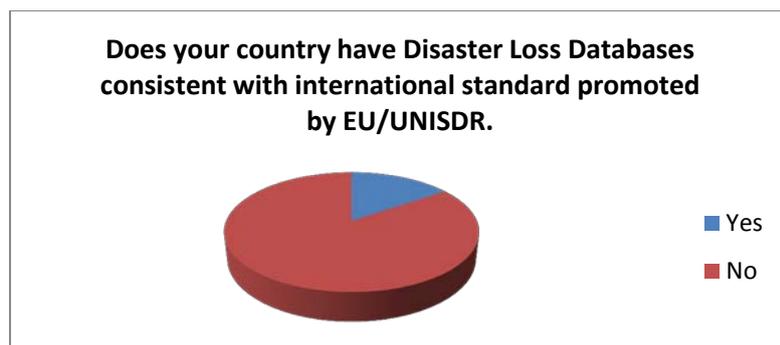
**If there is a National Platform, does it include representation from all stakeholders, gender-sensitive representation and representation of persons with disabilities?**



### Disaster Loss Data

At the conclusion of the Hyogo Framework for Action, roughly half (23 of the 47) of the countries in Europe had reported to the HFA Monitor that they had established disaster loss databases. Most of them satisfied the guidance from UNISDR with respect to data collection methods and covered risks.

Four of those countries were using Desinventar and one additional country reported that it used Desinventar for flood data only. Five of the 13 countries (Czech Republic, Serbia, Slovenia, Sweden and Turkey) completing the Baseline Survey have nationally authorized disaster loss databases in place but only two of those countries (Serbia and Turkey) use disaster loss databases consistent with the international standard promoted by EU/UNISDR.



**Georgia** has sectorial disaster loss collection guidelines/methodologies within various ministries/agencies. The **Czech Republic** reported that it uses a database of fires that includes losses<sup>17</sup> ; it also participates in the European database of major accidents, e-MARS<sup>18</sup>.

**Montenegro** has national and local commissions to track disaster losses and is continuing work to establish disaster loss databases. Disaster loss databases exist in **Greece**, but they are maintained by different individual public entities, rather than in a nationally integrated system.

<sup>17</sup> <http://www.hzscr.cz/clanek/statistical-yearbooks.aspx>

<sup>18</sup> <https://emars.jrc.ec.europa.eu/>

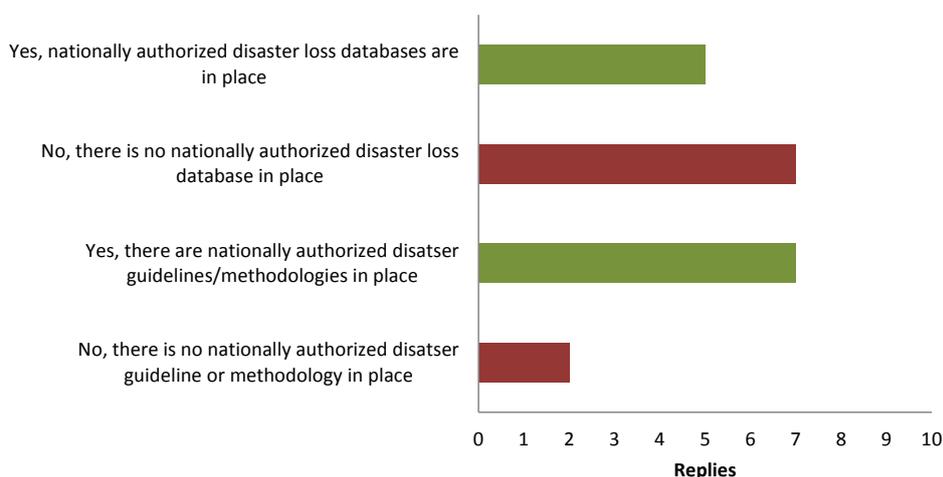
**Norway** and the **Russian Federation** report that they have no nationally authorized disaster loss databases in place and **the Netherlands** answered that “there is no nationally authorized disaster loss database in place, and there are no disaster losses. The last disaster was the flooding in 1953.” **Slovenia’s** Administration for Civil Protection and Disaster Relief was one among the first organizations in Europe that established a national disaster loss database.

**Belgium** is working diligently to build capacity to implement the Sendai Framework. The country currently uses the EM-DAT and an epidemiology database but with limited scope. Belgium’s Federal Bureau for Planification is creating indicators for measuring disaster losses, within the framework of implementing the Sustainable Development Goals. The National Platform is welcoming new stakeholders, including NGO’s, as it awaits official government approval. Meanwhile, in response to the recent terrorist attacks, the government has enacted a national strategy on terrorism; effectively, a response to man-made-disasters, taking into consideration the impact of the closure of Brussels Airport on the local and national economy.

**Serbia** is using UNISDR’s DESINVENTAR disaster loss database, while the Sector for Emergency Management has established a database of some 1485 hazardous events (to which it contributed approximately 61.6% of the data) occurring in Serbia from 1986 through 2013. Regional authorities contributed 20.2% of the disaster loss data and 18.2% was gathered from other sources. Half of the data entries relate to fires and forest fires.

Prior to the establishment of EU and UNISDR standards for disaster loss databases, **Sweden** developed one of its own. The Swedish Civil Contingencies Agency develops and maintains a number of reporting systems, databases and web applications, such as for the response of local fire brigades, as well as for chemical emergencies, major incidents, natural disasters and fatal fires.

**Are there any nationally authorized disaster loss databases and/or disaster guidelines/methodologies in place?**

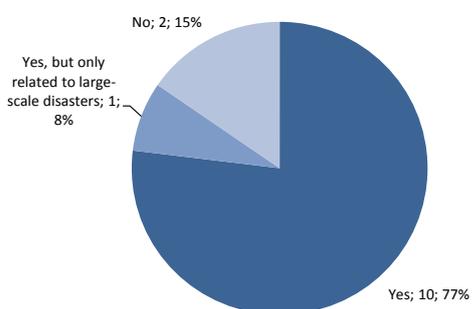


Are there any nationally authorized disaster loss databases and/or disaster guidelines/methodologies in place?	GEO	SWE	MNE	NOR	SVN	CZE	BEL	GRC	SRB	RUS	LUX	TUR	NLD
<b>Yes, nationally authorized disaster loss databases are in place</b>		x			x	x			x			x	
<b>No, there is no nationally authorized disaster loss database in</b>			x	x		x	x			x	x		x

place

Yes, there are nationally authorized disaster guidelines/methodologies in place	x	x		x	x		x	x		x
No, there is no nationally authorized disaster guideline or methodology in place			x			x				

Is it obligatory for local and national government to systematically record disaster losses?



## Focus Area 2: Mainstreaming and Integrating DRR in Key Sectors

The Road Map for the implementation of the Sendai Framework in Europe places an emphasis on designated core activities for the initial years of work. Specifically, in the first five years, the EFDRR will emphasize core activities to support national and local level actions related to climate change adaptation, management of environmental and natural resources, improved coordination with the private sector for disaster resilience and protection of critical social infrastructure. The Baseline Survey captured information from the countries as to development in these areas since the conclusion of the Hyogo Framework.

### National Strategies for DRR and Climate adaptation

One of the priorities in the EFDRR Road Map is to support the development or review of national and local-level strategies for DRR according to Sendai Framework (target 5, paragraph 18 (e)) “to substantially increase the number of countries with national and local DRR strategies by 2020”. To ensure the development of national and local strategies, both risk assessments and disaster loss databases have been identified as essential building blocks as the integration of disaster risk reduction in different sectors such as climate change, land use planning, environment, private sector, health and when it comes to persons with disabilities.

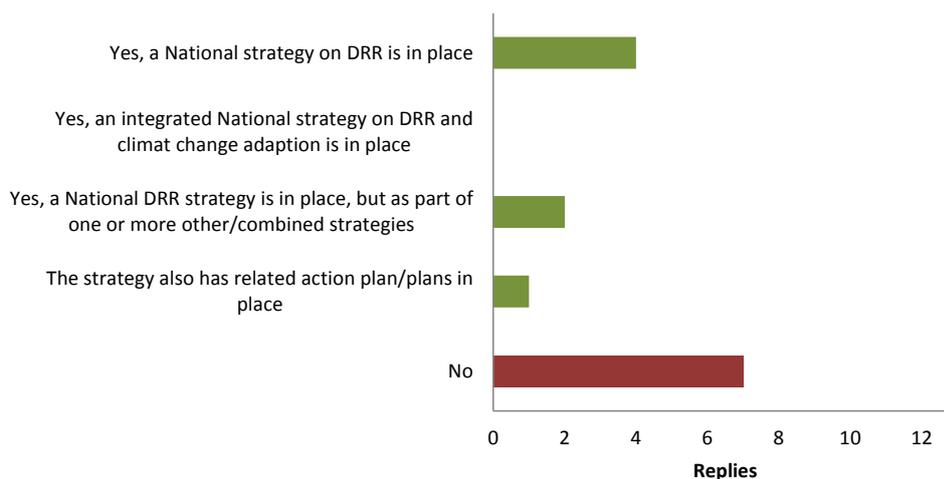
The Sendai Framework calls for national DRR strategies and plans to be in place by 2020. Within the region, there is a wide range of different strategic and hazard- or sector-specific plans in place. These

include emergency action plans, national development plans, sector strategies, civil protection plans, national strategy protection against natural hazards, civil defence plan, national earthquake strategy and action plan, poverty reduction plans, etc. UNISDR has concluded that countries need strong support to develop national strategies for DRR and that it must be very clear on the expectations of the Framework. Climate change adaptation strategies are part of disaster risk reduction approaches.

Today, approximately half of the European countries have climate change adaptation strategies in place. This is a significant increase from 2005 when only one country in Europe, Finland, had an explicit climate adaptation strategy<sup>19</sup>. The level of progress achieved in developing climate change adaptation strategies over the past 11 years illustrates that it takes time for countries to develop strategies and that such work must be prioritized and anchored on highest level. This is the challenge for EFDRR and all partners to support and work for the integration of climate, Agenda 2030 and the implementation of the Sendai Framework while supporting national development.

Four of the responding countries (**Czech Republic, Greece, The Netherlands, and Serbia**) already have special national strategies on DRR in place. In **Norway** the national DRR strategy is outlined in the *Civil Protection and Emergency Planning* white paper. In the **Russian Federation**, national DRR strategy forms part of the national security strategy.

### Is there a National Disaster Risk Reduction strategy in line with Sendai Framework in place?

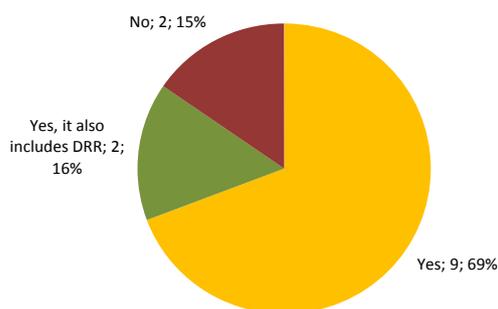


**The Netherlands** reports that its national DRR strategy has related action plans in place covering all hazards, all government and all society. Work is ongoing to reconsider of the *2007 Strategy of National Safety and Security*, a project with six goals from which three has emphasize local safety and three are aimed at the national level, based on threat and risk analysis.

Ten countries have national climate change adaptation strategies are in place: **Belgium, Greece, Luxembourg, Montenegro, The Netherlands, Norway, Russia, Serbia, Sweden and Turkey**. The *Climate Doctrine of the Russian Federation* is the term used for climate change adaptation strategies in that country. In **Greece** every municipality and region has climate and DRR strategies and plans and there is coherence between all levels. In 2016, **Georgia** began to develop its *National Climate Adaptation Plan*. **Slovenia** has prepared its national climate change strategy to be adopted very soon.

<sup>19</sup> *Europe Adapts to Climate Change: Comparing National Adaptation Strategies*. PEER Report No 1. Helsinki: Partnership for European Environmental Research (2009)

**Is there a national Climate Change Adaptation Strategy in place?**



Is there a national Climate Change Adaptation Strategy in place?	GEO	SWE	MNE	NOR	SVN	CZE	BEL	GRC	SRB	RUS	LUX	TUR	NLD
<b>Yes</b>		x	x	x			x	x	x	x	x	x	x
<b>Yes, it also includes DRR</b>		x				x							
<b>No</b>	x				x								

In 2016, **Georgia's** Office of the State Security and Crisis Management Council developed the *National Disaster Risk Reduction Strategy and Action Plan* for adoption by the government by year-end. The strategy and action plan are in compliance with the Sendai Framework and include all threats identified in the National Threat Assessment Document. Based on the March 2015 law on national security policy planning and coordination, following adoption of the *National Disaster Risk Reduction Strategy and the Action Plan*, all local municipalities are obliged to adopt local strategies and action plans in compliance with the national strategy and plan. In September 2015, the government adopted a national plan for civil protection that allocates 2% of local budgets for emergency activities, designated the "DRR budget". Once the national disaster risk reduction strategy is adopted, Georgia's Office of the State Security and Crisis Management Council will develop the monitoring process.

**Luxembourg** does not have a single national DRR strategy; however, DRR strategies are in place within specific sectors, as part of one or more combined strategies, such as in respect to flood risk management. Sector specific local protection measures are in place to deal with extreme threats such as nuclear accidents and pandemics. Some municipalities (namely, those that are confronted with flood risk and are part of regional flood risk management partnerships) have DRR strategies in connection with flood risk management. There is clear coherence between local and national DRR strategies and plans, but only for flood risk management. Luxembourg has 3 trans-boundary partnerships with neighbouring countries Belgium and the Netherlands.

The task drawing up a national DRR strategy is one of the deliverables of the Belgian focal point upon completion of the Belgian National Platform. Most DRR planning efforts in **Belgium** are concentrated on the national climate adaptation plan<sup>20</sup>. There is no coherence in DRR strategies, plans and management between local, municipal, national, trans-boundary or regional levels, with the exception of coordination within the Benelux countries for climate adaptation.

**Montenegro's** Ministry of Interior - Directorate for Emergency Management, acting in close cooperation with other relevant state institutions, formed working groups to develop its national disaster risk reduction strategy. The country plans to have its national DRR strategy in place by the

<sup>20</sup> <http://climate-adapt.eea.europa.eu/countries-regions/countries/belgium>

end of 2017 in accordance with the accession of Montenegro to the EU. There is a national climate change adaptation strategy in place for 2015 – 2010 as well as emergency response plans for search and rescue for twelve types of hazards.

The **Czech Republic** lacks a national DRR strategy but it does have government approved strategies on security<sup>21</sup> and climate change<sup>22</sup>. **Greece** reported that it has strategies for public risk awareness including school education on self-protection. **Serbia** has made significant efforts in recent years to develop a climate change adaptation strategy.

**Slovenia** has elements of a national DRR strategy, covered within the *National Program for the Protection Against Natural and Other Disasters* for the period 2015-2022 (in final stage of adoption). The country has not yet adopted a standalone DRR strategy in line with Sendai Framework and it is currently preparing its national climate change strategy.

**Sweden** does not yet have a holistic national strategy for DRR (including climate change adaptation). However, Sweden has strong DRR legislation that the national, county and local level governmental bodies implement. Sweden has also developed some national strategies that are related to DRR. One example is the *National Strategy and Action Plan for the Protection of Vital Societal Functions and Critical Infrastructure*. While there are no national and local DRR strategies at this time in Sweden, there is coherence between local and national plans, such as risk assessments and action plans.

To summarize the findings of the Baseline Survey: all countries have either related national strategies or are working on different types of strategies, either as single strategies for DRR, strategies on climate adaptation or on critical infrastructure and the other strategies might be combined with national DRR strategy. Some countries have requested support from UNISDR on DRR strategies to meet the expectations related to the Sendai Framework. It is clear that most countries see the value of the anchoring DRR at the political level and to use national strategies as steering and coordination mechanisms. Countries see the importance of both the final national DRR strategies as well as the coordinated process to develop them and to discuss and agree on priorities.

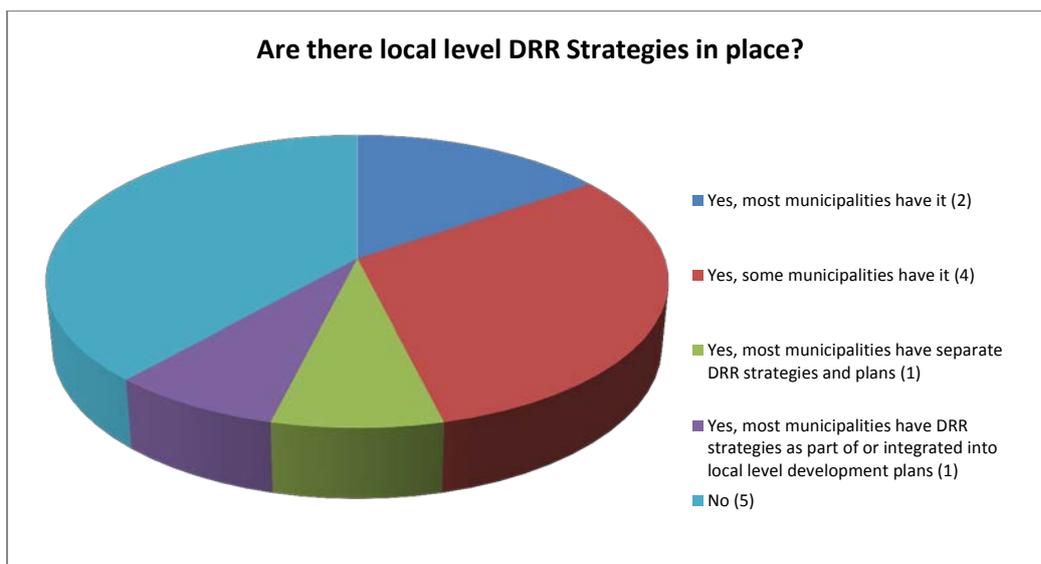
## Local Strategies for DRR

The responding countries employ a wide variety of local strategies for DRR. In seven of the responding countries, it is compulsory to have local level DRR strategies in place. The remaining five countries have no local strategies for DRR in place. Only the **Czech Republic** answered that most municipalities also have local level DRR strategies in place. Every municipality and region in **Greece** has DRR strategies and plans.

---

<sup>21</sup> Security Strategy of the Czech Republic Conception of population protection The Strategic Framework for Sustainable Development of the Czech Republic State Environmental Policy of the Czech Republic 2012 – 2020

<sup>22</sup> Strategy on Adaptation to the Climate Change in the Czech Republic Strategy of Environmental Security 2016 - 2020



Following the March 2015 adoption of the law on national security policy planning and coordination, municipalities within **Georgia** are required to adopt a local disaster risk reduction strategy with an action plan that is in compliance with the national disaster risk reduction strategy and action plan. The **Russian Federation** reported that most municipalities have separate DRR strategies and plans. In **Norway** most municipalities have DRR strategies integrated into local development plans with plan coherence between local, municipal and national levels.

Some municipalities within **Belgium, Luxembourg, Serbia** and **Turkey** have DRR strategies in place at the local level. In Belgium, for example, the city of Antwerp has a substantive DRR strategy to address flooding, heat islands and storm surges. The Flemish Government drafted a DRR strategy for the coastal areas with respect to floods and storm surges. Implementation of the strategy is underway with the construction of the necessary coastal infrastructure (dykes). In another Belgian example, the capital city Brussels has DRR plans regarding former industrial sites.

Is it by legislation compulsory to have local level DRR strategies in place?	GEO	SWE	MNE	NOR	SVN	CZE	BEL	GRC	SRB	RUS	LUX	TUR	NLD
Yes	x					x		x	x	x		x	x
No		x	x	x	x		x				x		

The Government of **Serbia** initiated a review of the existing guidelines on the methodology for development of risk assessments of natural and other disasters, which also addressed protection and rescue plans in emergency situations<sup>23</sup>. The review identified shortcomings in terms of the applications of risk assessments at both national and local levels. A needless complex process was slowing the performance of risk assessments. The follow-on analysis of completed risk assessments at local level found that only 11 municipalities gained the approval of the responsible authority within the Ministry of Interior. The regulations were subsequently amended to streamline and simplify the assessment process. At the same time, expert level meetings convening all relevant institutions with DRR responsibilities are underway to share knowledge and develop different risk scenarios.

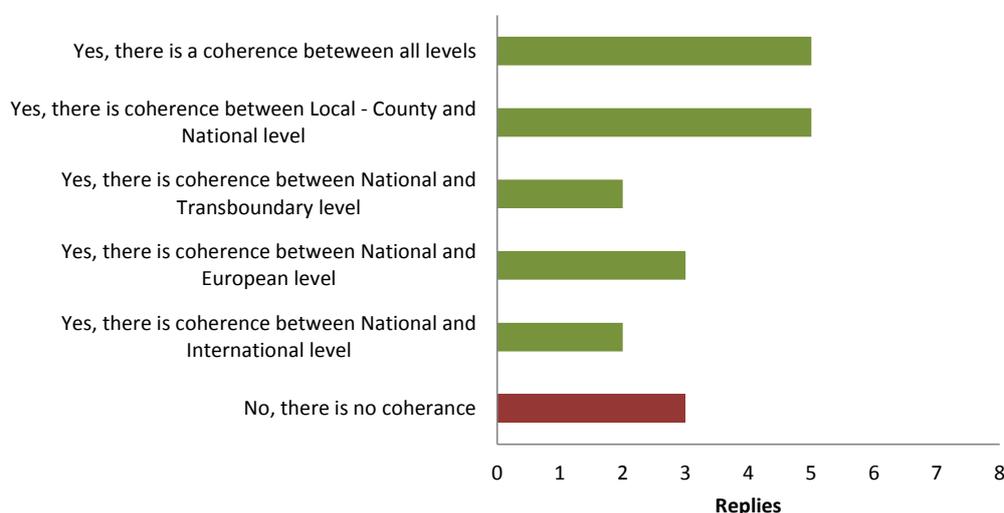
**Sweden's** Planning and Building Act requires municipalities to avoid risk-prone areas for site construction irrespective of whether or not there was a disaster there in the recent past. The

<sup>23</sup> "Official Gazette of the Republic of Serbia" No. 96/2012

Swedish National Board of Housing, Building, and Planning provides information about how to build safely, taking risks into consideration. The law requires that approval for site development must take health and safety, hazards, such as flooding and erosion, into consideration. The approval process determines the suitability of the site for development. The building regulations also require that the proposed construction be adapted to the characteristics of the site. If the land needs special mitigation actions such as piling, stabilization with limestone pillars, special foundations, etc. then those actions must be undertaken irrespective of the building type.

Ten of thirteen countries reported that DRR strategies, plans and management are coherent between local, national, regional, and international levels. Of the three remaining countries, **Georgia** reported that once it adopts its national risk reduction strategy and associated action plan, there will be coherence on national and international levels, as the strategy and plan align with the Sendai Framework.

**Is there coherence in DRR strategies, plans and management between local - county - national - transboundary - European and International levels?**

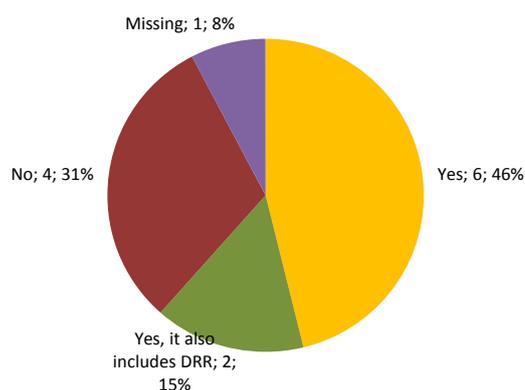


Is there coherence in DRR strategies, plans and management between local - county - national - transboundary - European and International levels?	GEO	SWE	MNE	NOR	SVN	CZE	BEL	GRC	SRB	RUS	LUX	TUR	NLD
<b>Yes, there is a coherence between all levels</b>		x				x		x	x				x
<b>Yes, there is coherence between Local - County and National level</b>		x		x						x	x	x	
<b>Yes, there is coherence between National and Transboundary level</b>										x	x		
<b>Yes, there is coherence between National and European level</b>					x							x	x
<b>Yes, there is coherence between National and International level</b>												x	x
<b>No, there is no coherence</b>	x		x				x						

## Protecting Critical Infrastructure and Public Services

The Hyogo Framework did not specifically address the need for ensuring resilience of essential public services. The Sendai Framework underscores the importance ensuring resilience in developing new infrastructure and of retrofitting existing infrastructure<sup>24</sup> to be resilient. The survey responses revealed that most countries have national strategies or plans in place for the protection of critical infrastructure and essential public services. However, only two countries, the **Czech Republic** and the **Russian Federation**, answered that those plans includes disaster risk reduction.

Is there a national strategy/plan for the protection of critical infrastructure/basic services in place?



In respect of protecting critical infrastructure, the Czech Republic refers to its *Crisis Management Act N. 240/2000* while the Russian Federation cites its *National Action Plan for Disaster Prevention and Recovery* as addressing these needs. Other countries are developing plans to integrate DRR within critical infrastructure protection requirements. **Serbia**, for example, has convened a working group, while **Luxembourg** is drawing on existing elements to advance an overall national strategy relevant to critical infrastructure.

Is there a national strategy/plan for the protection of critical infrastructure/basic services in place?	GEO	SWE	MNE	NOR	SVN	CZE	BEL	GRC	SRB	RUS	LUX	TUR	NLD
<b>Yes</b>		X		X	X	X			X				X
<b>Yes, and it also includes DRR</b>						X				X			
<b>No</b>	X		X								X	X	
<b>Missing</b>								X					

Out of 13 countries 10 have contingencies plans in place for critical infrastructure. Also here the Czech Republic refers to the Crisis Management Act N. 240/2000 Coll and Russia refers to National Action Plan for Disaster Prevention and Recovery. In The Netherlands contingency plans is the responsibility of the private owner of infrastructure as well as in Luxembourg.

<sup>24</sup> Sendai Framework for Disaster Risk reduction 2015-2030 paragraph 33 (c)

Are there contingency plans for critical infrastructure/basic services/vital services in place?	GEO	SWE	MNE	NOR	SVN	CZE	BEL	GRC	SRB	RUS	LUX	TUR	NLD
Yes		x		x	x	x	x	x	x	x	x		x
No	x		x									x	

As the Sendai Framework emphasizes the promotion of resilient critical infrastructure as schools, hospitals and other health facilities<sup>25</sup>, the survey asked countries about regulations for such buildings. With the exception of **Belgium** and **Montenegro**, the countries responded that binding building regulations require that schools and health facilities must be located in safe sites.

Nine countries (all but **Belgium**, **Luxembourg**, **Montenegro**, and the **Netherlands**) have binding building regulations requiring that houses in hazard-prone areas be built to higher standards of resilience. **Sweden's** building regulations require that new construction be adapted to the characteristics of the site. If the land needs special mitigation measures such as piling, stabilization with limestone pillars or special foundations, then such measures must be taken irrespective of the type of building. **The Netherlands** requires uniformly high standards; **Belgium** needs to do further work in this area.

### Budget Allocations for Disaster Risk Reduction

Of the 47 countries covered by the UNISDR Regional Office for Europe, 4 are considered lower-middle income, 9 are upper middle-income and 35 are high-income countries (according to the World Bank criteria<sup>26</sup>). Thus resources are available for dedicated disaster risk reduction budget allocations. With the exception of **Montenegro**, all of the responding countries have national, local or sectorial budget allocations for DRR. The means by which allocations are determined and the purposes for which they may be invested vary widely by country, such that they are not comparable from one country to the next.

**Belgium**, for example, has dedicated funding for its newly adopted anti-terrorism plan. **Georgia's** DRR budget is set by law requiring 2% of local budgets be assigned to cover emergency activities. Within the **Czech Republic**, low severity/high frequency disasters are covered from budget allocations at the regional and municipal level and for extraordinary disasters, such as severe floods, at the sectorial level.

**Luxembourg** has only sector specific budget allocations, while the **Russian Federation** has national and local government programs that include funding to protect the of population and territories against disasters. **Sweden's** municipalities are responsible for financing prevention, preparedness and response. Sweden's Civil Contingencies Agency (MSB) administers the national budget for disaster mitigation to which municipalities may apply for support. However, each municipality must also pay part of the costs of disaster mitigation.

<sup>25</sup> Sendai Framework paragraph 33(c)

<sup>26</sup> <http://data.worldbank.org/income-level>

## Plans for Emergency Response and for Building Back Better in Recovery

All responding countries have emergency response plans in place. Ten out of 13 countries (all but **Belgium, Georgia, and the Netherlands**) also have plans in place to “build back better” in the recovery, rehabilitation and reconstruction phases. A common theme among survey responses emerged that countries recognize that planning for recovery is an area where there is significant room for improvement. Specifically, countries must attach the same importance to “building back better” post-disaster as they do to handling emergency situations and disasters. Countries must also consider land-use practices in the recovery phase, taking into consideration projected future climate impacts.

The survey responses suggest that countries have made more tangible progress with emergency response plans than with planning for post-disaster recovery plans. **Georgia’s** National Plan for Civil Protection was adopted on September 24, 2015, six months after the adoption of the Sendai Framework. The Plan is based on information bulletins published annually by the National Environmental Agency, the Ministry of Infrastructure and Regional Development.

In **Sweden** the municipal fire and rescue departments are responsible for completing emergency response plans. The Planning and Building Act requires municipalities to avoid construction in risk-prone areas even if disasters have not occurred recently in such areas. The Swedish National Board of Housing, Building, and Planning provides information about safe building practices, taking risks into consideration. **Montenegro** has national plans for search and rescue for 12 different types of hazards.

In the **Czech Republic**, emergency response is governed by the Crisis Management Act and the main hazard, floods, are covered by the Water Act. **Luxembourg** reported plans to build back better for flood risk management. The Russian Federation’s National Action Plan for Disaster Prevention and Recovery and building codes require “building back better”. In **the Netherlands**, preventive measures, spatial planning and building codes are in place to ensure safety.

## Monitoring the Implementation of the Sendai Framework

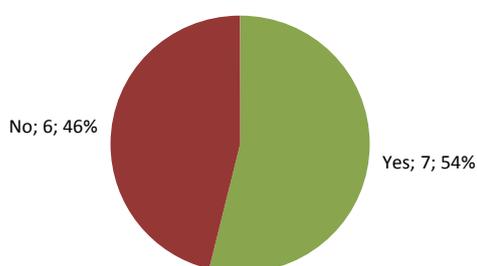
Seven out of thirteen responding countries (Czech Republic, Georgia, Greece, Montenegro, Norway, Serbia and Sweden) have developed plans to integrate into their national systems measures to monitor progress of the implementation of the Sendai Framework. Following the adoption of its national disaster risk reduction strategy, **Georgia** has tasked the Office of the State Security and Crisis Management Council to develop a process to assess progress. By contrast, **Sweden** is reorganizing its National Platform coordination for more effective monitoring of DRR work. Among the countries that have not yet developed such plans, **Luxembourg** reported that its National Platform, once constituted, will develop tracking metrics while the **Netherlands** is waiting for guidance from UNISDR. To be noted that The United Nations General Assembly endorsed the indicators to be used by countries to measure progress against the global targets of the Sendai Framework for Disaster Risk Reduction on 2 February 2017. **The first monitoring cycle of the Sendai Framework for Disaster Risk Reduction will be rolled out in January 2018.** Some Sendai Framework indicators are also measuring the Sustainable Development Goals. To support countries in these efforts, UNISDR has developed an online tool – **the Sendai Framework Data Readiness Review – which runs from 22 February and until 05 April 2017.** The Readiness Review will assist countries to

determine existing data gaps, and will assist stakeholders to tailor support to countries data capacity towards specific country needs.

**Finalizing the Data Readiness Review Survey will generate a country report**, which will be sent to you by email, and will also be made available on the UNISDR website.

A **global data readiness summary report** will be presented at the next Global Platform for Disaster Risk Reduction scheduled from 22 to 26 May 2017 in Cancun, Mexico. The report will prompt the **launch of a 'global partnership for disaster-related data for sustainable development'**. This multi-stakeholder effort will support countries in filling the data gaps identified in the data readiness review.

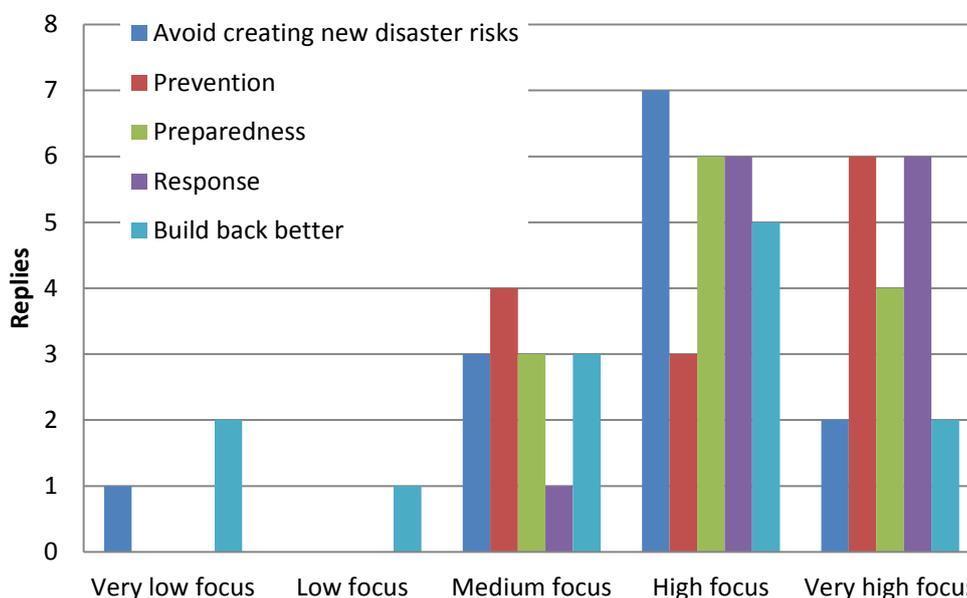
Is there a plan in place on how to integrate the future monitoring of Sendai Framework progress into national systems?



## Current Priorities, Future Plans and Other Relevant Processes

The survey asked countries to rank their current priorities for national DRR work and indicate if they anticipate any changes in the future. The responses were varied. Avoiding the creation of new risks is considered to be a very high focus area for **Georgia** and **the Netherlands**, but a very low focus in Belgium. Some countries, such as **the Netherlands** and the **Russian Federation** do not anticipate significant changes in priorities, while other countries, such as Belgium and **Luxembourg** answered that they still have to work this out. **Belgium** added that it hoped that the mapping exercise following the creation of its National Platform facilitate the development of DRR strategies and priorities. The following table and chart shows the responses for each country.

**Rate the main focus of the present national DRR work and comment if you foresee any major shifts or changes for the future, and also why it might change.**



Rate the main focus of the present national DRR work	GEO	SWE	MNE	NOR	SVN	CZE	BEL	GRC	SRB	RUS	LUX	TUR	NLD
Avoid creating new disaster risks	VHF	HF	MF	HF	HF	MF	VLF	HF	HF	HF	MF	HF	VHF
Prevention	VHF	VHF	HF	MF	HF	VHF	MF	HF	MF	VHF	MF	VHF	VHF
Preparedness	VHF	VHF	MF	HF	HF	VHF	HF	HF	MF	VHF	HF	HF	MF
Response	VHF	VHF	HF	VHF	HF	VHF	HF	HF	HF	VHF	HF	VHF	MF
Build back better	VHF	VHF	MF	MF	HF	MF	VLF	HF	HF	HF	LF	HF	VLF

Very high focus = VHF, High focus = HF, Medium focus= MF, Low focus = LF, Very low focus = VLF

**Sweden** commented that it is important that society is adequately prepared for whatever risk results in the next disaster. For this reason, it uses scenario analysis as a tool to challenge the society and the emergency preparedness system to identify vulnerabilities and capability gaps. Sweden also uses stakeholders’ risk and vulnerability analyses, evaluations of real events and exercises and other measures as other relevant input to identify vulnerabilities and capability gaps. Finally, Swedish authorities propose measures to mitigate the vulnerabilities and to close the capability gaps. By this process, the focus of the Swedish work within the national risk assessment has shifted from considering the most serious risk facing Sweden to defining the vulnerability to the risks and assessing if there is sufficient capability to prevent, prepare for and respond to the identified risks. The future focus for DRR will shift slightly from the technical process of risk assessment to a focus more on communication and dissemination of risk information, i.e. increased focus on how to aggregate and present risk information in such a way as to promote and encourage risk reduction actions.

## Selected Work to Advance the Implementation of the Sendai Framework

The survey asked each country to identify two to three achievements that contribute to the implementation of the Sendai Framework since its adoption in March of 2015. Most countries described ongoing work to develop new DRR strategies or plans; some are forming new National Platforms, while others are strengthening local level engagement, undertaking risk assessments or updating their legislation for coherence with the desired outcomes of the Sendai Framework.

The Czech Republic, Greece, the Netherlands, the Russian Federation and Sweden are among the countries reviewing their DRR strategies in the context of the Sendai Framework. The **Czech Republic**, for example, has approved two new policy documents: the *Actualization of Environmental Security 2016 – 2030* and the *Strategy on Adaptation to Climate Change in the Czech Republic*. **Greece** reported its achievements in developing strategies for public risk awareness and work on school education for self-protection guidelines.

As a result of re-assessing its *2007 Strategy on National Safety and Security*, **the Netherlands** developed a project to deliver six goals based on threat and risk analysis: three address safety at the local level and three address safety at the national level. The **Russian Federation** reported that it had adopted a national security strategy and is in the process of implementing national and local government programs to protect against disasters.

**Sweden's** Civil Contingencies Agency (“MSB”) has completed an assessment of how best to coordinate among the relevant DRR actors and work together more strategically. MSB utilizes the EU-mandated National Risk and Capacity Assessment as a process to guide Sweden's interagency, multi-sector disaster risk reduction work. The information gathered by MSB through stakeholder consultations, and the national assessment, informs a report defining the strategy to fulfill the aims of Sweden's related national legislation and the Swedish Forum for Disaster Risk Reduction.

Belgium and Luxembourg reported progress in establishing National Platforms. **Belgium** created its National Platform in March 2016 and is working with the national agencies to plan for the role of disaster risk reduction while designing Belgian indicators to monitor the implementation of the Sustainable Development Goals. **Luxembourg** is in the process of creating a National Platform while preparing an inventory of the current state of disaster risk reduction. The country has also created sector-specific response plans and is reinforcing measures of trans-boundary and international collaboration for preparedness and response.

**Turkey** reported achievements in strengthening legislative frameworks: specifically, Turkey has begun to address the Sendai Framework's Third Priority by enacting *Law No. 6306 Restructuring Areas at Risk of Disasters* in connection with urban risk reduction. This work has also included preparing disaster risk reduction plans at local and national levels. **Montenegro** has begun the process of developing its national risk assessment and aims for completion by the end of 2017.

**Slovenia** reported that elements of the Sendai Framework are included in its *National Programme for the Protection Against Natural and Other Disasters 2015 – 2022* (currently being adopted). In July 2015, just four months after the adoption of the Sendai Framework, Slovenia adopted an Action Plan to implement its national strategy, 2012 – 2020, for the health of children and adolescents in relation to the environment. The Action Plan also envisages the implementation of the national strategy to transition to a low carbon society by 2050 in line with the commitment of the Parma Declaration on climate change with measures to prevent negative impacts of climate change on health. Slovenia continues its work on urban disaster resilience, as Murska Sobota is the second

Slovenian city to join the “My city is getting ready” campaign while the municipality of Kamnik has been recognized as an example of best practice in the Resilient Cities campaign.

Following approval by the National Emergency Management Headquarters, acting as the National Platform for Disaster Risk Reduction, **Serbia’s** Sector for Emergency Management has taken measures to streamline its guidelines and accelerate the risk assessment process. Expert level meetings are organized with the relevant institutions to share knowledge and cooperate by addressing different risk scenarios. Serbia’s National Platform is also undertaking a review of all regulations governing risk assessment and protection and rescue plans in emergency situations.

## Additional Observations

The survey asked an open-ended question to learn if countries had other nationally or locally relevant processes, actions or reporting linked to disaster risk reduction. Most countries (8) replied yes and some elaborated on their activities, such as the **Czech Republic**, which has additional activities and actions linked to DRR at both national and local levels. The **Russian Federation** answered that it produces an annual report on the protection of the population and territories from disasters.

In **Sweden**, the twelve cities participating in UNISDR’s *Making Cities Resilient* Campaign has formed a network to improve the local implementation of the Sendai Framework. The participating cities are active in national and international work. Gothenburg was the pilot city for Sweden’s first transatlantic *Making Cities Resilient* exchange (this was done with New Orleans in the USA).

The survey also provided the opportunity for countries to share any additional information on issues, challenges, desired outcomes and priorities for the implementation of the Sendai Framework. **Belgium** remarked that the greatest challenge for its DRR focal point is to operationalize the work of its National Platform, transforming it into an effective network leading to practical results, mainstreaming DRR policies at regional and national levels. It must also identify effective partners, such as, for example, the City of Antwerp, which has its own plan to implement the Sustainable Development Goals. Belgium also expressed the view that the Benelux peer review scheduled for 2017 is an important activity to advance towards best practices.

**Sweden** asked that UNISDR engage all European countries in the work of the Sendai Framework and in active participation in the European Forum for Disaster Risk Reduction. Sweden is encouraged for greater participation of the Baltic countries, Iceland and Denmark. **Slovenia** looks forward to UN guidelines for national and local DRR strategies. **The Netherlands** is eager for the UNISDR Indicators to monitor progress, while **Turkey** encourages UNISDR to provide stronger support and guidance for countries as they implement the Sendai Framework.

Finally, to support the work of sector-specific disaster risk resilience, particularly with respect to minimizing the economic costs of business interruptions, UNISDR commissioned a report from the Economist Intelligence Unit<sup>27</sup> to provide additional insights.

---

<sup>27</sup> *Towards Disaster-Risk Sensitive Investments: The Disaster Risk-Integrated Operational Risk Model*, a study by the Economist Intelligence Unit, 2016.



## Annex I: Survey Questions

1. Country name
2. Contact information
3. Has a national risk assessment been completed?
4. Which is the main public ministry/authority/institution responsible for assessing overall disaster risk in the country?
5. Are there legislative and regulatory frameworks related to DRR?
6. Has an official multi stakeholder National Platform for DRR been established?
7. If there is a National Platform, does it include representation from all stakeholders, gender-sensitive representation and representation of persons with disabilities?
8. Has the country performed national capability assessments?
9. Are there any nationally authorized disaster loss databases and/or disaster guidelines/methodologies in place?
10. Is it mandatory for local and national government to systematically record disaster losses?
11. Does the country have in place a national disaster loss database consistent with international standard promoted by EU/UNISDR?
12. Is there a National Disaster Risk Reduction strategy aligned with the Sendai Framework?
13. Is it legally compulsory to have local level DRR strategies in place?
14. Are there local level DRR strategies in place?
15. Is there coherence in DRR strategies, plans and management between local – county - national – transboundary - European and International levels?
16. Is there clear coherence between local and national DRR strategies and plans?
17. Is there a national Climate Change Adaptation Strategy in place?
18. Is there a national strategy/plan for the protection of critical infrastructure/basic services?
19. Are there contingency plans for critical infrastructure/basic services/vital services?
20. Are there emergency response plans for effective response?
21. Are there National, local or sectorial budget allocations for DRR?
22. Are there plans on how to “Build Back Better” in recovery, rehabilitation and reconstruction?
23. Are there binding building regulations to locate health facilities and schools in safe sites?
24. Are there binding building regulations to require houses in hazard-prone areas be built to higher standards of hazard resilience?
25. Is there a plan in place on how to integrate the future monitoring of Sendai Framework progress into national systems?
26. Are there other nationally or locally relevant processes, actions and reporting. linked to Disaster Risk Reduction?
27. Rate the main focus of the present national DRR work and comment if you foresee any major shifts or changes for the future, and also why it might change.
28. List 2-3 selected key achievements of your country in contributing to the implementation of the Sendai Framework since its adoption on 18 March 2015.
29. Do you have any other comments on key issues, challenges, wishes and priorities for Sendai Framework implementation?

## Annex II: List of Respondents/European National DRR Focal Points

**Belgium** - Peter Verbrugghe, Advisor and Belgian DRR Focal Point, Federal Public Service of Foreign Affairs; E-mail address: [peter.verbrugghe@diplobel.fed.be](mailto:peter.verbrugghe@diplobel.fed.be); Telephone +0032 (2) 501.42.76.

**Czech Republic** - Dr. Marie Adamkova PhD., Senior Officer, Ministry of the Environment of the Czech Republic; E-mail address: [marie.adamkova@mzp.cz](mailto:marie.adamkova@mzp.cz) Telephone +420 267 122 885.

**Georgia** - Rusudan Kakhishvili, Senior Adviser to the National Crisis Management Center, Office of the State Security and Crisis Management Council of Georgia; E-mail address: [rkakhishvili@sscmc.gov.ge](mailto:rkakhishvili@sscmc.gov.ge); Telephone +995 32 2287833.

**Greece** – Dimitrios Kalyviotis, General Secretariat for Civil Protection/ International Relations and Volunteerism; E-mail address: [dkalyviotis@gscp.gr](mailto:dkalyviotis@gscp.gr); Telephone +30 210 3359 002 3.

**Luxembourg** - Dr. Michel Feider, First Counsellor of Government, Ministry of Interior, E-mail address: [michel.feider@mi.etat.lu](mailto:michel.feider@mi.etat.lu); Telephone: (+352) 247-74620.

**Montenegro** - Ljuban Tmusic, Head of Department for Civil Protection and Humanitarian Aid, Ministry of the Interior-Directorate for Emergency Management; E-mail address: [ljuban.tmusic@mup.gov.me](mailto:ljuban.tmusic@mup.gov.me); Telephone +382 67 9 112 033.

**The Netherlands** - Corsmas L.P.M. Goemans MSc; Senior Policy Advisor for Crisis Management and Disaster Relief, Ministry of Security and Justice; E-mail address: [c.l.p.m.goemans@nctv.minvenj.nl](mailto:c.l.p.m.goemans@nctv.minvenj.nl); Telephone: +31 70 751 50 50.

**Norway** - Erling Kvernevik, Senior Adviser, Norwegian Directorate for Civil Protection, E-mail address: [erling.kvernevik@dsb.no](mailto:erling.kvernevik@dsb.no); Telephone +47 9004 7415.

**Russian Federation** - Irina Oltyan, Chief of the Research Centre, All-Russian Scientific Research Institute for Civil Defense and Emergencies; E-mail address: [irenaoltyan@mail.ru](mailto:irenaoltyan@mail.ru); Telephone: +7(499) 995-5635.

**Serbia** - Ivan Baras, Assistant Head of Sector for Emergency Management, Ministry of the Interior; E-mail address: [ivan.baras@mup.gov.rs](mailto:ivan.baras@mup.gov.rs); Telephone: +381 11 2741 101.

**Slovenia** - Katja Banovec Juroš, Development Engineer, National Focal Point for Sendai Framework for Action; E-mail: [katja.banovec.juros@urszr.si](mailto:katja.banovec.juros@urszr.si); Telephone +3 86-1-471-32-55.

**Sweden** - Janet Edwards, National Agency Coordinator, Swedish Civil Contingencies Agency (MSB); E-mail address: [janet.edwards@msb.se](mailto:janet.edwards@msb.se); Telephone +46 010-240-5108.

**Turkey** - Dr.Fuat Oktay, President, Turkish Disaster and Emergency Management Authority (AFAD); E-mail address: [fuat.oktay@afad.gov.tr](mailto:fuat.oktay@afad.gov.tr); Telephone +903122582323.