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DRAFT PROGRAMME OUTCOME DOCUMENT TENTATIVELY ENTITLED "BUILDING
THE RESILIENCE OF NATIONS AND COMMUNITIES TO DISASTERS: ELEMENTS
FOR A PROGRAMME OF ACTION, 2005-2015"
(9 August 2004 Draft Version)

Note by the secretariat

This document is the 9 August 2004 draft version of the proposed programme outcome
of the World Conference on Disaster Reduction (WCDR), prepared on the basis of the
31 May 2004 draft ("Building the resilience of nations and communities to disasters, in
support of sustainable development", tentative title), itself compiled from inputs, during
and after the first session of the Preparatory Committee to the secretariat paper entitled
"Proposed Elements of the Programme Outcome of the WCDR"(A/CONF.206/PC(I)/4).

The document draws on the comments submitted by Member States and other
stakeholders on the 31 May 2004 draft. It has been prepared by the secretariat, under the
guidance of the Rapporteur of the Bureau for the preparation of the WCDR.

I.   Preamble

1.   The number and scale of natural disasters and their increasing impact in recent years have resulted in massive loss of life and long-term negative social, economic and environmental consequences for vulnerable societies throughout the world, in particular in developing countries. Natural disasters affect millions of people, degrading human security and hampering the achievement of sustainable development. Disasters and poverty compound each other in a vicious cycle. It is important to better address and understand the socio-economic activities that exacerbate the vulnerability of societies to natural disasters.

2.   The need to address vulnerability, risk assessment and disaster management is recognized in the Plan of Implementation of the World Summit on Sustainable Development in 2002 ("Johannesburg Plan of Implementation"), and the item "disaster management and vulnerability" is included in the multi-year programme of work of the Commission on Sustainable Development. Disaster management and prevention is regularly considered in the annual report of the Secretary General on strengthening the coordination of emergency humanitarian assistance of the United Nations. Water-related disasters have been recognized as a priority area to be tackled to achieve the Millennium Development Goals. The review of the Barbados Programme of Action, completed in Mauritius, January 2005, immediately prior to the WCDR, is an opportunity to link the two follow-up processes and assist in reducing the impact of disasters in Small Island Developing States (SIDS).

3.   The United Nations International Strategy for Disaster Reduction (ISDR) provides a vehicle for the continued cooperation and coordination among Governments, the United Nations system, other international organizations, regional organizations, non-governmental organizations and other parties, that is necessary to address effectively the impacts of natural disasters.

4.   The Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of Action ("Yokohama Strategy"), agreed in 1994, provides landmark guidance on reducing the impacts of natural disasters. The World Conference on Disaster Reduction, Kobe, Hyogo, Japan, 18-22 January 2005, was convened by decision of the General Assembly with objectives, *inter alia,* to conclude the ongoing review of the implementation of the Yokohama Strategy and to identify specific activities aimed at implementation of the relevant provisions of the Johannesburg Plan of Implementation on vulnerability, risk assessment and disaster management.

5.   Member States attending the World Conference on Disaster Reduction, have concluded that while considerable progress has been achieved in the implementation of the Yokohama Strategy since 1994, the number and scale of disasters generally have increased, and there remains an urgent need to take more systematic and concerted action to address disaster risks, in the context of sustainable development, with a special focus on Least Developed Countries (LDCs) and Small Island Developing States (SIDS).

6.   Natural disasters occur when communities or societies cannot cope with the effects of natural hazards, such as storms, floods, droughts, earthquakes, landslides, tsunamis, volcanic eruptions and wild land fires, either by themselves or in association with technological, biological and health hazards. The impacts of epidemics, in particular the effects of the

HIV/AIDS pandemic, and conflicts, especially in Africa, severely increase the vulnerability of people to natural hazards.

7.　　The Intergovernmental Panel on Climate Change (IPCC) has warned that the Earth's climate is likely to change over the decades to come, owing to increases in concentration of atmospheric greenhouse gases caused by human activity, with likely increases in temperature, sea levels and extreme weather events, such as droughts and intense rainfalls. The potential for increased disaster risks is an important motivation towards mitigating greenhouse gas emissions, while efforts to reduce disaster risk and improve disaster management are recognized as important elements of future climate change adaptation plans.

8.　　Accordingly, Member States are resolved, within their capacities and with a common and committed purpose, to strengthen the implementation of the International Strategy for Disaster Reduction and to take concrete steps over the next ten years to build the resilience of nations and communities to disaster, and to seek the following principal overall goals:

8.1 The substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries.

8.2 The integration of disaster risk considerations into sustainable development policies and into the development planning and programmes of national and local government.

8.3 The development of stronger institutions, mechanisms and community capacities that can systematically build resilience to natural hazards and disasters.

II.　　Objectives, priorities and targeted actions

9.　　On the basis of the deliberations of the World Conference on Disaster Reduction, and in particular considering the results of the review of the Yokohama Strategy and mindful of the Framework for Monitoring and Guiding Disaster Reduction that is described in the review, Member States decide that the achievement of the abovementioned principal overall goals should be guided by the following set of objectives and priorities.

10.　　Member States, organizations and other interested parties are invited to consider the objectives and priorities as elements of their approach to disaster reduction, and to pursue their chosen approach by identifying and implementing targeted actions, namely well-defined tasks that seek to achieve a specific result in a stated timeframe, as appropriate to their own circumstances and capacities.

10.1　　**Ensure disaster risk reduction is a national priority with a strong organizational and policy basis for implementation**

Countries that develop and strongly support risk reduction policies and administrative capacities are much more able to manage their risks, to achieve widespread engagement in risk reduction, and to secure necessary compliance with risk management measures.

Suggested priorities for action:

i.   Establish or strengthen National Platforms for disaster reduction, as requested by UN GA Resolution 58/215, as a means to coordinate policy and action on disaster risk and to maintain a broad based dialogue and awareness of responsibilities among the relevant sectors, public agencies and civil society.

ii.   Adopt or modify where necessary, legislation to support disaster reduction, including regulations and mechanisms to enable compliance; design implementation responsibilities at national through to local levels and across sectors and agencies; and promote good practices.

iii.   Support integrated disaster risk management systems with strong linkages and coordination across sectors and among prevention, mitigation, preparedness, response, rehabilitation and reconstruction activities at all levels.

iv.   Decentralize responsibilities for disaster risk management and risk reduction to sub-national authorities and communities, as appropriate, and encourage and empower local and vulnerable communities, including women, to participate in related decision-making processes.

v.   Integrate risk management and risk reduction into development policy and planning at all levels of government, including in poverty reduction strategies and sector and multi-sector policy and plans.

vi.   Promote and implement policies and action in support of UNFCCC efforts to mitigate climate change in order to prevent associated long-term increases in disaster risk.

vii.   Assess capacity needs for disaster risk management and risk reduction and develop plans for meeting ongoing and future capacity requirements.

viii.   Allocate necessary priorities and resources for disaster risk management and risk reduction in the relevant sections of plans and budgets at national and local levels.

10.2   Identify, assess and monitor disaster risks and enhance early warning

Knowledge of the hazards and the social, economic and environmental vulnerabilities that societies face, and of how these are changing both in the short-term and over the long term, is the starting point for reducing disaster impacts.

Suggested priorities for action:

i.   Complete, update regularly, and widely disseminate risk maps for the main natural hazards, including information on the vulnerabilities of communities and their infrastructure.

ii.   Analyse and report on the impact of natural hazards and disasters on social and environmental conditions, including public health, the displacement of people and the

maintenance of livelihoods, historic and cultural property, and environmental services, ensuring such analysis is gender-sensitive.

iii. Analyse and report on long-term changes and emerging issues that might raise or reduce risks, or weaken or strengthen capacities of authorities and communities to respond, such as climate change, technology growth, emerging diseases, land use change, slope deforestation and social change.

iv. Establish national and local systems to record, summarize and disseminate statistical information on disaster risks and disaster impact and losses.

v. Cooperate regionally to assess, monitor, and provide early warnings for regional or trans-boundary hazards, including through institutions for flood management in shared river basins.

vi. Support the development of infrastructure and technical capacities needed to observe, analyse and when possible predict natural hazards.

vii. Support databases and the free exchange and dissemination of data for assessment, monitoring and early warning purposes, both nationally and regionally as appropriate.

viii. Establish institutional capacities to ensure that early warning systems are well-integrated into government policy and decision making, including emergency management, and are subject to regular system testing and performance assessment.

ix. Develop people-centered early warning systems, whose warnings are timely and understandable to those at risk, recognizing diversity of circumstances such as age, gender and education, and which encompass guidance on how to act upon warnings.

x. Support the improvement of scientific capacities related to risk assessment, monitoring and early warning, such as the application of remote sensing and GIS technology, hazard modeling and prediction, and communication tools, including the translation of scientific information into practical guidance for sub-national authorities and local communities.

10.3 **Use knowledge, innovation and education to build a culture of safety and resilience**

Disasters can only be reduced if people are well informed and motivated towards a culture of resilience, which requires the generation and dissemination of relevant knowledge and information.

Suggested priorities for action:

i. Provide readily understood information on disaster risks and protection options, including relevant traditional and indigenous knowledge, to citizens especially in high-risk areas, that recognizes gender, age, poverty and other cultural and social factors, to motivate and enable people to take action to improve safety and build resilience.

ii.   Disseminate information on disaster reduction to youth, through formal and informal channels, including, as appropriate, education on disaster risk reduction in relevant curricula and the implementation of school based local risk assessment and response programmes.

iii.   Implement risk management training for civil servants and local leaders who are responsible for risk reduction and response and community welfare.

iv.   Strengthen the knowledge base and develop a cadre of experts through support of innovation, research and advanced education in disaster risk management and disaster risk reduction, and strengthen networks among disaster experts and disaster managers and planners across different sectors and different regions.

v.   Make use of information and communication technology to support disaster risk management more effectively, particularly for sharing and disseminating information appropriate for different categories of users.

vi.   Develop improved methods and knowledge on predictive risk assessments and cost benefit assessments of risk reduction actions and on how to incorporate these into decision-making processes at regional, national and local levels.

vii.   Undertake regular public information campaigns and public consultations at all levels of society and encourage the engagement of the media, in order to stimulate a culture of disaster prevention and strong community involvement.

viii.   Develop user-friendly directories, inventories and information-sharing systems for good practices, including low-cost and easy to use disaster reduction technologies, and for lessons learned on policies, plans and measures for disaster reduction.

10.4   **Reduce the underlying risk factors**

Disaster risks related to changing social, economic and environmental conditions, for example the concentration of population in high-risk areas, the impact of climate change and the destruction of forests and wetlands, need to be addressed in sector development planning and programmes as well as in post disaster and post conflict situations.

Suggested priorities for action:

i.   Encourage better planning, management and control of land use changes and development activities that can result in increases of disaster risk, such as deforestation, the destruction of wetlands and other eco-systems, and urbanization in hazardous areas.

ii.   Provide guidelines for the development of land-use policy and review existing policies to incorporate disaster risk.

iii.   Implement integrated resource management approaches that incorporate disaster risk reduction, including structural and non-structural measures, such as integrated flood management.

iv.   Include disaster risk assessments in urban development and management plans, in particular in all mega-cities at risk, including the identification of available land zones that are safe for human settlement.

v.   Include disaster risk assessment in rural development and management plans, in particular in mountains and coastal flood plains, including the identification of land zones that are available and safe for human settlement.

vi.   Include disaster risk as a factor to be considered in planning approval processes for infrastructure, industries and other major projects, including in environmental impact assessments and strategic policy assessments.

vii. Protect and improve critical public facilities, particularly schools, clinics, hospitals, water and power plants, communications and transport lifelines, private housing and buildings, and culturally important lands and structures, through proper design, retrofitting and re-building.

viii. Promote disaster reduction as a climate change adaptation strategy and enhance adaptation and adaptive capacity building to climate change including climate variability, including through the routine use of environmental and climatological information by planners, engineers, managers, and other decision makers.

ix.   Encourage the development of private sector financial risk-sharing mechanisms, particularly insurance and reinsurance for vulnerable populations and communities, such as those living in small-island developing states.

x.   Encourage the private sector to foster a culture of disaster prevention and to participate in disaster reduction activities.

xi.   Strengthen the implementation of social safety net mechanisms to support the recovery of the poor and other at-risk populations affected by disasters.

xii. Incorporate disaster risk reduction activities in post-disaster and post-conflict reconstruction and rehabilitation processes, including the development of capacities and long-term programmes development to reduce disaster risk.

xiii. Ensure that programmes to reintegrate internally displaced persons (IDPs), returnees and ex-combatants into civil life do not increase risk and vulnerability to natural hazards in the communities involved.

10.5   Strengthen disaster preparedness, contingency planning and community involvement in risk reduction

At times of disaster, the impacts can be substantially reduced if individuals and communities are ready to act and are equipped with the knowledge and capacities for effective disaster management.

Suggested priorities for action:

i.   Prepare or review and update national disaster preparedness plans, and strengthen the disaster preparedness plans of municipalities and communities in at-risk areas.

ii.   Integrate gender issues into all disaster management policies, plans and processes.

iii.   Establish and regularly test and maintain information systems necessary for early warning and response, and undertake regular disaster preparedness exercises, including evacuation drills, as appropriate to local needs.

iv.   Develop coordinated regional approaches, including regional operational mechanisms and communication systems, to prepare for and respond to disasters that span national borders.

v.   Review national and regional disaster management plans, laws and policies to ensure their integration and the facilitation and expediting of disaster response when required.

vi.   Develop and disseminate good practices in preparedness and emergency management, including more advanced methods for simulation of evacuation from high risk zones.

vii.   Promote dialogue and cooperative activities between emergency management personnel and disaster risk reduction personnel, to facilitate a more coherent approach to the management of disasters.

viii.   Encourage the establishment of a national emergency fund to support response and recovery measures, and include as an objective the long-term reduction of disaster losses.

ix.   Develop specific mechanisms, such as community-based disaster management, to engage the active participation of communities in disaster risk management and mitigation activities, and in consultations on policies and plans.

x.   Institutionalize community participation in risk management, with specific policies, networks, roles and responsibilities, supported by necessary authorities, resources and training.

xi.   Promote community initiatives towards resilient living conditions, including the establishment of community-based teams to work with local government in implementing small-scale risk reduction and risk management measures.

III.   Implementation, monitoring and evaluation

11.   *Member States* should undertake, within the capacities available to them and as appropriate to their particular circumstances, the following tasks at the national and local levels, in order to support the implementation of the objectives and priorities set out in this document, with a strong sense of ownership and under cooperation and coordination at the regional and international levels:

i.   Publish and regularly update a summary of national programmes for and progress toward the implementation of disaster risk reduction, including information on the targeted actions chosen to address the objectives and priorities, with identified performance indicators or hallmarks of success, and on national platform related activities.

ii.   Develop procedures for monitoring national progress on risk reduction and the achievement of chosen targeted actions.

iii.   Systematically include the consideration of the chosen targeted actions and progress thereon in the reporting mechanisms of existing frameworks concerning sustainable development, as appropriate, such as the national development planning framework, Poverty Reduction Strategy, National Sustainable Development Strategy, United Nations Development Assistance Framework, and UNFCCC National Communications and National Adaptation Programmes of Action.

iv.   Follow-up on the decisions of the World Conference on Disaster Reduction as an integrated and coordinated part of the follow-up of major conferences and summits in the economic, social and related fields as outlined in UNGA 57/270B.

12.   *Regional organizations and institutions* having responsibilities related to risk management, particularly those with mandates from governments for economic integration or resource management, are invited to undertake the following tasks within their existing mandates and priorities:

i.   Undertake and publish baseline assessments of the status of risk reduction for the region of their mandate, with particular focus on the needs for regional support and coordination, to support national and regional efforts to achieve their priority objectives.

ii.   Promote regional programmes and proposals, including technical cooperation, capacity building and the effective mobilization of resources, to support national and regional efforts to achieve the objectives and priorities and the chosen targeted actions of countries and organizations.

iii.   Support and encourage governments and organizations in the region by means of, *inter alia*, initiatives to develop regional networking, coordination and problem solving, the exchange of information and experience, the provision of information products, training and other capacity building measures.

iv.   Establish or strengthen specialized regional collaborative centres of expertise and education on natural disaster management and risk reduction. Such centres provide opportunities for cooperation between a variety of stakeholders, including the private sector, and are a means to exchange information and knowledge on disaster management and to lessen the impact of disasters in an effective, coherent and coordinated manner.

v.   Coordinate and publish periodic regional reviews on progress in the region toward the objectives and priorities and on impediments and support needs, and assist

countries, as requested, in the preparation of periodic national summaries of their programmes and progress.

13.   *International organizations*, including United Nations organizations and international financial institutions are invited to undertake the following tasks within their existing mandates and priorities:

   i.   Cooperate to develop globally integrated approaches to the development of disaster-resilient nations and communities and the achievement of poverty reduction and sustainable development.

   ii.   Incorporate the consideration of disaster risk and its reduction in their own humanitarian and development policies and practices, including gender sensitive and cross-sectoral approaches, identify specific actions and activities to assist in the achievement of the objectives and priorities, allocate resources to support these activities, and make periodic assessments of progress and impediments thereto.

   iii.   Encourage and participate in activities that improve the coherence and integration between the humanitarian and development fields, in respect to policies and programmes concerning disasters.

   iv.   Provide specific support through capacity building and financial and technical assistance, to assist in the achievement of the objectives, priorities and chosen targeted actions within their portfolios of activities.

   v.   Promote and support the generation and dissemination of advanced knowledge, data, methodologies, legal and financial instruments and good practices. Cooperate to provide globally consistent data collection and forecasting on natural hazards and disasters, including the development of standards, the maintenance of databases, the free exchange of data and the use of remotely sensed observations.

   vi.   Assess and analyze the negative impact of natural disasters on the achievement of the Millenium Development Goals. Establish tracking and reporting of disaster risk reduction spending within their programmes, and provide information in their annual reports on the achievement of the objectives and priorities within the sphere of their responsibility.

   vii.   Support and take an active part in necessary follow-up activities by the Inter-agency Task Force on Disaster Reduction and the UN/ISDR Secretariat including participation in periodic assessments of progress.

14.   *The Inter-agency Task Force on Disaster Reduction and the UN/ISDR Secretariat* are requested to assist in the implementation of follow-up activities, within their existing mandates and the framework of the International Strategy for Disaster Reduction, and in particular to undertake the following tasks, as resources permit:

   i.   Promote the coordination of effective and integrated action within the United Nations system and among other relevant international and regional entities, in accordance with their respective mandates, to support the implementation of the objectives and

priorities of this document, including in the work of the Commission on Sustainable Development whose multi-year programme of work will review disaster management and vulnerability issues in 2014-2015.

ii. Coordinate the development of databases on natural disasters, disaster impact and risk reduction, particularly in terms of the above-mentioned objectives and action thereon, and publish periodic analyses of these data.

iii. Coordinate consultative processes to develop guidelines and policy tools for the implementation of organizational development such as legislation, national platforms, and reporting.

iv. Collate, summarize and disseminate good practices, tools and technologies, programmes, and lessons learned in support of the implementation of the objectives and priorities, including by means of accessible web-based information systems.

v. Stimulate international and regional networking, coordination, problem solving and advocacy in support of the objectives and priorities.

vi. Stimulate the development of international standard terminology for use in research, training curricula and public information programmes.

vii. Publish periodic reports of progress toward achieving the objectives and priorities, contribute to the process of integrated and coordinated follow-up and implementation of UN conferences and summits as mandated by the UN General Assembly, and provide reports and summaries to the General Assembly and other UN bodies as requested or as appropriate.

viii. Maintain a register of voluntary partnerships, in cooperation with the Secretariat of the Commission for Sustainable Development (as described in next section).

ix. Report to the UN GA on a biennial basis, with support from national platforms and regional organizations, on the implementation of the programme recommendations of the Second International Conference on Early Warning (2003) including its supporting mechanism, the ISDR Platform for the Promotion of Early Warning.

x. Coordinate the preparation of comprehensive consultative reports, on the fifth and tenth anniversaries of the World Conference on Disaster Reduction, on global progress toward achieving the objectives and priorities.

15. *Each country* has primary responsibility for its own economic and social development, and the role of national policies and development strategies cannot be overemphasized. *Regional and international support* for disaster reduction is a powerful means to stimulate and to build the knowledge, capacities and motivation needed at national and local levels. Member States, through appropriate bilateral structures, and other mechanisms are invited to undertake the following tasks:

i. Support the efforts of developing countries and mobilize resources at all levels to assist in disaster risk reduction, including through capacity building and financial and technical assistance.

ii. Promote the concept of "living with risk" (i.e. recognizing, reducing and preparing for disaster risk) into sustainable development policies, and consider risk reduction as an essential factor to consider in development project design and implementation.

iii. Establish disaster risk reduction as one of the guiding principles in humanitarian assistance programmes.

iv. Strengthen coordination among United Nations organizations and other organizations, through ISDR mechanisms in the pursuit of disaster risk reduction.

v. Collaborate with other organizations in advanced studies, cost-benefit studies and demonstration projects to develop improved approaches to risk management and risk reduction.

vi. Encourage and support the incorporation of disaster prevention activities into post-disaster recovery and rehabilitation programmes, in a better-coordinated manner.

vii. Support the capacities of regional mechanisms and organizations to develop regional plans, policies and practices, to build regional networks for the exchange of information and experience and to deal with disaster risks that span borders.

viii. Support the follow-up activities to the WCDR through mobilizing appropriate resources and capabilities of Member States and relevant international bodies, in and outside the UN System, including through contributions to the Trust Fund for Disaster Reduction.

IV.   Partnership Mechanism

16.   Countries, organizations, regional banks and lending institutions, and the private sector are invited to initiate and expand voluntary, multi-stakeholder partnerships to support the achievement of the stated objectives, priorities and follow-up activities, by means of major partnerships that either (a) commit to or demonstrate the achievement of targeted actions by countries and organizations, or (b) mobilize resources and build capacities, or (c) develop innovations in policy, technical methodology and good practices.

17. The Secretariat of the ISDR is requested to develop and maintain a register of partnerships that meet the above criteria and that are consistent with the partnership principles set out by the General Assembly including *inter alia* the need for transparency and accountability, and to assist in the promotion and dissemination of the achievements of the partnerships. This should be done in liaison with the Commission on Sustainable Development, serving as the focal point for partnerships promoting sustainable development and the implementation of Agenda 21 and the Johannesburg Plan of Implementation. The Secretariat of the ISDR is requested to cooperate with the Secretariat of the Commission for Sustainable Development to ensure that the registered partnerships are included in the partnership database operated by the Commission for

Sustainable Development and are subject to the same management standards and reporting procedures.