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2017 GLOBAL PLATFORM
FOR DISASTER RISK REDUCTION

FROM COMMITMENT TO ACTION

ISSUE BRIEF
Special Session on
Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction

Wednesday 24 May, 10:00-11:30

Venue: Arena A, Moon Palace Resort

Background and Rationale

The Sendai Framework for Disaster Risk Reduction sets forth four priority areas for action, among them Priority 4 to *enhance disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction*. Indeed, the increasing disaster risk and exposure of lives and assets indicate the need to further strengthen existing disaster preparedness for response before an event, including the mobilization of necessary capacities and resources during and after the event. Additionally, short-term emergency response cannot produce better outcomes if not linked with longer-term resilience building efforts, and therefore linked to development. Equally, once disaster occurs, the reduction of prospective disaster risks during the recovery process is crucial to create more resilient nations and societies and to avoid the reproduction of the same vulnerability and exposure.

The various recommendations within Priority 4 of the Sendai Framework require increased investment in multi-hazard early warning systems, evacuation plans and contingency planning with comprehensive coverage, as called for in Sendai Framework target (g). In addition, disaster recovery plans should be prepared with risk concerns and corrective and prospective measures integrated into pre-disaster recovery planning and practice to enable ‘Build Back Better’. Furthermore, empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches is key.

The Sendai Framework also recognizes that although evidence shows that progress had been achieved under the Hyogo Framework for Action (2005-2015), challenges and gaps still remain.

Why is this topic important?

It is well understood that the underlying drivers of risk, such as climate change and rapid urbanization, are quickly increasing the number of people, livelihoods and assets exposed to natural and manmade hazards. The Sendai Framework and other interconnected international policy frameworks, such as the 2030 Agenda on Sustainable Development and its Sustainable Development Goals (SDGs), the Paris Agreement on climate change, and the New Urban Agenda, as well as the World Humanitarian Summit Commitments to Action, recognize the necessity to reduce both disaster risk and disaster loss through the implementation of the Sendai Framework.

Why enhance disaster preparedness?

Given recent data and disaster trends (acaps, 2017; CRED, 2016; INFORM, 2016; UNISDR, 2015; WEF, 2017a; WEF 2017b), it is likely that more disasters will continue to occur, even in face of better risk reduction, because hazards are increasing disproportionately due to climate change, unplanned and rapid urbanization, and other risk drivers. Risks that can't be adapted or mitigated will result in disasters. Therefore enhancing disaster preparedness for effective response remains a critical component of disaster risk management.

Risk-informed preparedness plans and actions can contribute to risk reduction before, during and after disaster. Therefore, a greater understanding and use of risk information in all its dimensions among national and local emergency preparedness planners, actors and first responders, as well as communities, families, and individuals – at every level of society, is key.

Why 'Build Back Better'?

As recovery is the longest and most costly phase of the disaster lifecycle, "Build Back Better" deserves equal if not more attention. By establishing a framework for recovery, integrating all stakeholders into pre-disaster planning efforts, and executing strategically on plans after an event, communities will be able to more quickly restore, revitalize and redevelop the fabric of their societies and environment.

If reconstruction were only to restore the previous conditions, the society would increase its risk of being repeatedly affected by the same kind of hazard, and therefore hinder socio-economic development in the area over and over. Therefore, disaster events should be considered as a chance for the society to rebuild in a more resilient way, a chance to eliminate the vulnerabilities that lie within the society through the reconstruction process, and a chance to integrate disaster risk reduction into sustainable development measures. All this is the true meaning of "Build Back Better". The recovery, rehabilitation and reconstruction phase after any disaster is *the* opportunity to create a safer, sustainable and resilient society by improving the physical, psychological, social and economic aspects of the society.

What gaps need to be filled?

The Sendai Framework, like the 2030 Agenda for Sustainable Development, the Paris Agreement on climate change and other post-2015 development and humanitarian action agendas, calls for equitable and inclusive sustainable development.

All of the frameworks highlight the importance of national government to share responsibility, to take an inclusive all-of-society approach, and engage in particular at the local and community levels. There are still gaps at these areas in particular: national, regional and local access to funding; adequate national and local level risk assessment; policy implementation *including* at the local level with relevant shared roles and responsibilities; empowerment of communities through preparedness and response for sustainable development through recovery; engagement of the private sector and effective public-private partnerships at national and local level; understanding and implementation of building codes at local level; addressing urgent needs of displaced people and protection;

establishment of *pre*-disaster recovery plans; regional and cross-border initiatives for disaster preparedness and build back better.

What commitments and actions are needed?

Progress towards a post-disaster recovery framework built on the guidance established under Sendai Framework Priority 4, sections 33 and 34, would provide a roadmap for practitioners and communities to implement the governance structure and working groups necessary to create an environment fostering the relationship building that is required to understand coordination including roles and responsibilities, to define authorities, standard operating procedures, and to manage expectations. Some actions needed could include:

- **Partnership** opportunities
 - Utilizing and strengthening existing partnership and platforms such as the International Recovery Platform
 - Undertaking a global mapping of preparedness support available for national governments to draw upon, among, for example, the actions of the Global Preparedness Partnership.
- **Communities of Practice** developed at regional and national levels; particularly leveraging existing regional structures and entities.
- **Commitment** to developing and implementing post-disaster recovery planning and strategies, including at the local level
- **Commitment** to ensuring risk-informed approaches are embedded and implemented in disaster response planning and strategies
- **Increased political awareness and commitment** for disaster risk management at local level
- **Investment** in preparedness for effective response and pre-disaster recovery and “Build Back Better”, including through financial, social, structural and non-structural innovations
- **Commitments** at all levels to utilize knowledge for preparedness for effective response and “Build Back Better” in recovery
- **Regularly updated practical guidance**
 - Knowledge products and exchange, such as *Words into Action*
 - Promotion and sharing of best practice, as well as failure
 - Sharing tools and methodologies
 - Standard Operating Procedures (SOPs), where relevant

What factors contribute to the success, how can successes be brought to scale or accelerated?

The following ingredients have been identified as particularly necessary for successful interventions and to scaling up:

- Strengthening collaboration between national and local governments is important for effective response and “Build Back Better” in recovery
- Shared responsibility, clear roles and responsibilities with community leadership
- Empowerment of all groups: women and men, children and youth, elderly, persons with disabilities, migrants
- All-of-society engagement (including private sector, NGOs, and civil society)
- Multi-sectoral approach, with specific sectoral preparedness for specific disasters

- Capacity development: at multiple levels (community, national, regional), across sectors
- Need for both hard and soft measures, including:
 - training and staff capacity
 - policy, legislation and codes
 - improved materials and response infrastructure
- Creating scope and spaces: communities of practice, fora - e.g. Global, Regional and National and/or establishing and National and Local Platforms for Disaster Risk Reduction and other consultative mechanisms at local and community level
- Pre-agreements on collaborative actions in case of disasters at various levels
- Promoting regional collaboration
- Strengthened global support initiatives, such as the Global Preparedness Partnership, including increased awareness of possible avenues of support for national governments.

For further elaboration, refer to key considerations from outcomes of the Regional Platforms since WCDRR 2015 and key considerations from outcomes of other related international agendas, in annex.

Annex 1: Key considerations from outcomes of the Regional Platforms since WCDRR 2015

Since the adoption of the Sendai Framework, Regional Platforms for DRR have been held during the past two years to discuss and advance implementation of the Framework within each regional context. These Regional Platforms produced outcome documents that highlight each region's approaches and plans towards achieving disaster risk reduction.

Enhancing Disaster Preparedness for Effective Response

The following themes have been emphasized among most Regional Platform outcome documents to enhance and disaster preparedness for effective response:

- 1) enhanced coordination and collaboration at regional, sub-regional, national and local levels
- 2) ensuring an inclusive, all-of-society and gender-sensitive approach in preparedness planning and response mechanisms
- 3) increased investment in structural and non-structural measures, in particular early warning and risk knowledge

In particular, action such as the importance of "creating/strengthening disaster risk management centres as decision-making tools...as well as for first responders", "coordination, collaboration and participation of Member States, communities, regional and international organizations, civil society organizations, volunteers and other stakeholders, in disaster preparedness", "contingency planning that engages all people", "the availability and access to multi-hazard early warning", "exchange of tools, knowledge, and technologies, including traditional ones", and "education for emergencies" to enhance preparedness for effective response.

"Build Back Better" in Recovery

The following three themes have been tied to recovery and to promoting "Build Back Better" in multiple outcome documents of the Regional Platforms:

- 1) emphasis on the importance of planning for recovery prior to disasters;
- 2) utilizing knowledge;
- 3) inclusiveness and engagement of different stakeholders in recovery.

In particular, actions such as the importance of "strengthening collaboration between national and local governments", "role of non-governmental sector, including NGOs and civil societies" and "promoting regional collaborations" to implement "Build Back Better" have been highlighted in some of these outcome documents from the Regional Platforms.

List of outcome documents from the Regional Platforms

Africa

- Declaration of the Fifth High Level Meeting on Disaster Risk Reduction, Mauritius on 25 November 2016
- Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa

Americas

- Montreal Declaration – Second Meeting of Ministers and High Level Authorities on the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in the America
- Regional Action Plan for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015 – 2030 in the Americas

Europe

- High-Level Dialogue Communiqué – Creating Incentives for Disaster Risk Reduction – 2017 European Forum for Disaster Risk Reduction
- Open Forum Istanbul Outcome 2017 European Forum for Disaster Risk Reduction 26-28 March 2017

Asia

- New Delhi Declaration – 2016 - Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR) 2016
- Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030

Pacific

- Outcome Statement – 2016 - Pacific Platform for Disaster Risk Management 2016

Annex 2: Key considerations from outcomes of other related international agendas

Disaster risk reduction, as an integrating element within the 2030 Agenda for Sustainable Development, represents a change of course. Integrating disaster risk reduction across global efforts in support of the 2030 Agenda for Sustainable Development provides a practical and tangible bridge between the development and humanitarian communities, as well as an important rallying point for key stakeholders, including civil society and the private sector, who are highly motivated and essential participants in reducing disaster and climate risk globally, regionally, nationally, and locally.

The 2030 Agenda for Sustainable Development

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

Disaster risk reduction cuts across different aspects and sectors of development. There are 25 targets related to disaster risk reduction in 10 of the 17 sustainable development goals, firmly establishing the role of disaster risk reduction as a core development strategy.¹ The following SDG indicators and Sendai Framework global targets are shared:

SDG 1 calls for an end to poverty in all its forms everywhere and recognizes that reducing exposure and vulnerability of the poor to disasters is essential for sustainable poverty eradication (target 1.5).

SDG Indicator 1.5.1 Number of deaths, missing persons and persons affected by disaster per 100,000 people [Sendai Target A]

SDG Indicator 1.5.2 Direct disaster economic loss in relation to global gross domestic product (GDP) [Sendai Target C]

SDG Indicator 1.5.3 Number of countries with national and local disaster risk reduction strategies [Sendai Target E]

SDG 11 on inclusive, safe, resilient and sustainable cities and human settlements has explicit links are seen with the Sendai Framework targets. Target 11.5 calls for reducing the “number of deaths” and “direct economic losses relative to global GDP” caused by disasters, which align directly with the Sendai Framework global targets (a), (b) and (c) of the Sendai Framework. Target 11.b calls for an increase in the number of cities and human habitats with integrated plans on inclusion, resource efficiency, adaptation to climate change and resilience to disasters “in line with the Sendai Framework for Disaster Risk Reduction 2015-2030”, calling for aligned implementation on the ground. Other targets under this goal promote enhanced urban planning and upgrading of slums, which also tackle key risk drivers for disaster losses.

SDG Indicator 11.b.1 Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030 [Sendai Target E]

Indicator 11.b.2 Number of countries with national and local disaster risk reduction strategies [Sendai Target E]

¹ <http://www.preventionweb.net/drr-framework/sdg/target>

SDG 13 is on combating climate change and where all the targets can be linked to the Sendai Framework, for example target 13.1 which calls for strengthening resilience and adaptive capacity to disasters.

SDG Indicator 13.1.1 Number of countries with national and local disaster risk reduction strategies [Sendai Target E]

Indicator 13.1.2 Number of deaths, missing persons and persons affected by disaster per 100,000 people [Sendai Target A, B]

The World Humanitarian Summit

<https://www.worldhumanitariansummit.org/learn>

The Summit generated unprecedented support for a new way of working that meets people's immediate needs, while at the same time reducing humanitarian needs, risk and vulnerability.

To transform this into reality, some 939 commitments were made across the two roundtables associated with core responsibility 4; Changing People's Lives: From Delivering Aid to Ending Need and Natural Disasters and Climate Change: Managing Risks and Crises Differently, as well as other related special sessions and side events. Individual and joint commitments focused on investing in and building on the capacities of local and national actors, including people and communities directly affected by crises and adopting more joined-up approaches between humanitarian and development action, among a range of issues. Disaster risk reduction, early warning, early action and disaster preparedness emerged as a central theme in many of the commitments. Multiple partners highlighted their intentions to invest more in data and risk analysis. The Summit was also the forum for the launch of the initiative, the 'Global Preparedness Partnership' or GPP, a partnership including the V20 group of countries, the World Bank and four UN agencies. The GPP plans to assist 15 countries to reach a minimum level of disaster preparedness by 2020.

Paris Agreement on climate change

<http://bigpicture.unfccc.int/#content-the-paris-agreement>

The Paris Agreement's central aim is to strengthen the global response to the threat of climate change by keeping a global temperature rise this century well below 2 degrees Celsius above pre-industrial levels and to pursue efforts to limit the temperature increase even further to 1.5 degrees Celsius. Additionally, the agreement aims to increase the ability of countries to deal with the impacts of climate change, and at making finance flows consistent with a low GHG emissions and climate-resilient pathway.

Direct implications for disaster risk, and Sendai Framework Priority 4, include:

- The aim of holding the increase in the global average temperature to well below 2 degrees C above pre-industrial levels and pursuing efforts to limit the increase to 1.5 degrees C, recognizing that this would significantly reduce the risks and impacts of climate change. It should be noted that the understanding and use of climate scenarios in preparedness and recovery planning are also critical.
- A global goal on climate adaptation that considers enhancing adaptive capacity, **strengthening resilience and reducing vulnerability** to climate change. This can be viewed relative to "Build Back Better".
- Agreement to enhance understanding, action and support with respect to loss and damage associated with the adverse effects of climate change. Focus is placed on

averting, minimizing and addressing loss and damage associated with extreme weather and slow onset events. Measures include the tools of disaster risk reduction - **early warning systems and emergency preparedness**, comprehensive risk assessment and management and risk insurance facilities, climate risk pooling and other insurance solutions. This can be viewed relative to the necessity to enhance disaster preparedness for effective response.

Refer to Article 2, paragraph 1 (a), (b) and (c); Article 7 paragraphs 1 and 9 (c) and (e); Article 8 paragraphs 1, 3 and 4; and Article 10. In particular Article 8.4 (a) early warning systems, (b) emergency preparedness, and (h) resilience of communities, livelihoods and ecosystems reinforce Sendai Framework Priority 4.

Addis Ababa Action Agenda

<http://www.un.org/esa/ffd/ffd3/>

The Addis Ababa Action Agenda details the array of challenges faced, from weaknesses in the international financial and economic system exposed by the 2008 crisis, to the way shocks from financial and economic crises, conflict, disasters and epidemics spread like wildfire in an interconnected world. It also cites how environmental degradation and climate change threaten to undermine past successes and future prospects.

The Addis Ababa accord is clear about the Sendai Framework's importance. Paragraph 34 states: By 2020, we will increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters. We will develop and implement holistic disaster risk management at all levels in line with the Sendai Framework. In this regard, we will support national and local capacity for prevention, adaptation and mitigation of external shocks and risk management.

Paragraph 66 acknowledges "development finance can contribute to reducing social, environmental and economic vulnerabilities and enable countries to prevent or combat situations of chronic crisis" related to conflict or disasters, and commits to promoting innovative financing to tackle risks.

Paragraph 102 also notes that creditors have moved to ease repayments via debt rescheduling and cancellation following earthquakes, tsunamis and the Ebola crisis in West Africa.

Habitat III: New Urban Agenda

Paragraph 77 commits to "strengthen the resilience of cities and human settlements, including through the development of quality infrastructure and spatial planning by adopting and implementing integrated, age- and gender-responsive policies and plans and ecosystem-based approaches in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, mainstreaming holistic and data-informed disaster risk reduction and management at all levels, reducing vulnerabilities and risk, especially in risk-prone areas of formal and informal settlements, including slums, enabling households, communities, institutions and services to **prepare for, respond to**, adapt to, and rapidly recover from the effects of hazards, including shocks or latent stresses. We will promote the development of infrastructure that is resilient, resource-efficient, and which will reduce the risks and the impact of disasters, including the rehabilitation and upgrading of slums and informal

settlements. We will also promote measures for strengthening and retrofitting of all the risky housing stock including in slums and informal settlements to make it resilient against disasters in coordination with local authorities and stakeholders.
<http://www.preventionweb.net/publications/view/50788>

Annex 3: Selected Background Documents

Report of the Chair of the Open-ended Intergovernmental Expert Working Group on Indicators and Terminology relating to Disaster Risk Reduction on Results of informal consultations from February to November 2016 on indicators and terminology relating to Disaster Risk Reduction Report, United Nations (2017)

Includes 2017 update of the Disaster Risk Reduction Terminology

http://www.preventionweb.net/files/50683_reportofthechaironresultsofinformal.pdf

Recent outcomes of Regional Platforms for Disaster Risk Reduction

<http://www.preventionweb.net/english/hyogo/regional/key-documents/>:

- Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 (adopted at the 7AMCDRR in November 2016)
- Regional Action Plan for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015 – 2030 in the Americas (2017);
- Montreal Declaration (2017)
- 2017 European Forum for Disaster Risk Reduction: Istanbul Outcomes
- 2017 European Forum for Disaster Risk Reduction: High-Level Dialogue Communiqué
- Mauritius Declaration on the Implementation of the Sendai Framework in Africa (2016)
- Dushanbe Declaration on Disaster Risk Reduction for Resilience Building (2016)
- Pacific Platform for Disaster Risk Management 2016: Outcome Statement
- Asuncion declaration: Guidelines towards a regional action plan on the implementation of the Sendai Framework in the Americas (2016)

Enhancing Disaster Preparedness for Effective Response

World Humanitarian Summit Commitments to Action

http://www.worldhumanitarian summit.org/sites/default/files/media/WHS%20Commitments%20to%20Action_8September2016.pdf

Selected World Humanitarian Summit Online Dialogues, 2014:

- *What are the major threats and challenges faced in the future and what are the implications of this for humanitarian preparedness and response?*
(<https://consultations.worldhumanitarian summit.org/node/449455>)
- *What changes to current financing mechanisms are required to enhance preparedness and risk management?*
(<https://consultations.worldhumanitarian summit.org/node/449453>)

Approach of the Global Preparedness Partnership

<http://www.agendaforhumanity.org/sites/default/files/170303%20GPP%20approach%20.pdf>

Global Preparedness Partnership Links and Boundaries –

(<http://www.agendaforhumanity.org/sites/default/files/170303%20GPP%20links%20and%20boundaries.pdf>)

Words into Action: *Introductory Capstone - Enhancing Disaster Preparedness for Effective Response (Sendai Framework for DRR, Priority 4) – consultative draft. (2017)*

Words into Action: *Concise Pocket Guide to Simulation Exercise - Enhancing Disaster Preparedness for Effective Response (Sendai Framework for DRR, Priority 4) – consultative draft. (2017)*

To be published and announced during Special Session 2 of the Global Platform

IASC Emergency Response Preparedness (ERP) Approach – Guidance Note

https://www.humanitarianresponse.info/system/files/documents/files/emergency_response_preparedness_2015_final.pdf

“Build Back Better” in Recovery

Guidance Notes on Recovery by International Recovery Platform

http://www.recoveryplatform.org/resources/guidance_notes_on_recovery

Towards Resilient Non-engineered Construction (Guide for Risk-informed Policy Making)

<http://unesdoc.unesco.org/images/0024/002460/246077e.pdf>

The Yogyakarta and Central Java Earthquake 2006

<http://www.recoveryplatform.org/assets/publication/RecoveryStatusReport/RECOVERY%20STATUS%20REPORT%20YOGYAKARTA%202009-1.pdf>

Words into Action: “Build Back Better” in Recovery, Reconstruction and Rehabilitation (Sendai Framework for DRR, Priority 4) - *consultative draft*

To be published and announced during Special Session 2 of the Global Platform

Understanding and Managing Risk Associated with Natural Hazards: An Integrated Scientific Approach in Latin America and the Caribbean 2010

http://www.icsu.org/icsu-latin-america/publications/reports-and-reviews/natural-hazards/Final%20Report_NaturalDisasters_completo_baixa.pdf

Forensic Investigations of Disasters (FORIN) 2016

<http://www.irdrinternational.org/wp-content/uploads/2016/01/FORIN-2-29022016.pdf>

Gestión Ambiental y Gestión del Riesgo de Desastre en el Contexto del Cambio Climático.

Una Aproximación al Desarrollo de un Concepto y Definición Integral para Dirigir la

Intervención a través de un Plan Nacional de Desarrollo. Alan Lavell. Departamento Nacional de Planeación - Bogotá, Colombia (2010)

<http://www.desenredando.org/public/2013/2010-09->

[26_DNP_Lavell_DocumentoConceptual_GestionDelRiesgo.pdf](http://www.desenredando.org/public/2013/2010-09-26_DNP_Lavell_DocumentoConceptual_GestionDelRiesgo.pdf)

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CRED (2017). *2016 preliminary data1 : Human impact of natural disasters*. Available from: <http://www.emdat.be/cred-crunch-45>

WEF (2017a). *The Future of Humanitarian Response 2017*. Available from: <https://www.weforum.org/reports/the-future-of-humanitarian-response-2017>

WEF (2017b). *Global Risks Report 2017*. Available from: <http://reports.weforum.org/global-risks-2017/>