FIFTH ASIAN MINISTERIAL CONFERENCE ON DISASTER RISK REDUCTION
Yogyakarta, Indonesia, 22-25 October 2012

Summary Report on the Consultations for Post-2015 Framework for Disaster Risk Reduction and Development Agenda

Consultation Process

1. The Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR) is a biennial conference organised by rotation in different Asian countries since 2005. The event represents a unique opportunity for Ministers in charge of disaster risk management and other stakeholders to reaffirm their commitment to the implementation of the Hyogo Framework for Action (HFA). Four previous AMCDRR have been organised in Beijing, China (2005), New Delhi, India (2007), Kuala Lumpur, Malaysia (2008), and Incheon, Republic of Korea (2010).

2. The Government of Indonesia hosted the 5th Asian Ministerial Conference from 22-25 October 2012 in Yogyakarta. The conference had more than 2,600 registered participants from 72 countries, with 50 countries in the Asia Pacific region with high-level delegations. There were 24 Ministers and two Heads of States (Indonesia and Nauru) who participated in the Conference.

3. The discussions on the Post-2015 DRR Framework were multi-stakeholder and were integrated with the Post-2015 Development Agenda. During the conference, government and ten stakeholder groups[1] deliberated on the Post-2015 DRR framework and development agenda in three inter-linked sessions. First, stakeholders in groups of 20 to 50 and government representatives meeting by sub-regions[2] deliberated a set of questions[3] (Annex 1) for half a day in parallel pre-conference sessions. This was followed by a half-day pre-conference session open to all to share the outcomes of stakeholder groups and sub-regional discussions, consolidate priority issues, share experiences, and invite further recommendations. Finally a half-day Conference Plenary session was organised to synthesise the key messages from the Asia Pacific region on the Post-2015 DRR framework and development agenda. These plenary sessions attracted around 150 to 180 participants each.

4. In addition, a plenary session was organised during the Conference to review experience of National Platforms for Disaster Risk Reduction (NP) and provide recommendations to strengthen multi-stakeholder approaches for the Post-2015 DRR Framework.

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[1] The ten stakeholder groups are as follows: (1) Mayors and Local Government; (2) Parliamentarians; (3) Research and Academic Institutions; (4) Organisations and Individuals dealing with Gender and Women's issues; (5) Media Organisations; (6) Private Sector; (7) Civil Society Organisations; (8) Organisations and Individuals dealing with Children and Youth; (9) Organisations and Individuals dealing with People with Disabilities; (10) National Societies of Red Cross and Red Crescent.

[2] Governments met via meetings of the ASEAN Committee on Disaster Management, SAARC Disaster Management Center, and coordination meetings by delegations from the Pacific and from Central Asia and the Caucuses. Due to language constraints, several countries of Central Asia and Caucasus could not take an active participation in the discussions and decided to provide their inputs in writing. These are provided in Annex 3.

[3] In preparation to the conference, questions were jointly developed by UNISDR and UNDP for each stakeholder group and shared in advance of the conference.

5. The different stakeholder groups were identified by participants in ISDR Asia Partnership (IAP)[4] meetings held in March and August 2012 to prepare for the conference. Many of the groups have met prior to the Conference to outline priority issues relevant to their groups and relevant to the post-2015 DRR Framework and Development Agenda.

6. Discussions of the Post-2015 DRR Framework at the 5AMCDRR were considered jointly with the Post-2015 Development Agenda in close coordination with UNDP. Guide questions for the stakeholder discussions and plenary sessions were developed in consultation with the UNDP team, where UNDP in particular highlighted the links between disasters, development and conflict. The design of the Post–2015 consultation sessions was done in consultation with the UNDP team, and the pre- conference and Open Plenary sessions were co-facilitated by UNDP[5] and UNISDR.

7. UNDP invited and financially supported additional participants to the conference representing several development sectors (Eg. Education, Planning and investment, Sustainable development); vulnerable groups (Eg. representatives of persons with disabilities), and for cross cutting issues (Eg. gender).

8. The 5AMCDRR participants re-iterated the principles that have been highlighted in the guidance for the development of the post-2015 DRR Framework and Development Agenda, that the process should take a **bottom-up approach** that is **inclusive**, **integrated**, and **comprehensive**.

9. The suggestions and recommendations made over the mentioned sessions in approaching the Post-2015 DRR Framework and Development Agenda are summarised in the following key messages (Recommendations from all mentioned sessions in more detail can be found in Annex 2):

1. Integrated planning and action for DRR, CCA and Development

The policy, practice and investments as of now deal with DRR, CCA and Development in a disconnected, compartmentalised manner. Taking into account that the linkages between them are fairly clear and well defined at the conceptual level, with a sufficient evidence base, it is recommended to place emphasis on integrated planning and action.

In pursuing integrated planning and action, there is the need to understand the impacts of causal relationship between disasters – development – climate change, especially on people's lives, to identify mechanisms for managing them.

The understanding of the linkages also needs to be equally clear beyond the DRR and CCA community, reaching all levels, and with different stakeholders such as parliamentarians and local government leaders and officials, in order to enable informed decisions. Building community

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[4] The IAP is the operational arm of the Asia Regional Platform on DRR as mandated by the Delhi Ministerial Declaration in 2007, with the Ministerial Conference being the Political Arm of the Platform. Membership in the IAP is voluntary and is composed of Governments, in particular past and present hosts of the AMCDRR, UN agencies, civil society organisations, donors and research and academic institutions. The IAP prepares for the AMCDRRs and meets twice a year, mainly hosted by the present Chair of the Regional Platform, which is the host country of the incoming AMCDRR.
[5] Represented by Jo Scheuer, Disaster Risk Reduction and Recovery Team, Bureau for Crisis Prevention and Recovery, New York.

awareness on DRR-CCA linkages is highlighted as a matter of importance in the process for integration.

For DRR-CCA-Development integration to materialise, it is recommended to create the required enabling environment by developing appropriate policy and legislation, and by the provision of investments both for developing capacities and for implementation at all levels.

Resource allocation for integrated action needs to consider all levels of planning and implementation, as well as in the short term and long term. A specific reference in this regard is made to the national budget allocations.

The crucial importance to utilise and invest the limited resources available aimed at combined gains and outcomes are highlighted. In this regard, it is recommended to seek ways to connect with existing and ongoing investments, for example, to connect social protection investments and mechanisms with DRR-CCA action, and with the private investments which increasingly become influential to growth in the region.

With reference to climate change related risk management, both mitigation and adaptation are highlighted as issues of importance to be considered and included in the post- 2015 DRR framework and development agenda.

2. Turning vulnerability in to resilience

In the discussion of disaster risk, there are groups of people who are identified as 'specifically vulnerable' such as children, aged, persons with disabilities, women and girls. During the initial years of HFA implementation, the main approach towards addressing the issues of the said groups was 'reducing vulnerability'.

While it is acknowledged that social and economic inequalities, existing institutional arrangements, the social and cultural norms make some members of society more vulnerable to disasters than the others, it is clearly observed that even the most vulnerable members of society have capacities, skills, and knowledge valuable for risk reduction. The common reference to women as a vulnerable group and as helpless victims in disasters is strongly challenged.

The groups of 'specifically vulnerable' stress on the need for recognising their capacities and for placing a stronger emphasis on their resilience building. The need for recognising the productive and constructive role of women in resilience building is underscored.

More specifically, it is recommended to acknowledge issues of persons with disabilities and gender as cross-cutting; to be inclusive by consulting and engaging persons in the specifically vulnerable groups in the design and implementation of DRR and CCA interventions, including in risk assessments and risk communication.

In order to ensure the inclusion of gender issues and the issues of other specifically vulnerable groups in all risk reduction actions, and at all levels, it is strongly recommended to introduce measures to generate sex and age disaggregated information for DRR, CCA and development planning, implementation, and monitoring.

With reference to vulnerability reduction, protection issues of children, women, girls, and aged people are recommended to be included in the action plans for before, during and after

emergencies. Voices of children expressed the need for particular attention on children's survival, wellbeing and protection, with particular emphasis on school safety.

The discussions also view resilience in a broader sense, to make the investments resilient. Specific reference is made to the private sector investments, and the proposals in this context include the engagement of the private sector in disaster risk reduction towards building resilience for corporate sustainability; prioritising Business Continuity Planning; and increasing the collaboration between private and public entities to build community resilience.

3. Risk governance and Accountability

Disaster risk as an issue of governance, and the gaps in transparency and accountability in disaster risk management were brought up by a number of stakeholder groups. The importance of effective risk governance is made with reference to national, local, regional and international levels, along with accountability to the commitments as an integral component.

At the national level, the achievements made in terms of policies, legislation and institutions, need to be extended to the provincial, district and local levels, supported with resources and capacity for execution. The importance of the links between policies and legislation for effective oversight functions and accountability is another point of highlight.

Attention to improving the vertical coordination between the different levels of risk governance: national- provincial- local; and lateral coordination between the sectors (land use, agriculture, irrigation, health, DRR, CCA etc.) is another issue highlighted as vital to make risk governance effective at all levels.

The need for creating conditions for effective risk governance at the local level is identified as a critical factor, underscoring it is local government who is at closest contact with the communities living with risk. The commitment of the national governments, parliamentarians, senators are called for ensuring the appropriate levels of authority, conducive and enabling legislation, resource allocation, and technical capacities for DRR-CCA-development integrated planning and implementation at local level.

Strengthening local risk governance with adequate capacities is viewed by the participants as key to successful resilience building in the region, and recommend as the one of the main pillars of the Post-2015 DRR Framework.

Recommendations for strengthening the risk governance capacities at the local level include allocation and availability of resources for the local governments, availability of technical expertise, access to risk information including to the community level, and access to technological advancements and knowledge for resilience building.

At the inter-government level, Post 2015 framework is called to recognise the trans-boundary risks, and to strengthen regional cooperation to identify and address the trans-boundary issues. National governments are called on to abide by the commitments made to implement the existing frameworks on DRR and CCA nationally, as part of the Inter-governmental organisations and in synergies with global frameworks.

In terms of accountability, reference is made to 'two way' accountability- the accountability of the government at all levels - national and local - before the people; as well citizens' accountability for DRR and CCA actions.

Further, it is not only financial accountability which is raised as an issue of importance; it is also the accountability on risk reduction outcomes and failures. In this regard, it is recommended to incorporate complaint and feedback mechanisms from community to different levels of government in the post- 2015 framework, supported by required legislation.

With reference to the accountability of the private sector, it is recommended to have measures to ensure the private sector accountability and transparency in pursuing corporate social responsibility and sustainability of the ventures.

The post 2015 framework needs to include well defined targets, indicators and monitoring mechanisms to measure not only the outputs, but also the impacts of risk reduction interventions.

It is also recommended that the post 2015 framework include follow-up mechanisms to keep track and monitor the resource allocation and other commitments made by the national and local governments, international, regional development and donor community in support of DRR-CCA- development integrated policies and programmes (Ref- Key message 1); and for ensuring the inclusiveness of the issues of specifically vulnerable groups (Ref - Key message 2); and against the overall risk reduction outcomes.

4. Strengthening bottom-up and multi-sectoral, multi-stakeholder engagement

It is acknowledged that a larger share of the achievements in the HFA implementation outcomes remain at the national level, and have not reached the local level in a substantial manner.

Strong need for local engagement take a centre stage in the proposals and recommendations to the Post 2015 framework - whether it is with reference to risk governance, access to financial resources, skills and capacities, risk information, community participation, inclusive planning and implementation, and accountability.

'Inclusiveness' is mentioned as a non-compromised principle to be incorporated at all levels, with specific reference to the participation of the communities including the specifically vulnerable groups in DRR and CCA planning, implementation and monitoring.

It is suggested to promote and extend support for 'community centered DRR' in order to operationalise this principle.

Importance of the continuity of multi-stakehloder mechanisms for consultations, planning and implementation at national and local levels is re-iterated. The role of the National Platform (NP) as a mechanism which can encourage multi – stakeholder, multi- sector participation and dialogue, also including the private sector for resilience building is strongly acknowledged and recommended as a mechanism to be emphasised in the Post – 2015 framework.

5. Other points of highlight

Evaluation of the recommendations put forward and discussed by the 5th AMCDRR participants indicates the relevance and validity of the HFA for DRR in the Asia Pacific region. The dialogue throws light on a number of critical issues in follow up to the learning from HFA implementation within the current DRR-CCA-development dynamics.

In approaching the Post 2015 framework, the importance of considering conflict as potential source of disasters, and including emerging risks and issues such as hunger and food security, climate and disaster related migration is highlighted.

Trans-boundary hazards and sub-regional cooperation is identified as crucial for DRR and CCA, and the role of Inter- Governmental Organisations (IGO) and the IGO cooperation are recommended to be given due consideration in the Post-2015 framework.

The role of the private sector in DRR-CCA is brought forward as a point of extreme importance. In follow up to the inclusion of Public-Private Partnership in the HFA 2005-2015 under Priority 4, it is recommended private sector partnership, engagement and accountability to be considered as one of the pillars for resilience building in the region.

Reference is also made to the currently poor links between science and academia with the policy decision making, and the need for efforts to ensure that policies are better informed by science and research.

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