

**Guidance Note on the Consultation Process:  
Towards a Post-2015 Framework for Disaster Risk Reduction  
- National Consultations**

**Context**

The Hyogo Framework for Action (HFA) is approaching the end of its ten-year timeframe (2005-2015). 133 governments reported in 2011, through the HFA Monitor, the progress made and challenges encountered in the implementation of the five priority areas of the HFA, altogether national reports represented mixed progress in building the resilience of nations and communities to disasters.

The progress includes an increased number of national policies, strategies, national plans and progress in multi-stakeholder engagement in disaster risk reduction. There are also improved early warning systems, contingency planning and better capacity for disaster response. This has improved the enabling environment for disaster risk reduction at multiple levels, especially at national level.

The challenges reveal that national policy, strategy and development plans for disaster risk reduction have not yet been adequately translated into coherent national action to reduce the underlying factors of disaster risks through risk-sensitive development. While progress is being made in reducing accumulated risk of disasters at national and local level through the HFA implementation, all too often new development continues to create vulnerability and greater risk of natural hazards. Net total disaster risk is therefore continuing to increase in both developed and developing countries. Continuing population growth, rapid urbanization and climate change will make risk reduction even more challenging in the future.

To reverse the current risk trend and reenergize commitment and effort to build the resilience of nations and communities to disasters, the member states of the United Nations requested UNISDR to facilitate development of a Post-2015 Framework for Disaster Risk Reduction through UNGA Resolution 66/199.

UNISDR has prepared a background paper for a Post-2015 Framework for Disaster Risk Reduction, based on the HFA Mid-Term Review, the 2011 Global Assessment Report and the Chair's Summary of the 3rd Session of the Global Platform. The consultation paper outlined consultation process towards development of the Post-2015 Framework for Disaster Risk Reduction.

**Initial consultations**

The consultation process was jointly launched in March 2012 by the Special Representative of the Secretary-General for Disaster Risk Reduction and the Ambassador for Japan to the International Organizations in Geneva. The background paper for the consultation process towards the Post-2015 Framework for Disaster Risk Reduction has been well received and appreciated (see [www.preventionweb.net/english/hyogo/post-hfa](http://www.preventionweb.net/english/hyogo/post-hfa) and available in the six UN languages).

A number of initial consultations have started with different stakeholders. This includes the introduction of the Post-2015 Framework for Disaster Risk Reduction to the UNISDR Support Group; dialogue with representatives of permanent missions to the United Nations in New York; and, a meeting of the Post-HFA Advisory Group. Between March and May 2012, UNISDR has engaged in consultations with the ISDR Asian Partnership Group in Bali; the regional inter-governmental organizations in Africa; the Second Leadership Development Forum on Mainstreaming Adaptation and Disaster Reduction into Development in Incheon; and, with local governments at 2012 Resilient Cities Congress in Bonn.

Initial consultations reconfirm that disaster risk reduction protects socio-economic gains towards sustainable development. To achieve sustainable development, there is a high demand for increased political and economic investment in reducing risks and building resilience. The substantive issues emerging from the consultations include the following:

Growing appreciation of the importance of disaster risk reduction among governments and other stakeholders, but the dominant mindset is still on disaster response. To change this mindset, deeper understanding of risk is needed, along with a rebranding of the key messages for risk reduction in a more positive manner – around development gains and economic growth.

More attention can be made to: applying evidence from the science and technology community, to ensure policy-making is sound; enhancing principles for trans-boundary collaboration for reducing risk and vulnerabilities; better measurement of the success and progress in disaster risk reduction, using well-defined targets and indicators.

Governance matters in risk reduction efforts; for instance, lack of transparency and corruption both substantially increase risk. There is a need to strengthen the governance of disaster risk reduction with an institutional focus. This work can look particularly at mechanisms for the implementation of policy and legislation, engaging finance and economic development ministries and emphasizing accountability. Decentralization of the roles and responsibilities of disaster risk reduction should be accompanied with budgets so that local authorities have sufficient control over the necessary resources.

Disaster risk reduction is not a simple expenditure, but rather a smart investment. The challenge is how to demonstrate the returns on the investment convincingly. The economics of disaster risk reduction should be further debated and researched, particularly at the national level. Existing good practices in smart investment in disaster risk reduction should be documented and widely shared.

Disaster risk reduction is a cross-cutting development issue; more needs to be done to address underlying risk factors through the mainstreaming of disaster risk reduction into development. The Rio+20 and process towards the Post-2015 Development Agenda (post MDGs) provide strategic opportunities for coherence and synergy with the promotion of disaster risk reduction in development.

At the local level, a request for the framework to reflect inputs from people on the ground working in disaster risk reduction and resilience so that solutions are developed and implemented locally, with special attention to make disaster risk reduction gender-sensitive. The international agreement should acknowledge all known methodologies for building resilience including the use of assessment tools and needs to suggest new ways for tracking progress globally, to give all actors a sense that they're involved in something bigger than themselves, focusing on behaviour change and successful methods to facilitate such changes. In addition, the need for an explicit methodology for deciding how to fund what was also emphasized in the Post-2015 Framework for disaster Risk Reduction.

### **Objectives**

The national consultations aim to:

1. Increase understanding and knowledge of disaster risk and its potential impact on population and development;
2. Engage stakeholders, especially those who have not yet been engaged in disaster risk reduction, yet whose understanding and action are imperative for reducing risk and building resilience;
3. Provide the main components for developing the Post-2015 Framework for Disaster Risk Reduction.

### **Expected Results**

The expected results of national consultations will be:

- An understanding of the impact of increased disaster risk reduction and implementation of the Hyogo Framework for Action within the country;

- Key ministries or committees for development, especially those related to education, finance, development planning, land use planning, water resources management, environment, agriculture and urban planning .are engaged process and contribute substantially to its findings.
- Better understanding of the economic consequences of inadequate risk reduction versus smart investment in disaster risk reduction.
- Underlying factors and potential opportunities identified for integrating disaster risk reduction into development overall.
- National inputs provided for the development of the Post-2015 Framework for Disaster Risk Reduction.

### **Questions for consultation on a post-2015 framework for disaster risk reduction**

As part of the consultations on a post-2015 framework for disaster risk reduction a set of questions are proposed to consider in discussion and dialogue. The questions are aimed at guiding and prompting discussions. The key aim of the consultations is to identify the substantive issues for further actions in disaster risk reduction.

1. The first set of questions focus on the consultations and the existing Hyogo Framework for Action.
  - 1.1 What key elements do you think are missing in the consultation process?
  - 1.2 What are the opportunities and challenges in the national consultation process?
  - 1.3 What are the key successes (or achievements) in disaster risk reduction since implementation of the HFA in 2005 and what contributed to the successes?
  - 1.4 How do you view the post-2015 development agenda (post MDGs) and proposed sustainable development goals as they relate to disasters?
  
2. The second set of questions focus on some of the identified substantial issues in the Mid Term Review and outcomes of early consultations.
  - 2.1 Emphasis has been placed on the integration or mainstreaming of disaster risk reduction into development planning and sectors? Has this been successful? Can you provide examples?
  - 2.2 What progress has your government made in linking disaster risk reduction with climate change adaptation?
  - 2.3 Can you identify the good practices in your country in land use planning? How much risk assessment is taken into account in urban planning in your country?
  - 2.4 What has been done in making schools and hospitals resilient to disasters in your country? How were the actions carried out?
  
3. The third set of questions relates to what you believe are important elements for the future of disaster risk reduction.
  - 3.1 What is the approach that has made progress on reducing disaster risk?
  - 3.2 How would you incorporate more accountability in disaster risk reduction?
  - 3.3 What are the top three significant elements that should be addressed in a post-2015 framework for disaster risk reduction?
  - 3.4 What kind of post-2015 framework would you like to see?

## **Reporting on consultations**

As mentioned above, national consultations offer a great opportunity to further engage governments and stakeholders in reducing risk and building resilience. In order to understand better the progress and challenges without influencing respondents, five sets of questions were proposed to facilitate national consultations. Each set serves a different purpose and takes the DRR discussion deeper. Reporting on the discussions around the five sets of questions will be a bit challenging. Countries are encouraged to provide their reports by **31 March 2013** in the following format which will make it possible to consolidate the results before the 4th session of the Global Platform:

- Summary of key points of the national consultation on the Post-2015 Framework for Disaster Risk Reduction in the opinion of the majority.
- Introduction of the national consultation, including meeting title, venue, and date in addition to objectives, participation and consultation methods.
- Summary of group discussions of each question given; the summary should reflect the essence of the group discussions, but not a particular individual opinion.
- Annex one: Final agenda.
- Annex two: Participants list.
- Annex three: A set of questions used at the consultation.

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