

GRF Davos Position Paper*



Disaster Risk Reduction beyond 2015 Strengthening the Hyogo Framework for Action

Within the Hyogo Framework for Action 2005–2015: Building the Resilience of Nations and Communities to Disasters (HFA) the consensus is formalized that unexpected events – such as natural hazards, climate change, pandemics and diseases, man-made hazards or terrorism can only be approached in an integrative way to achieve risk- and disaster-resilient, sustainable societies. The HFA offers guiding principles and practical means for Disaster Risk Reduction (DRR) to achieve substantive reduction of disaster losses by 2015.

The Millennium Declaration agreed to end poverty and meet the Millennium Development Goals (MDGs). The MDGs have constituted a major step forward to frame and guide human development cooperation worldwide. However, the international community has to embark on an increased effort to implement the goals and meet the targets, and integrate these existing elements with the broader agendas of global environmental change, climate change and human climate justice in particular, safety and security, and effective risk reduction and disaster management.

As the Kyoto protocol came to an end in 2012, the international community is yet to agree on a powerful successor to manage the impacts of Climate Change. Climate Change does not only impact the most vulnerable worldwide and is therefore an important factor in poverty reduction; it has a significant effect on the increase of disaster risk. Climate Change Mitigation and in particular Climate Change Adaptation need to be harmonized with DRR to achieve substantive reduction of disaster losses and improve the lives of the world's poorest people.

The Hyogo
Framework
for Action HFA
– Integrative
ways for
disaster risk
reduction

The Millennium
Development
Goals MDG –
Improving the
lives of the
world's poorest
people

Climate Change
adaptation to
be harmonized
with DRR
efforts

Risk Reduction
is of vital
importance –
Humanitarian
aid
complemented
by DRR efforts

Numerous catastrophes of the last few years have demonstrated that there are clear limits to how far life, limb and property can be protected. Naturally, the protection of life has to be the primary concern, but economic damage also has to be reduced. Risk reduction is of vital importance, especially for developing countries where disasters are substantially jeopardizing development goals achieved. After years of debate, the international humanitarian aid community has recognized the limits of humanitarian interventions and reached agreement on the importance of DRR as a framework for prevention and preparedness also. Additionally, there is a gradual movement towards better policy coherence and reduced duplication.

Sustainable
development.
DRR and
poverty
reduction
are equally
important
factors.

Although the sustainability movement is growing, another major challenge remains to implement truly sustainable goals within the productivity sector. This could be achieved by finding alternatives to growth and building a culture of co-operation characterised by autonomy and self-sufficiency, sharing values, information and know-how. Sustainable development and poverty reduction have to go hand in hand with DRR strategies. Disasters and risks no longer may only be seen as an isolated humanitarian aid affair but as an integrated part of poverty reduction and sustainable development.

Zero net land
degradation
for DRR

Soil is the most significant resource for ensuring water, energy and food security. Competing claims on finite land resource are sharply increasing which makes land degradation a key issue in disaster risk reduction, poverty reduction and sustainable development. Zero net land degradation means that degradation of productive land is prevented and land that is already degraded is being restored. Therefore, decision on all land uses should be made after the full consideration of options for synergies and trade-offs. Policies and frameworks should incorporate the carrying capacity of soil and effectively address land degradation aiming at zero net land degradation.

Integrative
Risk
Management
IRM – social,
political,
financial,
environ-
mental,
physical, and
technological
risks are inter-
connected.

Integrative Risk Management (IRM) incorporates the targets of the HFA and the MDGs. Focusing equally on all the phases of disasters, prevention, preparedness, intervention and recovery. The IRM approach helps to identify risks, reduce, cope with and transfer risks as well as manage the residual risks. For such a risk reduction approach, it is not only mandatory to reduce the direct risks of natural and man-made disasters, risks having their roots in poverty, corruption and bad governance are equally important factors in need for sustainable management. Taking into account all different risk factors and reducing them to the most efficient and effective minimum results in a "human secure" society, resilient to resist the very large disasters of the future.

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Strengthening the post 2015 Global Framework on DRR (HFA2)



The HFA promotes a sensible agenda for change based on participatory democracy, the management of risks and knowledge, and the promotion of education and preparedness. However, among countries that adhere to the HFA, progress towards their aims has been slow. Despite a decade of action in the IDNDR and almost a decade of the Hyogo Framework, disaster losses are still high and poverty is the major global issue.

Reasons for this are not merely disaster risk related, they also include global issues such as fragile statehood, political instability, injustice, forced migration and forced labour, the manipulation of development and humanitarian aid, corruption, tax avoidance, financial speculation and stock-market gambling as well as the robustness of the arms trade. Additionally, climate change and land degradation interact with other problems, including the relentless rise in the number, scope and impact of disasters.

All these issues need international attention and countermeasures for the aims of the HFA and the MDGs to be achieved. Hence, to empower actors and the burdened, DRR needs to be placed higher up political agendas, should include a human rights based approach and become a core component of sustainable development. The human rights based approach empowers the right holders and strengthens the capacities of the duty bearers, both important factors for accountability and equity.

Measures to reduce disaster risk and fight poverty should focus on the interactions between human, animal and environmental health. Given the interdependencies of these areas, successful measures can not solely focus on one of these. Effective tools and standards for risk and safety assessment should also include those of natural hazards and extreme events, technology, environmental change, finance and trade.

Education has the power to strengthen resilience and promote recovery from natural disasters. Moreover, knowledge and training have the power to save lives. Thus, education systems are vital for reducing the risks, enhancing resilience and supporting recovery from disasters. They can provide the broad frame in which to conceptualise global changes in order to make the world's leaders more aware of what is going on. The science and technology capacity to be efficiently used for policy and decision making, as well as the access to education in developing countries is critically important. Awareness of the required innovations is another key component and needs improved communication of the necessary information at all levels, but particularly at the local one.

Strengthening the HFA to reduce disaster risks & fight poverty

Social, economic and environmental global issues need appropriate counter-measures

DRR needs a human rights based approach

Focus should be equally on the interaction of humans, animals & the environment

Access to education, science & technologies

Principles for a stronger HFA

A holistic approach for effectiveness and efficiency in risk reduction

A risk based One Health approach

Connecting DRR and sustainable development

Accountability = taking responsibility

Formalising equity to reduce inequalities

Also based on international agendas, progress towards a better world has already been made, but more needs to be done. To strengthen the HFA, the post-Hyogo agenda (HFA2) needs to include the following principles:

ALL RISKS APPROACH: The world is facing limited resources, in particular also in DRR. It is therefore of utmost importance to include all the various risks into one and the same decision making process to allocate the resources effectively and efficiently. Natural hazards, technological and biological risks, climate change, land degradation, loss in biodiversity, water scarcity and natural resource depletion, but also health risks, food safety and security have to be analysed and assessed within a holistic approach.

ONE HEALTH: A risk based One Health Concept promotes an integrative approach to public health, which focuses on healthcare for humans, animals, and the environment, and which is able to ensure food safety and security and to provide access to fresh water. The approach helps to understand the interconnectedness of the different risks; supports the early detection of potential threats; and provides a basis for measuring the outcomes and evaluating the impacts of global, regional and local risk reduction measures.

SUSTAINABILITY: Disaster risk reduction needs to be closely connected to sustainable development and the more general sustainability agenda. Poverty reduction can only take place, if disaster risk is addressed appropriately.

ACCOUNTABILITY: As the HFA is not a binding agreement, accountability is difficult. Nevertheless, measures to be able to independently evaluate the country's performance of DRR should be formalized. Disaster preparedness needs to be comprehensive, sustainable and focussed on different sectors and multiple hazards. It requires a series of partnerships to be made, namely, between government, the private sector and civil society. DRR is not only a public affair but needs all stakeholders at all levels, and in particular also the private sector. Ways have to be found on how to make the private sector accountable to avoid the externalisation of risks and the internalisation of profits.

EQUITY: Inequality and discrimination of marginalised groups, such as women, disabled or children play an important role in vulnerability reduction and resilience increase of societies. Formalising equity helps not only to protect but also to empower those groups and benefit from their capacities.



Global Risk Forum GRF Davos
Promenade 35
CH-7270 Davos · Switzerland
Tel. +41 (81) 414 16 00
Fax. +41 (81) 414 16 10
e-mail: info@grforum.org
<http://www.grforum.org>

