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**Sustainable development: International
Strategy for Disaster Reduction**

Implementation of the International Strategy for Disaster Reduction

Report of the Secretary-General**

Summary

The International Strategy for Disaster Reduction is the centrepiece of United Nations efforts to reduce the serious, and growing, impact of natural hazards on communities and countries. It is being used increasingly by the United Nations and other organizations to coordinate and guide disaster risk reduction and its integration into development planning and action. The need for a strategy is underscored by the many disasters making international headlines. Although precise and systematic statistics are often not available, current global estimates for 2003 recorded 700 disasters associated with natural hazards, with 75,000 people killed, 250 million people affected and economic losses of more than \$65 billion. In Bam, Iran, 26,000 deaths were reported in the earthquake of December 2003, while in China, 46 million people have been affected by floods since the start of 2004. In May 2004, thousands of vulnerable people were seriously affected by flashfloods in the Dominican Republic and Haiti. Poverty, environmental degradation and lack of preparation play major roles in turning natural hazards into painful disasters.

The present report provides an updated overview of the implementation of the Strategy as requested in General Assembly resolution 58/214. An important focus for the year has been the preparations for the World Conference on Disaster Reduction to be held at Kobe, Hyogo, Japan (18-22 January 2005) and the ongoing review of the 1994 *Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of Action*. The report also summarizes the activities of the Inter-Agency Task Force on Disaster Reduction, the

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inter-agency secretariat for the Strategy, its regional outreach and other partner activities. It includes a section on natural disasters and vulnerability, as requested in General Assembly resolution 58/215, to highlight the role of disaster reduction as an essential policy tool to support adaptation to climate change. It also responds to General Assembly resolution 57/255 on international cooperation to reduce the impact of the El Niño phenomenon.

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I. Activities carried out in support of the International Strategy for Disaster Reduction

1. The International Strategy for Disaster Reduction has sparked the production of a number of substantive reports and the development of programmes and strategic visions on how to reduce risk and vulnerability to natural hazards as a prerequisite to sustainable development. Building disaster-resilient communities has gained importance as an international commitment. During the past year, motivated by the review of the implementation of the Yokohama Strategy and its Plan of Action¹ and the preparations for the World Conference on Disaster Reduction, the Inter-Agency Task Force on Disaster Reduction and the Strategy secretariat have increasingly served as a reference centre and information clearing house on disaster risk reduction issues, involving Governments and expert organizations. The task of reducing disaster risks, however, remains enormous and urgent. Two key aims of the Strategy are to increase community and national coping mechanisms to reduce the impact of natural hazards, and to secure development that lowers rather than increases disaster risk. This report discusses the range of initiatives and the progress made in this area by the main partners involved.

A. Preparations for the World Conference on Disaster Reduction

2. At its fifty-eighth session, the General Assembly decided to convene a World Conference on Disaster Reduction in Kobe, Hyogo, Japan, from 18 to 22 January 2005. General Assembly resolution 58/214 specifies that the Conference should foster specialized discussions and produce concrete changes and results, with the following objectives: (a) to conclude the review of the Yokohama Strategy and its Plan of Action, with a view to updating the guiding framework on disaster reduction for the twenty-first century; (b) to identify specific activities aimed at ensuring implementation of relevant provisions of the Plan of Implementation of the World Summit on Sustainable Development (“Johannesburg Plan of Implementation”)² on vulnerability, risk assessment and disaster management; (c) to share best practices and lessons learned to further disaster reduction within the context of attaining sustainable development and identify gaps and challenges; (d) to increase awareness of the importance of disaster reduction policies, thereby facilitating and promoting implementation of those policies; and (e) to increase the reliability and availability of appropriate disaster-related information to the public and disaster management agencies in all regions.

3. The Conference is expected to be a milestone event in disaster risk reduction. Organized in three parts — an intergovernmental segment, a thematic segment for knowledge exchange and a public forum — it will provide a unique opportunity to promote a strategic approach at all levels to reduce risk and vulnerabilities to natural hazards. It is expected to guide and motivate Governments and policy makers to focus more on the fact that disasters continue to increase and remain a major obstacle to sustainable development and to the achievement of the Millennium Development Goals. It should also provide incentives to identify practical ways to incorporate risk-reduction measures into action to reduce poverty.

4. The anticipated benefits of the Conference will be in the following areas:

(a) Increased awareness, recognition and political endorsement for implementing disaster risk reduction and mobilizing local, national and international resources;

(b) Assessment of good practices, achievements and constraints;

(c) Clearer directions and objectives at national, local, regional and international levels;

(d) Adoption of a set of overall goals, specific priorities for action and follow-up mechanisms to guide and stimulate implementation of disaster risk reduction;

(e) Encouragement to identify and implement national targets in order to address the agreed priorities for action;

(f) Launching of specific partnerships to support implementation of the Conference outcomes, linked to the partnership mechanism of the Commission on Sustainable Development.

5. Critical to the success of the Conference is agreement on the elements of a programme of action for disaster risk reduction for the period 2005-2015 (draft title: "Building the resilience of nations and communities to disasters, in support of sustainable development"). The draft programme builds on the preliminary conclusions and updated framework resulting from the review of the Yokohama Strategy and its Plan of Action. The end of the period 2005-2015 will coincide with the review to be conducted by the Commission on Sustainable Development on disaster management and vulnerability in its fifth cycle (2014-2015), as part of the follow-up to the World Summit on Sustainable Development.

6. An intergovernmental preparatory committee was established to review and guide preparations for the Conference, and a bureau, with equitable geographical representation, was elected.³ At its first session, held in Geneva on 6 and 7 May 2004, the Committee reviewed the procedural and organizational aspects of the Conference preparations, and discussed substantive issues. Subsequently, the Strategy secretariat prepared a draft programme document for review by Member States, in preparation for the second session of the Preparatory Committee, to be held in Geneva on 10 and 11 October 2004.

7. Additional support for the process was drawn from the ninth meeting of the Strategy Task Force, held in May 2004. The Task Force established a working group to provide specific guidance on the substantive work of the Conference. With the endorsement of the Preparatory Committee and the support of the United Nations Development Programme, the Strategy secretariat held an online dialogue from 15 June to 21 July 2004. Sixty countries submitted structured national information to the Strategy secretariat on current activities, progress, challenges and examples of good practices concerning disaster reduction. UNDP provided support to selected countries for the preparation of these national inputs.

8. The thematic sessions of the Conference will be clustered around five themes,⁴ which correspond to the major findings of the review of the Yokohama Strategy and its Plan of Action, the resulting updated framework for disaster risk reduction and the main elements of the draft programme of action. The thematic segment will

focus on good practices and implementation and will include a regional session for the exchange of experience and lessons learned in different regions. In addition, three high-level round tables will focus on issues critical to achieving disaster risk reduction: (a) “Disaster risk: the next development challenge”, on the need for a substantive policy shift and funding mechanisms to address risk as part of development; (b) “Learning to live with risk”, on the need to focus on education and awareness, linked with the United Nations Decade of Education for Sustainable Development (2005-2014); and (c) “Emerging risks: what will tomorrow hold?”, to address emerging issues related to environmental, urban and climate-change risk scenarios. In addition, there will be a public forum at which Governments, civil society organizations, technical and academic institutions and the private sector will disseminate information and present exhibits.

9. A conference unit has been established within the Strategy secretariat to coordinate the Conference preparations. Close cooperation has been developed with the Government of Japan and the Hyogo Prefecture. The Government of Japan has pledged \$2.5 million to cover Conference costs. Additional funds are being sought to cover the travel costs of delegations from developing countries attending the Conference and the second session of the Preparatory Committee. Information on preparatory activities for the Conference can be accessed at: www.unisdr.org/wcdr.

B. Review of the Yokohama Strategy: regional and thematic consultations

10. The process conducted in response to the request of the General Assembly in its resolution 57/256, to review progress in implementing the Yokohama Strategy and its Plan of Action, has resulted in a number of activities (described above in section A) and in a substantive basis for the deliberations and commitments of the Conference. Preliminary findings show that the Yokohama Strategy remains a powerful guide for disaster risk reduction, and that significant progress has been made in some areas, especially in integrating disaster risk management into development sectors. Many examples of good practices are available and lessons have been learned or confirmed. However, the review shows that progress is still seriously handicapped by a lack of systematic implementation and by the progressive increase in risk factors. It is evident that to build national and community resilience to natural hazards, and to protect lives and livelihoods, more systematic approaches and greater commitment by Governments are required. Regional and thematic meetings held throughout 2003 and 2004 have provided inputs relevant to both the review and the Conference programme outcome.

11. In Asia, regional meetings have been held in Cambodia, Bangladesh, the Philippines and China, sponsored by Governments, the Asian Disaster Reduction Centre, the Asian Disaster Preparedness Centre and the United Nations. Building on the findings of these meetings, the Beijing Declaration on the 2005 World Conference on Disaster Reduction, adopted in May 2004 by the representatives of 18 countries and six international organizations, outlined the Asian perspective on regional cooperation and collaboration and on the integration of disaster reduction into development planning, policies and implementation. The Declaration appeals for further political commitment and increased financial investment in disaster reduction and for a programme of action composed of concrete objectives that contribute to building disaster-resilient communities.

12. An African regional consultation, with over 30 countries represented, convened by the African Union (AU) and the New Partnership for Africa's Development (NEPAD) secretariat in Johannesburg, South Africa, in June 2004, and sponsored by UNDP, the World Bank and the Strategy secretariat, provided strategic directions and specific recommendations for integrating disaster risk reduction into sustainable development activities at all levels. It formulated the African Regional Strategy for Disaster Risk Reduction, which was adopted in July 2004 by the African Ministers of the Environment and later supported by the African Heads of State and Government at the third ordinary session of the Assembly of the African Union, held in Addis Ababa, in July 2004. In its decision AU/Dec.38(III), the Assembly mandated the AU Commission and the NEPAD secretariat to work closely with Strategy partners to develop a programme of work that will enable Member States to integrate disaster reduction into national development processes. The regional consultation emphasized that investment in disaster risk reduction serves as an insurance policy for investment and development gains in Africa.

13. South Pacific countries collectively developed a regional position paper for the World Conference on Disaster Reduction and a draft Pacific regional strategic action plan for disaster risk reduction at a regional stakeholder consultation workshop, in Fiji in June 2004, organized by the South Pacific Applied Geoscience Commission and supported by Australia and New Zealand. The plan provides an easily adaptable framework for the accelerated implementation of the Yokohama Strategy and its Plan of Action and the Johannesburg Plan of Implementation, as well as policy guidance for current and emerging regional challenges for the coming decade. It also will help streamline donor assistance and thus encourage a systematic approach to tackling disaster reduction. In addition, it provides the basis for further implementation of the Pacific World Summit on Sustainable Development partnership initiative on vulnerability and disaster risk management.

14. Several consultations have been or will be held in Latin America and the Caribbean. In December 2003, the Central American Centre for Coordination of Disaster Prevention, in collaboration with UNDP, the Strategy secretariat, the Pan American Health Organization (PAHO), the Central American Bank for Economic Integration and others, organized Forum Mitch + 5 in order to review progress on disaster risk management since Hurricane Mitch, which devastated the region in 1998, and to contribute to the Conference preparatory process. The Forum was preceded by national multisectoral workshops in five countries and resulted in several concrete recommendations. Representatives and experts at the Latin American meeting on the theme "Vulnerability reduction in health: hospitals and drinking water systems", held in Managua in April 2004, and at the Caribbean meeting on mitigation in health facilities, held in Port of Spain in May 2004, made recommendations for disaster reduction in health facilities and water systems for each region.

15. The European Commission is actively involved in the preparatory phase of the Conference through internal consultations. The Council of Europe Major Risks Agreement also discussed the Conference in Rabat, Morocco, in December 2003, and in Paris in June 2004.

16. The International Red Cross and Red Crescent Movement discussed disaster risk reduction at its twenty-eighth International Conference in Geneva in December 2003. Participants adopted the Agenda for Humanitarian Action, which is relevant

to both the review of the Yokohama Strategy and the programme of the World Conference. It includes a commitment to minimize the impact of disasters on vulnerable populations through the implementation of measures to reduce disaster risks and improve preparedness and response mechanisms.

17. The Second International Conference on Early Warning, held in Bonn in October 2003, and previous regional consultations, provided important conclusions and recommendations, which have been translated into a new programme for early warning and inputs for the World Conference (see www.ewc2.org).

C. Inter-Agency Task Force on Disaster Reduction

18. The Task Force⁵ has continued to evolve, adapting its programme to current policy requirements and moving to new areas of work addressing emerging issues, following the recommendations contained in the last report on the implementation of the Strategy (A/58/277). The aim is to strengthen the Task Force as a global mechanism for devising strategies and policies and enhancing coordination. The Task Force will provide a forum for debate and will coordinate and stimulate activity through collaboration, working groups and agenda development. The priority areas of the 2004 work programme include:

(a) Guidance and assistance on current major policy processes, particularly as they relate to the Conference preparations, including inputs to the substantive content of the programme outcome and assistance in coordinating the thematic sessions; the global review of progress in implementing the disaster reduction measures in the Yokohama Strategy and its Plan of Action; and integration of disaster reduction into sustainable development, including follow-up to the World Summit on Sustainable Development;

(b) Strengthening disaster risk reduction in Africa, including through network development, the identification of needs and capacities, and strategy development. A new working group was established under the leadership of the African Union and NEPAD secretariats;

(c) Adaptation to climate change and extreme weather events. A new working group, led by the World Meteorological Organization (WMO) and UNDP, aims at promoting disaster risk reduction for climate change adaptation;

(d) Data on impacts, risk and vulnerability. Chaired by UNDP, the working group on risk, vulnerability and impact assessment, has developed indexes and indicators, enhanced global data sets with standardized national level data and developed a system to issue unique numbers to identify specific disasters (see www.glidenumber.net);

(e) Urban risk and vulnerability. Led by the United Nations Human Settlements Programme (UN-Habitat) and UNDP, the work in this area includes an interactive web-based inventory of risk analysis and vulnerability assessment tools, including a system to assist users with the identification of suitable tools (see <http://hq.unhabitat.org/rdmu/isdr/default.asp>) and support to a preparatory meeting on urban risk and vulnerability in Madrid and, to a session on that subject at the World Urban Forum to be held in Barcelona, in September 2004.

19. The Task Force also continues to monitor the new initiatives, networks and programmes arising from its previous work on El Niño, early warning and wildfires.

D. Major partner activities and relationships

20. The specialized agencies and programmes of the United Nations system, regional bodies and civil society organizations make substantial contributions to the implementation of the Strategy, particularly through collaborative partnerships and the support of national and local implementation. The highlights of these partnerships are described below.

Governance

21. Disaster reduction can only succeed to the extent that national authorities and international development interests recognize the importance of identifying, assessing and managing risks prior to the occurrence of disasters. This requires combining the efforts of the development, humanitarian and environmental constituencies, which remains a challenge, and integration of disaster risk reduction into national planning, including poverty reduction. Steps include the formulation of appropriate legislation, appropriate budgetary allocations and the designation of authorities, especially decentralized responsibilities to empower subnational and local communities to participate in the decision-making.

22. UNDP, with input from the United Nations Environment Programme (UNEP) and the Strategy secretariat among others, launched an important report in early 2004, entitled “Reducing disaster risk: a challenge for development”. Based on statistical data analysis, this publication aims to improve global understanding of the relationship between development and disaster risk. It introduced a global disaster risk index, which measures the relative vulnerability of countries to earthquakes, tropical cyclones and floods, and identified development factors, including good governance, that contribute to increased risk levels, as well as policy options to address these risks. UNDP also plays an important role in fostering the development of appropriate tools for the integration of disaster reduction into development, and the design and implementation of disaster reduction strategies and capacity-building programmes.

Inter-agency initiatives — knowledge management

23. Educating and enhancing human capital is a priority for ensuring the sustainability of disaster reduction. This need is addressed through several United Nations initiatives. The Strategy campaign slogan for 2004, “Learning from today’s disasters for tomorrow’s hazards”, reflects the need to raise public awareness of options for reducing risk.

24. The inter-agency United Nations Disaster Management Training Programme, administrated by UNDP with support from the Office for the Coordination of Humanitarian Affairs, is undertaking a review in 2004 to assess the strategic focus, purpose and added value of the programme. It will assess the programme premise and objectives in the light of current trends and future challenges and demands on United Nations country teams, with regard to their functions, roles, competencies and performance expectations in addressing disaster events and disaster risks and their reduction.

25. The Inter-Agency Standing Committee for humanitarian coordination initiated a task force on natural disasters led by the Office for the Coordination of Humanitarian Affairs and the International Federation of Red Cross and Red Crescent Societies (IFRC). The Strategy secretariat contributed inputs concerning linkages between response capacities and disaster risk reduction, and identification of vulnerable countries. The task force aims to improve coordination of disaster preparedness and is organizing pilot projects in selected vulnerable countries.

Community-based risk reduction and preparedness

26. Community empowerment and ownership of building disaster resilience and coping capacities is essential to effective risk reduction.

27. Many local Governments, grass-roots organizations, and non-governmental organizations, including the Red Cross and Red Crescent Movement, are promoting community-based approaches. In addition, UNDP has developed a local-level risk management programme. The United Nations Centre for Regional Development project, "Sustainability in community-based disaster management (2002-2005)", is developing best practices for community-based disaster management, recommendations and a strategic framework through policy interventions at the local level to sustain community initiatives, partnership-building and the dissemination of guidelines and tools.

28. IFRC hosts a number of inter-agency projects, such as the Sphere Project and the ProVention Consortium, which strengthen broad-based approaches to disaster risk reduction, preparedness and response. The Federation is active in building partnerships, reflected in agreements signed with the ProVention Consortium, the Organization of American States (OAS), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP), which emphasize risk reduction strategies and advocate a culture of prevention. The 2003 issue of the IFRC *World Disasters Report* focused on ethics in aid, while the 2004 issue will focus on building disaster-resilient communities.

Science, risk assessment, monitoring and early warning

29. Risk assessment and monitoring remain a crucial starting point for disaster reduction and for the development of crucial information management systems. Emerging and slow-onset risks such as drought, climate change, economic and urban growth and change are of growing importance. Integrated, people-centred early warning strategies are needed to issue timely warnings and develop the response capabilities of those at risk.

30. The World Meteorological Organization has adopted a comprehensive plan to implement its cross-cutting programme on natural disaster prevention and mitigation. WMO is also coordinating a 10-year international research programme to improve forecasts of high-impact weather events and their use in decision-making, and is developing a climate alert system to help apply seasonal forecasts in disaster management. WMO is carrying out several initiatives to improve flood forecasting and associated practices to mitigate social, economic and environmental losses and, together with the Strategy secretariat, is coordinating the risk management chapter of the second edition of the *World Water Development Report*.

31. At its thirty-second session, the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) approved a new main line of action on disaster prevention and preparedness in its 2004-2005 programme and budget. It is designed to encourage Member States to address the issue of natural hazards within and across sectors and through the effective use of scientific knowledge and expertise, particularly in vulnerable zones in the least developed countries, mega-cities, small islands and coastal zones. Efforts focus on capacity-building mechanisms and supporting the development, testing and dissemination of information and training materials and tools.

32. Space and telecommunications-based applications for disaster prevention, especially low-cost, high-impact solutions relevant to vulnerable communities in developing countries are being pursued by the Office for Outer Space Affairs of the United Nations Secretariat, the Committee on the Peaceful Use of Outer Space and its Action Team on Disaster Management, the Office for the Coordination of Humanitarian Affairs, the European Space Agency and its Global Monitoring for Environment and Security Initiative, other space agencies and the ad hoc Group on Earth Observation. Among others, the United Nations Office for Project Services, the United Nations Institute for Training and Research and the European Centre for Nuclear Research, through UNOSAT, are working on maps and products for disaster management and risk reduction. A number of countries at the second Earth Observation Summit, held in Tokyo in April 2004, adopted a framework for a 10-year implementation plan (2005-2015) to achieve comprehensive, coordinated and sustained Earth observations. They launched a global Earth observation system of systems towards this end, a primary objective being to reduce the loss of life and property resulting from natural and human-induced disasters and to improve the understanding, assessment and prediction of weather events and climate variability and change. The World Summit on the Information Society, held in Geneva in December 2003, recognized the potential of information and communication technologies for preventing disasters and supporting development goals.

Reduction of underlying risk factors

33. Environmental and natural resource management techniques for reducing disaster risks are greatly underutilized. Financial and socio-economic instruments, effective land-use planning and planning and implementation in the agriculture, health and infrastructure sectors are also necessary to avoid the generation of additional risks and vulnerabilities. Post-disaster transition and recovery provide an important opportunity for introducing such disaster reduction measures.

34. UNEP implements activities to raise awareness about the importance of the links between environmental degradation, disaster risk and vulnerability through dialogue among experts on disaster reduction and environmental emergency management in Africa, national workshops and newsletters and publications for targeted audiences. The UNEP programme on awareness and preparedness for emergencies on a local level recently shifted its sector-based approach to an integrated territorial-based approach to manage risks and disasters resulting from technological accidents and environmental emergencies.

35. The current medium-term plan (2002-2007) of the Food and Agriculture Organization of the United Nations (FAO) has established a "priority area of interdepartmental action" group to work on disaster prevention, mitigation and

preparedness and post-emergency relief and rehabilitation. FAO is actively involved in reducing disaster risks — for example, by promoting the development, management and use of food insecurity and vulnerability information systems and by supporting the efforts of local-level institutions to reduce vulnerability to natural disasters. About 40 countries worldwide have established national and regional early warning systems for food security with FAO assistance, and FAO and WFP work closely on related food security programmes.

36. The World Health Organization (WHO) has made progress in mainstreaming disaster management, moving from mainly emergency preparedness and response systems towards ensuring safer health facilities and drinking water systems in various countries such as Nepal and in Latin America and the Caribbean. Many Eastern European countries have been rebuilding national emergency preparedness and early warning and response systems. In keeping with the global WHO country-focus initiative, country-level processes continue to integrate humanitarian and development activities.

37. More information on other partner activities is available at www.unisdr.org.

E. International Strategy for Disaster Reduction secretariat

38. The Strategy secretariat work-programme is organized around four focus areas: policy and strategy development; advocacy and public awareness; information management and dissemination; and the promotion of networks and partnerships for the application of measures to reduce disaster risks. Regional outreach programmes are active in Latin America and the Caribbean, in Africa and, more recently, in Asia and the Pacific. In pursuing its activities, the secretariat works closely with many other organizations, in special partnerships with UNDP and the Office for the Coordination of Humanitarian Affairs, and with other Strategy Task Force members. The priorities for 2004-2005 are:

(a) Review of the Yokohama Strategy, preparation for the World Conference on Disaster Reduction, and support for the inclusion of disaster risk reduction in key international agendas;

(b) Development of a coherent policy framework for guiding and monitoring disaster risk reduction and the associated draft Conference outcome document;

(c) Increased regional outreach and partnerships, especially in Africa, Asia and Central Asia, including an emphasis on promoting national platforms for disaster reduction;

(d) Consolidation of a Bonn-based programme to promote early warning;

(e) Improved information systems and clearing house for disaster risk reduction, including an upgraded web site (www.unisdr.org), and the use of more languages for public information products;

(f) Organizational development of the Strategy mechanism and of a sound institutional basis for disaster risk reduction within the United Nations.

Policy and strategy development

39. The Strategy secretariat, advised by the Strategy Task Force, has contributed to the current two-year review cycle on water, sanitation and human settlements by the Commission on Sustainable Development. As a result, disaster risk reduction is recognized as a cross-cutting issue in these areas. The secretariat is also engaged in the processes for reviewing the Programme of Action for the Sustainable Development of Small Island Developing States and in preparations for the International Meeting to Review the Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States to be held in Mauritius. The Strategy secretariat, in collaboration with the Department of Economic and Social Affairs, compiled recommendations on disaster risk reduction emanating from the three regional preparatory meetings for the International Meeting. Inputs by the secretariat to climate change policy agendas are described in section II below.

Framework for guiding and monitoring disaster risk reduction

40. In cooperation with UNDP, the Strategy secretariat developed a framework that sets out the key elements for systematic disaster risk reduction. While principally aimed at guiding and monitoring national policy and activities, the framework can be used or adapted for other diverse purposes, such as research planning, training curricula or community-based activities. The framework is available on the Strategy web site.

National platforms for disaster reduction

41. The Strategy secretariat, in close collaboration with UNDP and regional organizations, is promoting the use of national platforms for advancing the implementation of disaster risk reduction. This includes encouraging national networks and institutions, strengthening contacts with and among national counterparts and promoting dialogue to improve the framework for cooperation between the secretariat and national platforms. Since November 2003, national platforms for disaster reduction have been established by the Comoros, Costa Rica, Ecuador and the Russian Federation, and significant steps have been made in Burundi, the Democratic Republic of the Congo, Ghana, Kenya and Rwanda. The list of national Strategy focal points available on the Strategy web site is expanding and will soon be supplemented with country profiles.

Regional outreach

42. The ninth session of the Inter-Agency Task Force and the first session of the Conference Preparatory Committee emphasized the importance of regional mechanisms to support and motivate effective disaster risk reduction policies and practices.

Africa

43. The Strategy African outreach programme, established in 2002 and hosted by UNEP, was strengthened in 2004 through additional support from Norway and Germany. The programme seeks to advance disaster risk reduction and its integration into sustainable development in Africa, and to enhance regional leadership and ownership of disaster reduction initiatives, for example, through

participatory processes involving the African Union Commission, the NEPAD secretariat, the African Development Bank, other regional institutions and national government officials and experts. This has led to the development of an African regional strategy for disaster risk reduction (see paragraph 12).

44. Partly linked to these advances, a major shift in focus is taking place, as disasters are being viewed as a risk management and development issue. There is growing interest among regional entities and United Nations agencies and increased interest in establishing national platforms. The Strategy African outreach programme has supported the development of activities and educational material concerning linkages of disaster reduction with governance, water and the environment. Activities to increase the interest and involvement of women will result in specific policy recommendations on the gender perspective in disaster reduction. Increased use of the regional web site (www.unisdrafrica.org), distribution of the biannual magazine *Disaster Reduction in Africa — ISDR Informs* in several languages and celebration of the International Day for Natural Disaster Reduction are signs of the growing interest in the subject in the region.

Latin America and the Caribbean

45. One of the significant impacts of the regional outreach programme hosted by PAHO and sponsored mainly by Sweden is that many new development actors, such as planning ministries, are more actively involved in developing and implementing disaster reduction strategies. For example, the General Secretariat of the Andean Community, with the support of UNDP and the Andean Development Corporation, has formulated an Andean strategy for disaster prevention and response. The strategy includes sectoral working agendas on agriculture, energy, water, health and sanitation, land use planning and so forth. The process stresses synergies among national, regional and international actors and the coordination of priorities and horizontal cooperation among countries of the region. The strategy was approved at the fourth meeting of the Andean Committee for Disaster Prevention and Assistance (CAPRADE) and adopted by the Andean Presidential Council in July 2004. The Strategy regional outreach programme has engaged with the Association of Caribbean States (ACS) to enhance the implementation of the Strategy in ACS member countries (the wider Caribbean), and has intensified collaboration in the field of education for disaster reduction with UNESCO, the United Nations Children's Fund (UNICEF) and OAS. A Latin American meeting has been organized to review the area of education for disaster risk reduction. Collaboration has also increased with IFRC in the areas of public information, communications and community-based education programmes.

46. Partnerships with PAHO, UNDP and the Central American Centre for Coordination of Disaster Prevention have resulted in increased public awareness outreach. An educational radio programme (radio soap opera) that addresses earthquakes and volcanic eruptions is being widely broadcast throughout Latin America, and a new radio programme on floods and hurricanes is being produced for the English-speaking population of the Caribbean, in collaboration with the Caribbean Disaster Emergency Response Agency, ACS, IFRC and PAHO. The regional tripartite collaboration between the Strategy secretariat, UNDP and the Office for the Coordination of Humanitarian Affairs has been strengthened over the past months, with a focus on building an inventory of El Niño-related initiatives in Peru and Ecuador and on developing a related inter-agency programme to be carried

out in close collaboration with existing initiatives such as the International Research Centre on the El Niño Phenomenon and the Andean Disaster Prevention Programme.

Asia

47. The launch of the Strategy Asia partnership at the third Asian Conference on Disaster Reduction in Cambodia in 2004 reflects a desire to extend collaboration among the many strong programmes in the region and to work towards a regional Strategy outreach programme. Partners include the Asian Disaster Preparedness Centre, the Asian Disaster Reduction Centre, the Economic and Social Commission for Asia and the Pacific, UNDP and the Strategy secretariat. The secretariat has increased its presence in the region through a shared staff resource with the Office for the Coordination of Humanitarian Affairs in Kobe, Japan, and an associate expert from Norway in Dushanbe, Tajikistan, for Central Asia, who works in close collaboration with UNDP and the Office. Sweden and Norway have provided new funding for the Strategy Asia partnership.

48. In addition, 2004 has witnessed important initiatives by national Governments in Asia in advancing integrated multisectoral initiatives and policy frameworks for disaster risk reduction. Particularly noteworthy are the national programme on vulnerability reduction and sustainable development in India, the comprehensive disaster management programme in Bangladesh, the opening of the national disaster reduction centre in China and the launch of a multi-agency natural disaster mitigation partnership in Viet Nam. Subregional initiatives include the launch of the Association of South-East Asian Nations (ASEAN) regional programme on disaster management (2004-2010) by the ASEAN Committee on Disaster Management, and the launch of a four-year (2004-2007) flood management and mitigation programme by the Mekong River Commission. The Asian Disaster Preparedness Centre launched new initiatives on climate forecast applications and urban disaster mitigation in South and South-East Asia and a new programme on capacity-building for flood-preparedness planning in the Mekong Delta. The Asian Disaster Reduction Centre and other partners promote a comprehensive disaster risk management approach and provide practical tools, such as the hazard-mapping methodology, to assist country capacity for assessing risk and vulnerability to disasters. The Preparedness Centre, with the support of Sweden, developed a study on environmental degradation and disaster risk in Asia. The United Nations University has begun a programme for catastrophic flood risk reduction in Asia and the Pacific using a comprehensive approach of hazard and vulnerability reduction.

Pacific

49. Implementation of the Strategy is being promoted actively in the South Pacific through a partnership with the South Pacific Applied Geoscience Commission, supported by Australia and New Zealand. High-level advocacy activities have contributed to a wider understanding by Pacific island Governments, at political and senior official levels, of the value of the full spectrum of disaster risk management and risk reduction activities. Linkages with the 2004 review of the Programme of Action for the Sustainable Development of Small Island Developing States and the International Meeting to be held in Mauritius are widely understood. Increased awareness has been noted among target audiences such as schoolchildren, the general public and decision makers, along with an increased involvement at community and village levels through community-based disaster risk management

and the development of a disaster management planning framework for national application. The Pacific Emergency Management Training Advisory Group Committee has been established and is providing scholarship support for an accredited disaster risk management university course. The Comprehensive Hazard and Risk Management regional guidelines promoted by the Geoscience Commission are now being used as a national risk-reduction tool in a number of Pacific island countries and through World Bank disaster risk management capacity-building projects in Samoa and Tonga and in a climate change adaptation project in Kiribati. The environmental vulnerability index, developed by the Geoscience Commission in collaboration with UNEP, is expected to be operational by the end of 2004. It will be a useful tool to assist policy makers and decision makers. The Geoscience Commission is actively coordinating regional input to the Conference and the International Meeting in Mauritius.

Europe

50. Strategy activities as subregional and thematic efforts by European partners and countries continue to evolve. The second meeting of European national platforms, organized by the German Committee for Disaster Reduction in April 2004, discussed Conference priorities and collaboration between the Strategy and national platforms. The Central European Disaster Prevention Forum, comprising the Czech Republic, Germany, Hungary, Poland and Slovakia, held a meeting organized by the Czech National Committee for Disaster Reduction, which also involved the World Meteorological Organization, to further develop these and other proposals. The European Commission and the Council of Europe are engaged in improving their disaster risk reduction policies and in preparing for the Conference. The Strategy secretariat has an agreement with the European Commission Joint Research Centre, and it has made progress in studying the interlinkages between natural and technological hazards. Several steps have been taken in the region in response to the summer floods of 2002, including a European flood alert system, improved operational links among service providers and recipients and development of a European flood information system.

Early warning promotion

51. The summary report of the Second International Conference on Early Warning, held in Bonn in October 2003, and a CD-ROM compilation of the Conference documents were finalized in partnership with the German Committee for Disaster Reduction (see www.ewc2.org). With the support of the Government of Germany, considerable progress was made by the Strategy secretariat in developing the early warning platform recommended by the Conference. An ad hoc expert meeting was convened to provide guidance on the platform activities and a work programme for 2004 was developed. The platform aims to sustain dialogue on early warning and related risk reduction, and to encourage the development of more systematic approaches to early warning. Specific tasks planned include establishing platform operational capacities and initial products, promoting early warning and its integration into key international policy processes, particularly those associated with the Conference, and generally stimulating dialogue on and innovation in early warning through networking, information generation and partnerships.

52. The platform increases the resources and efforts of the Strategy secretariat in the areas of early warning and risk reduction and strengthens the interaction with

several key Bonn-based United Nations institutions, notably the secretariats of the United Nations Framework Convention on Climate Change and the United Nations Convention to Combat Desertification, the United Nations Volunteers programme, and the United Nations University Institute for Environment and Human Security.

Information dissemination

53. Highlights of the year include the extensive redevelopment of the Strategy web site (www.unisdr.org). Improvements in content and presentation are reflected in the subsequent increase in the number of visitors to the web site. With the support of Switzerland, work has begun on developing web-accessible relational databases of disaster reduction information. The revised version of the Strategy secretariat flagship publication, *Living with Risk: A Global Review of Disaster Reduction Initiatives*, was also launched in July 2004, extracts of which have been available on the web site since 2003. This significantly upgraded publication describes trends, initiatives and outstanding challenges in implementing disaster risk reduction at the local, national, regional and international scales and provides numerous supporting practical examples.

F. Institutional development of the International Strategy for Disaster Reduction

54. To better support the Task Force, national Governments and the wider global disaster risk reduction community, the Strategy secretariat initiated a results-based planning system during 2004 to enhance its capacities. In addition, an institutional internal review of the tripartite arrangement between the Office for the Coordination of Humanitarian Affairs, UNDP and the Strategy secretariat is being conducted. It will also address the United Nations and the specialized agencies. The object of the review is to enhance the effectiveness of the United Nations Secretariat in addressing all aspects of disaster and risk management, including response coordination, preparedness, mitigation and recovery, with a view to reducing risk and vulnerability to future natural hazards and related environmental and technological disasters.

55. The support group of Member States for the Strategy secretariat, chaired by the Government of Switzerland, with the full support and participation of the Under-Secretary-General for Humanitarian Affairs, meets on a regular basis to provide advice on the Strategy work programme and to advocate for support for and contributions to the Strategy and the Trust Fund for Disaster Reduction.

56. The Strategy secretariat launched a fund-raising document in December 2003 for the 2004-2005 biennium, entitled "An open opportunity to reduce disaster impacts: request for funding to support the International Strategy for Disaster Reduction and its secretariat". By mid-year the Trust Fund for Disaster Reduction had received approximately 70 per cent of the estimated requirements to cover the basic annual work programme of the Strategy Task Force and the secretariat. The Governments of Canada, Cyprus, Germany, Japan, Norway, the Philippines, South Africa, Sweden, Switzerland, the United Kingdom and the United States have contributed thus far in 2004. The Governments of Sweden and the United Kingdom have provided multi-year funding, the latter being the main donor. The number of donors increased in 2004, partly as a result of interest associated with the

Conference preparations. Almost all the funding comes from humanitarian departments. It can also be noted with satisfaction that this year small-project funding was secured from development agencies — a desired trend and requisite for the future.

57. Additionally, in kind contributions have been received, such as support to translate the 2004 version of *Living with Risk: A Global Review of Disaster Reduction Initiatives* into Spanish (Canadian project: Geosciences for Andean Communities) and Chinese (China Earthquake Administration). Associate experts have been provided by Japan (for Geneva in 2003) and by Norway (for Africa and Asia, 2004). The International Organization of la Francophonie has also provided interns to the secretariat. The Government of Switzerland has provided consultant support to the Strategy secretariat for organizational development. UNDP is funding, with the Strategy secretariat, several initiatives at the regional level in Africa and Asia, and it provides human resources contributions to the Strategy secretariat and to national preparations for the Conference preparatory process. UNEP and PAHO/WHO provide in kind contributions to the regional programmes in Africa and Latin America and the Caribbean, and WMO assists with office space in Geneva.

58. Despite all the valuable contributions, Strategy funding remains unpredictable, insecure, short-term and insufficient in the face of the growing demands from Governments and agencies for services and assistance. The number of donors is still small and the development agencies are conspicuously absent. The core mandate — to promote and support mainstreaming of disaster risk reduction into development and humanitarian efforts within the United Nations and in international policy decisions — requires a commensurately broad, long-term and stable funding base, including United Nations regular budget allocations. This will be even more important beginning in 2005, in order to support the anticipated demands for systematic disaster risk reduction stemming from the Conference.

II. Natural disasters and vulnerability

59. About 80 per cent of disaster impacts arise from weather-related hazards, and there is concern that the world will face even greater weather extremes in the future. The capacities of countries and communities to manage existing weather and climatic conditions, including those related to El Niño, will stand them in good stead for handling future conditions. For these reasons, Strategy partners are working to forge synergies between agendas for disaster risk reduction, climate hazard management and adaptation to climate change.

A. Climate change and disaster risk reduction

60. Raising the profile of disaster risk reduction as a means of achieving climate change adaptation policy objectives has been an aim of recent cooperation between the Strategy secretariat and a number of organizations, including UNDP, the International Red Cross, Red Crescent Centre on Climate Change and Disaster Preparedness and the German Corporation for Technical Cooperation. In keeping with General Assembly resolution 58/215, statements were made at meetings of the Framework Convention on Climate Change Subsidiary Body for Scientific and

Technical Advice in 2003 and 2004 to promote the issue in the formal agenda of the Convention, and contributions were also made at side events.

61. Additionally, the secretariat has promoted the development of a consultative multi-party policy paper that is intended to set out the interacting policy concerns of the main policy groups concerned with disasters, climate change and development, and to provide concrete directions and examples of integrating disaster risk reduction into adaptation initiatives, for use by both policy analysts and practitioners. With the support of the United Kingdom, a preparatory scoping project was completed in 2004, and the concept has since been endorsed and adopted by the Vulnerability and Adaptation Resource Group, an ad hoc grouping of major donors, development banks and United Nations agencies. A draft report is expected for consideration at the tenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, and at the Conference.

62. Related activities include the promotion of disaster risk concerns in the preparatory activities for the climate change assessment reports of the Intergovernmental Panel on Climate Change and the compilation of an electronic newsletter, *DR+CC infolink*, to stimulate linkages and information exchange between the disaster-reduction and climate-change communities (available on the Strategy web site). These activities were undertaken in partnership with UNDP and the International Red Cross Red Crescent Centre on Climate Change and Disaster Preparedness.

B. International cooperation to reduce the impact of the El Niño phenomenon

63. The El Niño events that have followed the major 1997/98 El Niño phenomenon, which had significant global impacts, including floods and droughts in many parts of the world, have been relatively weak, and current forecasts show that near-neutral conditions will prevail through the rest of 2004. However, in response to General Assembly resolution 52/200, efforts by the international community have continued to improve capacities to predict and respond to future El Niño and La Niña events. Capacities are now available to use seasonal forecasts of climatic anomalies for disaster management, even when no El Niño or La Niña event is present (for more information, see www.wmo.int and iri.columbia.edu).

64. The International Research Centre on the El Niño phenomenon, in Guayaquil, Ecuador, set up in 2003 by the Government of Ecuador and WMO, in collaboration with the Strategy secretariat in response to requests by Member States (see General Assembly resolution 56/194), has made progress through the development of an international board, a fund-raising strategy and specific projects. In support of the initiative, the Andean Disaster Prevention Programme of the Andean Development Bank is currently undertaking an organizational study to help the International Research Centre structure its organizational basis and links with other initiatives and organizations working in the field of El Niño, in particular in the Andean countries. Updated information on the International Research Centre is available from www.ciifen-int.org.

III. Conclusions and recommendations

65. The World Conference on Disaster Reduction will provide Member States and international organizations with a unique opportunity to significantly advance their interest in disaster and vulnerability reduction, particularly to incorporate practical disaster reduction steps into sustainable development and poverty reduction strategies, as well as in the humanitarian agenda. Preparations for the Conference have progressed steadily during 2004. All parties are encouraged to contribute actively to the Conference and to its development of a substantive international programme that will guide action and investments and are urged to ensure that development gains are not wiped out, especially in the least developed countries and small island developing States.

66. The review of the 1994 Yokohama Strategy and its Plan of Action provides concrete recommendations for Governments and international organizations to pursue a common path for the next 10 years in order to reduce risk and vulnerability to natural hazards. In particular, the strengthening of institutional mechanisms (national platforms) for disaster reduction has been identified as an essential task for Governments in disaster-prone areas. Inexpensive and simple measures are available to address the failures of human and environmental security represented by disasters. However, political commitment, appropriate resource allocation and strong institutional structures are necessary to implement measures and achieve results and to build local coping capacities in all phases of disaster risk management.

67. The International Meeting to Review the Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States will convene just one week before the Conference. Disaster reduction is high on its agenda. It is expected that the recommendations on reducing the vulnerability of small island developing States to natural hazards will be further supported at the Conference.

68. Member States and regional organizations are urged to follow the example of the Assembly of the African Union and the Pacific Forum to develop disaster reduction strategies and programmes that will enable all countries to integrate disaster reduction into national development processes.

69. In follow-up to the request made last year by the General Assembly, valuable progress has been made in developing linkages between the issues of disaster reduction and adaptation to climate change. The initiatives undertaken under the Strategy demonstrate the capacity of the Strategy and its secretariat to deal effectively and quickly with emerging and cross-cutting issues. These efforts must be pursued, particularly within the processes of the United Nations Framework Convention on Climate Change and the Intergovernmental Panel on Climate Change.

70. If the Johannesburg Plan of Implementation and the Millennium Development Goals are to be achieved, along with other related United Nations development objectives in the fields of small island developing States, climate change, water and human settlements, and if the directives of the Conference are to be met, then disaster reduction will need to become fully incorporated into the humanitarian and development agendas and be firmly adopted as a core function of the United Nations. It is clear that the time has come to do that, and to provide the necessary stable financial base to enable the United Nations to properly meet the growing needs of Member States. Given the importance of disaster reduction in achieving

sustainable development, Member States are encouraged to actively support consolidation of the Strategy as an essential instrument for sustainable development. The Secretary-General is reviewing the request made by the General Assembly in its resolution 58/214 to allocate adequate financial and administrative resources, within existing resources, for the effective functioning of the inter-agency secretariat of the Strategy. In the interim, the international community is encouraged to provide the necessary financial support to the Trust Fund for the Strategy in order to ensure adequate support for the activities of the secretariat.

Notes

¹ A/CONF.172/9, chap. I, resolution 1, annex I.

² *Report of the World Summit on Sustainable Development, Johannesburg, South Africa, 26 August-4 September 2002* (United Nations publication, Sales No. E.03.II.A.1 and corrigendum), chap. I, resolution 2, annex.

³ The Bureau is composed of the representatives of Ecuador (Chairperson); the Islamic Republic of Iran (Rapporteur); Germany, Morocco and the Russian Federation (members); and Japan (ex-officio member).

⁴ The themes are: (a) "Governance: institutional and policy frameworks for risk reduction"; (b) "Risk identification, assessment, monitoring and early warning"; (c) "Knowledge management and education: building a culture of resilient communities"; (d) "Reducing the underlying risk factors"; and (e) "Preparedness for effective response".

⁵ For the membership, see www.unisdr.org.
