

Local Authorities Major Group (LAMG) Interventions
at the 2nd Preparatory Committee meeting
of the 3rd UN Conference on Disaster Risk Reduction (WCDRR)
17-18 November 2014, Geneva, Switzerland

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I. LAMG Opening Plenary Statement

Delivered by Ms. Luisa Castro, Mayor of Gumar, Canary Islands, Spain, UCLG

It gives pleasure in representing the Local Authorities Major Group composed of cities, local and regional authorities at the second session of the preparatory committee for the Post 2015 Framework for Disaster Risk Reduction. As local governments being the primary interface with citizen, it is my role here to present our group inputs to the zero draft.

At the outset, I would like to extend our appreciation to the co-chairs for incorporating the inputs made by the local authorities major group at the first session of the preparatory committee and the open ended informal consultations.

We now see that the role and need for empowerment of local and sub-national governments is explicitly mentioned under the Guiding Principles. However, the zero draft does not yet clarify this role as it does for other stakeholders.

The use of non-traditional media or communication strategies to increase understanding of risk, adaptation to climate change, community resilience and promote risk reduction strategies at local level should be taken into account as well.

Rapid urbanization represents both the greatest hope and challenges of the 21st century. We believe this reality should be more visibly reflected in the framework.

We note that urban planning is mentioned as a sub-text under land-use planning with a very weak language. We here would like to reiterate that urban planning does not only have necessary tools to reduce risks and prevent risk accumulation, but also has the capacity to build resilience as a political process that should involve different stakeholders. Risk sensitive urban planning contributes to ensuring resilience of critical infrastructure and essential services such as water-treatment and others. Hence, we would strongly recommend urban planning to have a more explicit mention in the new framework.

We also would like to note that adverse impacts of disasters are scaled-up with the poor-resilience of high-risk industrial and energy facilities that are getting more closely to densely populated cities. There is a need to address safety of these systems in this framework.

It is important to emphasize climate change adaptation including eco-system and community based adaptation more than it is done in the zero draft. If local governments need to reduce existing risk and prevent new risk creation, then they have to take measures to adapt to the impacts of changing climate as well as to address the driving factors of global warming. The post 2015 framework for disaster risk reduction could play an instrumental role by calling for it.

Local governments, who are tasked with managing the risk of smaller scale but recurrent disasters, play a key role in coordinating actions by different sectors, organizations and stakeholders. Therefore, we recommend, that this coordination function is strongly emphasized in Priority TWO and FOUR.

We note that the zero draft duly calls for protection of sites of historical, cultural and religious interest and consideration of cultural requirements, we here recommend to emphasis more on cultural diversity which has the capacities to build resilience.

While the zero-draft touches on the important role of financial risk transfers and risk sharing mechanisms, first it only specifies actions at regional and global context and second it does not explicitly mention insurance schemes which can discourage risky behavior and promote risk governance.

Last but not least, we would like to reiterate that, local monitoring, such as through the LGSAT or the Local Government Self-Assessment, must be part of the new international monitoring mechanism for the post 2015 framework for disaster risk reduction. This could take benefit and compliment similar other bottom up approaches such as Durban Adaptation Charter, Medellin Collaboration etc.

Working with all stakeholders and partners, we will continue to promote disaster risk reduction and resilience to make communities safer from disasters.

II. Inputs on the Zero Order Draft of the Co-Chairs

i. Delivered by Yunus Arikan, ICLEI – Local Governments for Sustainability

At the outset, throughout the document, we welcome the strong emphasis to engage local governments more actively in the post-2015 DRR framework. This follows the spirit of the HFA in the first 10 years of its implementation.

This vision for enhanced multilevel governance is particularly important and valuable considering that WCDRR in Sendai in March 2015 is the first global conference that will play a key role in the design of the post-2015 development framework. We sincerely hope that this progressive vision can inspire other global processes like SDGs and post-2015 climate regime, in order to ensure full recognition, engagement and empowerment of local and subnational governments as governmental stakeholders in all global efforts. Within this view, we look forward to welcoming the decision of Parties to adopt this document as the basis of their negotiations for WCDRR.

- 1- We also commend Co-Chairs and UN ISDR the conduct an open, transparent and inclusive process to engage stakeholders in the development of the zero order draft.
- 2- We are particularly happy to observe inclusion of some new paragraphs that respond to the proposals raised by the LAMG in the zero order draft, in particular in paragraphs 15.d, 25.g, 28.d, introduction of national and local platforms, and adding “cultural” in Priority.3.
- 3- However, there seems to be a number of issues that may need to be further improved and strengthened. We sincerely believe that this spirit of dialogue with Co-Chairs, Parties and the UN ISDR can enable us advance with these issues at this PrepCom-II and result with an enhanced document that can be adopted at Sendai Conference in March 2015 and rapidly implemented afterwards.

4- General Remarks;

- a. **The need to address the Urban World in the 21st Century:** It has to be addressed that the final document will be implemented in a world that is more urbanized than ever, which brings additional challenges and opportunities, as addressed in many recent global reports including IPCC AR5. It also has to be recalled that within the SDGs, HFA is only addressed in the context of Goal11.b within the context of “Making cities and human settlements inclusive, safe, resilient and sustainable”. Thus, it would be essential to specifically highlight the realities, challenges and opportunities of this new Urban World as a unique context in particular in paragraphs 3, 5, 15, 22, 27 and 28.
- b. **Vertical integration of actions at all levels:** It has to be noted that active engagement of local and subnational governments as governmental stakeholders in policy making, implementation, capacity building, and raising awareness may have the potential enhance those efforts of national governments as well. Thus, it would be good to emphasize the need to ensure synergy, coherence and harmony of all these efforts, which can be achieved by introduction of the concept of vertical integration in paragraphs 25, and Section.E. It is also recommended to highlight, encourage and strengthen existing national, regional and global initiatives of local and subnational governments in terms of commitments, actions, city-to-city learning, as well as monitoring and reporting, including Durban Adaptation Charter, Compact of Mayors, the carbonn Climate Registry, Cities Biodiversity Outlook, Resilient Cities Congress series.
- c. **Reference to high-risk industrial and energy facilities:** As it has been recently experienced in the cases in Fukushima and Sandy as well as previous cases like Chernobyl and Bhopal, the adverse impacts of disasters are exacerbated with the poor-resilience of high-risk industrial and energy facilities that are getting more closely to densely populated urban and human settlements. There is a need to address safety of these systems in paragraphs 27 and 31.
- d. **Reference to insurance systems:** Considering the expected increase in the diversity, frequency and intensity of disasters, there is a need to address more specifically the role of the insurance systems and the need to consider more innovative models for their effective implementation, in paragraph 28 and/or 32.
- e. **Early action to mitigate and adapt in an unprecedented climate as a disaster risk reduction element:** The latest IPCC reports prove that despite all efforts, there is a higher likelihood for new climate variability globally which is expected result in more severe slow-onset and extreme weather events. Therefore,

within the scope of Priority-4, it is essential to integrate DRR with progressive policies like decentralized energy, enhanced energy efficiency, 100% renewables, ecosystem-based adaptation and community-based adaptation, or even massive scale relocation of existing cities and human settlements as innovative preventive actions. Priority-4 should also ensuring appropriate linkage of recovery and reconstruction after the weather related disasters to Warsaw International Program on Loss and Damage.

5- Proposals for Specific Paragraphs

No.	Para	Proposal
1.	3.	Include reference to increased vulnerability of urban populations
2.	5.	Include reference to increased urbanization
3.	15.c	- Add "inclusive, transparent, participatory" before governance - Add "and civil society" after stakeholders
4.	15.l	After Africa, add "as well as human settlements globally in coastal and mountainous areas, prone to floods, droughts, extreme heat and close to high-risk industrial/energy facilities"
Priority Area.1 – Understanding risks		
5.	22.a	At the end of the sentence add "cities and human settlements that are in mountainous areas, prone to floods, droughts, extreme heat and close to high-risk industrial/energy facilities" (if urbanization as a concept is not reflected to para.3 or para.5, this para22 can be extended further to highlight the importance of urbanization
6.	22.b	Add "environmental" after "social"
7.	22.e	Add "all levels of governments" after "among" and "at all levels" after "policy makers"
Priority.2 – Strengthened governance and institutions to manage disaster risk		
8.	25.b	Add "and harmonize/integrate" after "implement"
9.	25.f	- Add "and consultation" after "coordination" - Add "and ensure its vertical integration at the national level" after "(e.g. among local governments)"
Priority.3 – Investing in economic, social, cultural and environmental resilience		
10.	27.	Add "energy, infrastructure, land-use and planning" after agriculture
11.	28.b	- Add "and private" after public - Add "high-risk industrial and energy facilities" before "disaster warning"
12.	28.d	Revise the para that underlines urbanization more appropriately, by bringing back an improved version of the previous para17.m included in the pre-zero order draft
13.	28.h	- Add "children, youth, women" before "older"
Priority.4 – Enhancing preparedness for effective response and building back better in recovery and reconstruction		
14.	31.i	- Add a new paragraph that refers to integration of DRR with progressive policies like decentralized energy, enhanced energy efficiency, 100% renewables, ecosystem-based adaptation and community-based adaptation, or even massive scale relocation of existing cities and human settlements as innovative preventive actions.
15.	32.d	- Add a reference to "Warsaw International Mechanism on Loss and Damage"
16.	32.g	- Add a new paragraph that refers to the role of the insurance systems and the need to consider more innovative models for their effective implementation

17.	34.c.vi	- Add a new paragraph that refers to local and subnational governments as governmental stakeholders and highlight, encourage and strengthen existing national, regional and global initiatives of local and subnational governments in terms of commitments, actions, city-to-city learning, as well as monitoring and reporting, including Durban Adaptation Charter, Compact of Mayors, the carbonn Climate Registry, Cities Biodiversity Outlook, Resilient Cities Congress series
18.	34.d	- Add a reference to importance and role of social media
19.	38.	- Add "city-to-city" after "South-South"
20.	40.j	- Add "and ICLEI – Local Governments for Sustainability" before "after"

ii. Delivered by Kiyoshi Murakami, Senior Advisor, City of Rikuzentakata, Japan

It is an honor for me to represent City of Rikuzentakata, Japan, at this Second preparatory meeting for the Post 2015 Framework for Disaster Risk Reduction. My name is Kiyoshi Murakami, Senior Advisor to the City of Rikuzentakata, Japan, where most devastated municipality lost almost 10 % of its all population, all of public facilities and buildings of commercials, schools, and private houses by March 2011 Great East Japan Disaster and Tsunami. Although we still have 6000 people or 2200 households living in the temporary housing out of 20,000 population after 3.5 years of the tragic event, the recovery and reconstruction efforts have been tremendously made by the government of Japan, regional government, and city leaderships under the spirit of Resilience for Tomorrow, and creating an inclusive city out of devastation of Tsunami disaster.

Regarding to the Zero Draft, I would like to congratulate both of your efforts to reflect numbers of requests made by my colleagues at the First Preparatory Meeting and Informal Open Ended Consultation.

However, taking into account the experience gained through the Tsunami Disaster and the reconstruction processes, additional crucial items have to be included in the *"Priority 4: Enhancing preparedness for effective response, and building back better in recovery and reconstruction."*

First, I would like to emphasize the minimum standard of evacuation shelter and food have to be clearly defined. Especially, through numbers of our experiences in disaster condition in Japan, groups most frequently at risk were women, children, older people, disabled people and people with illness. The draft states that State is required to set the standard for preparedness, and local and regional governments are expected to implement those standards. Therefore, we suggest HFA2 indicates the minimum standard for this purpose with the consensus of member states, local governments, and stakeholders.

Second, City of Rikuzentakata has been putting tremendous effort to recreating new city landscape to build people centered and inclusive city concerning people of elder, disabilities, children, women, and others closely working with Japanese government based the concept of Build-Back Better. On reconstruction of landscape, we need to elevate massive area of land almost same size of Geneva City with 10 meters high for creation of Resilient City. Since building new city is required completely new plan from scratch, we are also developing the city with socially inclusive for anyone living in the City of Rikuzentakata. For this purpose we established working group to come up with the action plans within city government, and get the consensus with local communities.

Finally, but not least, it is my pleasure to announce that the City of Rikuzentakata has been following the exactly what HFA indicated by recreating the whole city with the concepts of building back better and inclusive/resilient city. On 16th March next year, as a Public Forum of WCDRR, a Symposium will be held in the City of Rikuzentakata with the title of "Resilience for Tomorrow: Creating an Inclusive City out of Devastation" At this event, the city's action plan with the community consensus for inclusive city will be introduced to all participants. I do hope numbers of excellencies and colleagues here will be able to attend.

III. Synergy between DRR-ClimateChange-SDGs

Delivered by Yunus Arikan, ICLEI – Local Governments for Sustainability

Overview: The negotiations clearly shows that national governments are having more difficulties in ensuring consistency among global process, and considering that post-2015 development agenda will be implemented in an Urban World, there is a need for local and subnational governments to be more actively involved in the implementation, received additional technical, legislative, financial resources in order to ensure that coherence is ensured at the local level. This can possibly be the biggest commitment of local and subnational governments.

1- In addition to DRR-CC-SDGs, we focus on additional global processes like biodiversity, UN Environment Assembly, 10-Year Framework of Programmes on Sustainable Consumption and Production and HABITAT-III which will be the first global conference in the implementation of post-2015 development agenda.

para.5 of Nantes Declaration of Mayors and Subnational Governments on Climate Change, adopted in 2013 already ask for synergy among all these processes. the text reads as follows:

"We urge national governments to ensure synergies with other multilateral processes including the Sustainable Development Goals negotiations and high level political forum, UN Environment Assembly, the Hyogo Framework for Action on Disaster Risk Reduction Phase-2-2015, HABITAT-III – 2016, and the Nagoya 10-Year Plan of Action for Biodiversity."

2- In the Sustainable Development Goals, the main global advocacy is coordinated by the Global Task Force of Local and Regional Governments on Post-2015 Development Agenda Towards HABITAT-III. The main proposal was to ensure adoption of a standalone goal on cities, which is shortly defined as UrbanSDG. The current list of SDGs include Goal:11 that refers to "Making cities and human settlements inclusive, safe, resilient and sustainable". para.11b specifically refers to resilience and this is the only para where HFA is referred in the whole SDG document

11.b by 2020, increase by x% the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, develop and implement in line with the forthcoming Hyogo Framework holistic disaster risk management at all levels

The main reference to resilience is defined in Goal 1.5 which reads as follows

1.5 by 2030 build the resilience of the poor and those in vulnerable situations, and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters

3- In the current UNFCCC negotiations, adaptation was ignored for a long time, but it is expected that in paris agreement there may be an overall inspirational goal on adaptation, which may include Local Adaptation Plans in addition to National Adaptation Plans, however, these proposals do not refer to HFA. Cancun Adaptation Framework, Nairobi Work Programme, Warsaw International Mechanism on Loss and Damage are relevant processes.

4- In the climate change, the main advocacy is done through Local Government Climate Roadmap which asks for recognition, engagement and empowerment of local and subnational governments as governmental stakeholders. In 2010 and 2013 we managed to achieve 2 decisions that support our recognition but the negotiations process that will conclude in Paris2015 will be the defining moment. So far, there is a growing interest to include cities in paris outcome because national governments need additional support to help them their actions before 2020 as there will be no international regime until that time. In the UNFCCC negotiations, there is now a very important negotiation text proposed by UNFCCC/ADP Co Chairs which is very similar to the language included in para.15.d

and 25.d of the HFA CoChairs proposed text so if current text of CoChairs text is adopted in Sendai, then this will create a huge support for Paris climate negotiations. The UNFCCC which read as follows

37. [COP] Agrees that effective implementation of enhanced action requires the engagement and contribution of the broadest range of actors and therefore invites: (a) Parties to further incentivize, in accordance with their national circumstances, climate actions by subnational authorities, including cities, by establishing effective regulatory frameworks and financing mechanisms needed to address barriers and leverage investment; (b) Subnational authorities, including cities, to scale up and replicate the existing ambitious policies, measures and action highlighted during the technical examination process;

5- In the climate adaptation, the most important local government policy document is Durban Adaptation Charter, adopted in 2011 in Durban, S. Africa. It foresees a strong reference to ecosystem and community based adaptation but it also does not refer to DRR explicitly. We are planning to propose a strong integration of DRR/Making Cities Resilient Campaign and Durban Adaptation Charter, as one of the possible commitments of Local governments in Sendai.

6- At the Climate Summit 2014 hosted by UN secretary General in 23 September global local governments networks launched the Compact of Mayors which aims to increase ambition of local climate action in both mitigation and adaptation, as well as harmonizing of global reporting efforts by designated the carbonn Climate Registry as the global repository of all information related to Compact of Mayors. At the Summit Resilient Cities Accelerator Initiative was also launched by UN ISDR which also refers to Compact of Mayors.

IV. Targets, indicators, reporting

Delivered by Baltz Tribunalalo Cebu Provincial Government, Philippines, UCLG

We were discussing some points early morning in Room 7 that were suggested like from **coordination to consultation** to give the emphasis on the giving of ROLE of the local government or authorities that really consult and allow the process of participation from local or sub-local groups to insure that local governance emanates from the frontline people. Another one is the need to decentralize the process in terms of planning not just at the hands or minds of the few elected temporary officials at the sub-national like regional, provincial or municipal level but insure the local frontline champions or practitioners regardless of their status will be able to echo their sides thus, inspires or motivate local actors to really engage DRR and CCA works.. to me that's the essence why put or add consultation rather than just coordination at each level.

Monitoring plus analysis to influence policy and local decision making is very crucial as risks and vulnerabilities are constantly changing, LGSAT must be carefully translated into the local language for local understand insuring that this tool or other coming tools will become as an inspiring and motivational instruments for each local authorities to move towards resilience rather than seeing the tools as against their performance in resilience works but rather embrace the process of monitoring and analysis for them to see their strengths and improve their weakness using the monitoring systems if sets of targets are indicators of resilience are aligned to their progressive and evolving engagement of DRR in each municipality or Barangay.

Emphasis of the UNISDR on the **critical role Local Authorities in the whole picture of building the culture of resilience** to support the national government and the regional offices of each country. While the playing field of implementation of HFA is very local, the determinants or indicators of success in terms of building resilience must be local that truly understand the whole frameworks not just at the theoretical or hypothetical level but based on the sound practices that most people or local authorities fit and adaptive of the social and political norms that really bring a progressive change in terms of mindsets and practices using the tools that are friendly and easy to understand. LGSAT needs to be localized and insure that the government system will have to adopt the tools with clear understanding aligned to what we envision for a resilient culture at the local level.

Mainstreaming DRR to all sectors and all programs necessitates an integrated and holistic reporting seeing the resilience reporting not just at the office of the DRR sector but all other development agencies having different programs at the local, sub-national and national levels. It should not be a stand alone process but cuts across all agencies and programs or offices having the risk assessment results linked to the program as reference to development planning to avoid the piecemeal approach on DRR. This basically need all minds to unite and in unison to understand the whole aspects of DRR in the right time. This demand quality capacity building and provisions of capacities appropriate to the LGUs and communities.

V. DRR financing

Delivered by Nada Yamout, Councillor, Municipality of Beirut, Lebanon, UCLG

On behalf of LRA Major Group I would like to share some points regarding the integration of disaster risks in financing from a local authority perspective, which needs support from the International Community mainly, UNISDR and the World Bank (through its finance facility GFDRR).

Cities in developing countries are growing at a fast pace, surpassing their ability to finance sustainable and resilient infrastructure. It is estimated that 6.3 billion people (two thirds of the world population) will live in cities by 2050. Besides, more than \$1,000 billion is needed each year to finance poor infrastructure in low and middle income countries, with cities representing 70% of these needs (as estimated by the World Bank).

The massive urbanization is a big challenge for many countries that are facing deficits or degradation in their infrastructure, adding to the need to invest in more resilient infrastructure to meet the increasing risk of disasters as well as the related energy shortages.

Local authorities in most countries play a role in the development and improvement of the living standards of the population, and are considered key partners to the government in developing public policies and building the necessary infrastructure for economic development and better quality of life. Yet, local authorities are not sufficiently equipped and financed to address the multi-hazards challenges, be it climate change or disaster risk, etc...

Financing disaster risk involves more than a reflection on the subject itself. It requires a much broader approach that integrates the financing of the infrastructure as well as those related to the resilience of the territory.

Several factors prevent cities in developing countries from accessing the necessary funding to ensure sustainable urban development, in particular the opportunities of local capital markets. Very often, the financial resources dedicated to disaster risk reduction rely pre-dominantly on external resources or are integrated into the state budget.

Yet, there at least two reasons why financing local government strategies for DRR is important:

1. Local governments manage public resources to meet the demands of citizens
2. The role of LRG in addressing major global challenges to protect its people, assets and infrastructure.

Therefore, there must be a national policy and a legal framework for disaster risk reduction with clear responsibilities and decentralized local capacities and financial resources to reduce disaster risk at the local level.

Finally, risk financing is not the main aspect to relief in countries in case of disaster; it must be coupled by mitigation strategies like:

- Compulsory household disaster insurance
- Reducing existing vulnerabilities (by implementing retrofitting programs and prevention works)
- Have in place a risk transfer policy to cover public sector losses
- Incentive schemes (waiving taxes) to encourage risk reduction
- Measuring resilience through Indicators