



## **6<sup>th</sup> Annual Meeting of the European Forum for Disaster Risk Reduction (EFDRR)**

**DRAFT Outcome Document**

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The 6<sup>th</sup> Annual Meeting of the European Forum for Disaster Risk Reduction (EFDRR) was attended by 66 participants from 28 European countries and by representatives from international/regional/sub-regional organizations that form the EFDRR, namely: Council of Europe (EUR-OPA), European Commission (EC), United Nations Office for Disaster Risk Reduction (UNISDR) and Disaster Prevention and Preparedness Initiative for South Eastern Europe (DPPI-SEE). As of 2015, there are now 26 National Platforms in Europe.

## **1. Opening**

The meeting was opened by Ms. Ségolène Royal, Minister of Ecology, Sustainable Development and Energy and Ms. Margareta Wahlström, Special Representative of the Secretary General for Disaster Risk Reduction (SRSG), UNISDR. A video message addressing the EFDRR participants was conveyed by Mr. Christos Stylianides, European Commissioner for Humanitarian Aid and Crisis Management

The European Forum was made aware of the deadly flooding in southeast of France the weekend before the opening of the EFDRR Annual Meeting. Minister Royal expressed the need to have a far more developed culture of risk and for citizens understanding on how to manage and live in risk zones. Climate events are much more frequent and much more intense underlining that the forum comes just weeks before the start of the COP21 UN climate conference, hosted by Paris in December 2015.

The Sendai Framework and the COP21 process are part of a four-track global effort to make development more sustainable. In September 2015, world leaders assembled at the United Nations in New York to adopt “Transforming our World: The 2030 Agenda for Sustainable Development”, a package of 17 interlinked goals that aim, by 2030, to eradicate extreme poverty, promote prosperity and people's well-being, while protecting the environment. And in July, they had backed the Addis Ababa Action Agenda on financing for development.

The first step to implement the Sendai Framework is to understand the risks faced reminded Ms. Margareta Wahlström. Globally, disaster losses have increased to US\$250-300 billion a year and over 80% of economic losses from disasters are due to weather-related hazards. In 2014, the number of hydrological disasters showed a 45% increase in Europe compared to its decennial average. Damages from disasters in Europe in 2014 amounted to US\$7.8 billion. Nine floods in Europe last year costed US\$100 billion each, in addition to the 2014 flooding in Serbia which proved to be one of the costliest disasters with damages running up to US\$2 billion. Also heatwaves and forest fires have increased and need more attention.

The annual European Forum has catalysed the continent's efforts to build resilience to disasters. Thirty-two European countries now have a legal framework on disaster risk reduction, compared to five in 2005. And there are now 650 European communities in UNISDR's flagship Making Cities Resilient network, against 32 in 2010.

The engagement and knowledge of European Union member states and engagement of the European Commission have been a driving force for disaster risk reduction for over two decades. In a video address to the European Forum, Mr. Christos Stylianides, European Commissioner for Humanitarian Aid and Crisis Management, said that the Sendai framework sets the world on a clear path for enhanced disaster resilience. It is now the collective responsibility to implement Sendai and to match words with action.

The European Commission is set next year to issue its own action plan for implementing the Sendai Framework. European countries have been successfully cooperating on disaster risk management for a decade: on risk knowledge, on risk assessment, on exchange of best practices through environment, civil protection, humanitarian aid, and development policies. The EU is now called to play a leading role in further promoting the disaster risk management

agenda. There is the need for a risk-informed approach for all EU policies, to further engage with the private sector, the civil society and, the scientific community.

Disaster risk management policies are essential to ensure sustainable development and economic growth. During the opening session it was expressed the need for EU member countries to continue to cooperate closely with all countries of the wider European region. To share experience and improve their capacity for preventing disasters.

## **2. Damir Čemerin Award for Local Change**

The European Forum for Disaster Risk Reduction was presented to Mr. Arnaud Brun, President of TENEVIA, a French start-up company, with the Damir Čemerin award for its innovations in enhanced flood forecasting, providing reliable data efficiently to local authorities and people, helping cities in the South-East of France to tackle flash floods like in Toulon on 20 January 2014.

The company that uses image sensors to monitor water levels for early warning on the threat of flood has today won a pan-European award that recognizes innovative approaches to reducing disaster risk.

Innovation, particularly by small and medium enterprise, is essential to disaster risk reduction. Floods represent a major problem in Europe. TENEVIA's system deploys digital surveillance cameras, which have become increasingly sophisticated and cheaper over recent years, along rivers in order to keep tabs on water levels, surface speed and flow. Unlike more traditional monitoring systems such as water gauges, the cameras are not set below the water line.

The solution that TENEVIA has developed enables users to follow and gather data during flood events, about which they actually have little concrete information precisely at the moment of greatest need. The goal of TENEVIA is to supply unseen information. The aim is not just to help predict immediate threats of flooding, but also to gather data over longer periods in order to assist planners in making risk-sensitive decisions, as well as provide insurers with an accurate picture of events.

The runners-up for the award were: 3D Eau, which models potential water flows to help make construction projects more resilient, and hazard-forecasting firms Predict Services and Kinaxia, both of which have developed smartphone apps to raise risk awareness and to help decision making.

## **3. Update from Regional Organizations**

Regional organizations are strongly engaging and supporting disaster risk reduction, with upcoming full agendas:

Council of Europe (EUR-OPA) recalled its involvement in the negotiations of Sendai framework and the maturity of its 2011-2015 Medium Term Plan in support to the on-going work on persons with disabilities, ethical principles on disaster risk reduction and people's resilience and ex-ante nuclear hazard information for population. The launch of a new Medium Term Plan 2016-20 provides an opportunity for the implementation of the Sendai framework and the inclusion of more vulnerable people (such as migrants).

European Commission confirmed that the European Union will issue an internal action plan early next year on Sendai implementation demonstrating the roll out and adaptation needs in all EU policies. The EU is already contributing to the implementation of the Sendai Framework through ongoing actions on risk knowledge (disaster loss data), risk assessment, exchange of

best practices, peer reviews and mainstreaming of disaster risk management in all EU policies. The new focus areas highlighted in the Sendai framework such as health, education, critical infrastructure and cultural heritage will also be addressed in the action plan.

Disaster Preparedness and Prevention Initiative for South Eastern Europe (DPPI SEE) informed the EFDRR members on its members' meetings and capacity building activities within South Eastern Europe (SEE). Those activities included: road and railway safety, voluntary system for risk management and all training courses and conferences organized since the last annual meeting of the Forum on the themes of water management and sanitation in times of crisis, crisis management plans, hazardous material transport, and training courses on disaster risk reduction.

#### **4. Endorsed European Forum for Disaster Risk Reduction Roadmap for the Implementation of the Sendai Framework**

The 6th Annual Meeting of the European Forum for Disaster Risk Reduction adopted a five-year roadmap setting out priorities to help achieve the Sendai Framework's goals over the coming decade and a half. It is set to receive political endorsement at an envisioned ministerial meeting in Finland next year.

The Sendai Framework will require a stronger and wider approach to disaster risk reduction. The endorsed roadmap sets the focus for concrete European action. The clock is ticking on an initial Sendai Framework target: to substantially increase the number of countries with national and local disaster risk reduction strategies by 2020.

Given that national and local disaster risk reduction strategies are a key to the Sendai Framework's success by 2030, and that solid information is the bedrock of effective strategy, the European Forum's roadmap identifies risk assessments and disaster loss databases as essential building blocks.

In addition, it highlights the need to integrate disaster risk reduction in different sectors of a country's administration, society and economy, to make sure that policies are people-centred, and that the public is risk-aware and able to act on risk knowledge.

After reviewing gaps in implementation of the Hyogo Framework, the European Forum said that focus areas for its work in the Sendai Framework era would be climate change, environment, the private sector, health, and persons with disabilities, all at national and local levels. What's very important is to bring all policies together under a risk-informed approach.

The EFDRR members worked in 3 different groups to discuss action oriented actions to prioritize for the implementation of the road map. The result was presented and discussed and the forum requested the established working group to elaborate the list of activities in the Road Map by February 2016. Furthermore, they called for stronger awareness on people-centred risk assessments, where appropriate, and the capacity to cope with risk and recognise the importance of risk-informed citizens and the need to develop a knowledge-based risk culture.

## **5. EFDRR sessions**

### **5.1. Disaster Risk Reduction as a component of sustainable development in a changing climate**

UNISDR presented the findings of the Global Risk Assessment Report (GAR) to the EFDRR members. There has been a shift from managing disasters to managing risks and with Sendai Framework also highlighting the need to work even more on prevention, to avoid creating new risks besides strengthening social and economic resilience and reducing existing risks. Since 1987, the numbers of countries having developed disaster loss databases have increased from 12 countries to 87 countries taking into account the impact of climate change on risk. There is a lack of risk awareness for investments in both the public and the private sector as it was demonstrated on the example of Miami Beach. This is also a key issue highlighted within the Sendai Framework. Furthermore, it was highlighted the fast creeping urbanization in developing countries in 20 years mainly in Asia and Africa. Also the growing inequalities and the fact that disasters affect the same amount of people as tuberculosis around the world was presented. UNISDR made aware on the difference in public spending for the prevention of risks between countries as for example 12 000 dollars a year per person in Denmark against 4 dollars per person a year in Mauritania.

### **5.2. Private Sector and Sendai Framework for Disaster Risk Reduction**

The Sendai Framework emphasizes the need for a whole-of-society approach to disaster risk reduction, with the private sector in all its diversity as a key player. The roundtable on the public-private sector emphasized in particular the lack of investment in risk management. Private investments stands for about 85% of all investments and risk awareness needs to be part of how they do investments, in what they invest and understanding of its impacts for more resilient infrastructure investments.

Another suggestion was to establish a platform to finance infrastructure where private sector could partnership and work on cross border investments and to work on incentives to invest in prevention and create new partnerships.

An important factor is the use of insurance loss data. Here it was suggested to integrate insurance companies' data in Disaster Risk Reduction work and make it more available. Insurance companies collect and systematize detailed disaster loss data. Where insurance penetration is high, these detailed loss data contain information that is critical for making the right decisions be it at the local or national authority level. Today, when insurance is collecting these data, they are not available for decision makers. This means that political and technical risks management decisions and preventive measures and actions are based on incomplete information. A unique Norwegian public-private project from 2015 shows how these local loss data are essential for both local and national authorities. It identified and gave a better understanding of the economic risk and actual risk areas (time/date, place and cause of the damage), which gave way for better decisions on where to prioritize their investments and how to ensure that preventive measures and actions were more suboptimal and effective. It was pin-pointed that to obtain this effect, the insurance loss data need to be collected and imported to the authorities on a local (and not aggregated on a municipality) level, which means that you need to find mechanisms to protect data confidentiality and other legitimate commercial interests of insurance companies. Local insurance loss data are also valuable to calibrate for example flood damage models. Overall, it was highlighted the need to further develop a European private-public sector approach to disaster risk reduction, allowing for the creation of knowledge and incentives for risk informed investments in prevention.

The EFDRR members called for a stronger focus on the economic management of risks, in particular through the development of a group involving private sector and other economic actors that will help to concretize the Sendai Framework and review the relevance of focusing on resilient infrastructure safety and development.

Recognise that a disaster resilient future depends on a whole-of-society approach that includes the private and public sector in all its diversity.

### **5.3. Working Group – Climate Change Adaptation and Disaster Risk Reduction**

The COP21 team presented the state of negotiations and the outline of the agreement. The inclusion of disaster risk reduction in adaptation to climate change, significant leverage to contribute concretely to the agenda of solutions, will be one of four pillars of the CPO21 in Paris. Several forum participants stressed the importance of DRR activities to contribute to adaptation to climate change, for example:

- Forecasting systems and in particular the work of France and UNISDR on the CREWS project (Climatic Risk Early Warning Systems) to improve predictions on small island states and the least developed countries;
- The sharing of knowledge and building of European databases on risks for more effective preventive action at every level.

Also Norway, as the Co-Chair of the EFDRR Working Group on CCA/DRR presented the development projects of the territory in the service of risk reduction and the adaptation to climate change with, for example, projects on cities Genoa (Italy), Troms (Norway), Karlstad (Sweden), etc. Following the presentation of the Working Group's achievements based on its Terms of Reference, the EFDRR agreed for this Working Group to be ended given its realization of the assigned tasks. However, the EFDRR took note of the recommendations and will take it into consideration to be addressed in the EFDRR Road Map on the implementation of the Sendai Framework for Disaster Risk Reduction.

### **5.4. Key events following the adoption of the Sendai Framework**

National Platform in Action to implement the Sendai Framework was highlighted by the example of Sweden. The Swedish National Platform stressed the importance of the involvement of all stakeholders and regular work to create a real momentum on disaster risk reduction. The Swedish National Platform undertook an external review on its functioning. The results after five years are very encouraging, the balance report of the platform will be published by end of 2015. This example was welcomed by the EFDRR members and encouraged the strengthening of national platforms for disaster risk reduction for an effective implementation of the Sendai Framework new elements.

The presentation on the upcoming Mass Media and Disaster Risk Reduction, 15-16 December 2015, Yerevan, Armenia, stressed the importance of increasing awareness of disaster risk reduction in the media community and invited all EFDRR members to join this conference.

The EFDRR members acknowledged the ongoing preparations for the World Humanitarian Summit to be held in Turkey, 23-24 May 2016, and encourage synergies between the humanitarian, development and climate change communities in supporting countries managing disaster risk (for example through joint risk assessment and analysis, planning and programming).

## **5.5. Cultural Heritage and disaster risk management: The way forward**

The European Forum's new implementation roadmap underlines the need to take cultural heritage into account when working to reduce disaster risk. Europe is home to more than 500 of the 1,031 locations listed by UNESCO as World Heritage Sites. Overall, however, there's been a lack of integration between the heritage sector and the disaster risk sector. The Sendai Framework is breaking new ground in recognizing the role of culture and cultural heritage as components of disaster risk management.

Damage to heritage sites is about far more than economic losses. Heavy flooding in the Czech Republic in 2002 cost around 100 million euros. The Czech Republic subsequently brought in a mapping system to correlate hazard risks and heritage sites, and provides online information about their flood-threatened locations, in an effort to raise awareness across sectors and among the public.

The importance of cultural heritage for the resilience of the territory and populations has been highlighted by UNESCO. Saving a symbolic monument in a territory is very beneficial to encourage the return to normal. UNESCO stressed the inclusion of heritage in the context of Sendai and the Floods Directive.

The example of Spain highlighted how an earthquake triggered policy changes at national level. The 2011 quake in the south-eastern town of Lorca caused extensive damage to its historic Espolón Tower, the Hermitage of San Clemente and the Convent of Virgen de Las Huertas. That underscored problems of coordination between different branches of the authorities and private owners, such as the Catholic Church. In January, Spain is due to roll out new heritage protection legislation linked to its seismic planning.

Venice has adopted a range of structural and non-structural measures, including a mobile barrier on the Venice Lagoon and units of volunteer heritage protectors who back up the regular fire service. The world is facing more frequent and intense meteorological events. And due to climate change, some sites that were considered protected are not protected anymore.

It was also explained that culture is not only about physical buildings but also indigenous knowledge, way of living as the culture of safety. Sometimes also culture undermines safety. There is also a need to engage private owners of cultural heritage in the disaster risk reduction work.

The EFDRR participants showed great interest in the topic and the need for a special action on this for the road map was raised (Croatia, Spain, Sweden and Portugal). The forum also stressed the need to systematically integrate cultural heritage in the work of national platforms and to combine the policies of risk prevention and heritage preservation. For example, integrated policies should both adapt the training of those involved in crisis management to heritage specificities and develop innovative technologies for the adaptation of cultural sites to disaster risks. There is the possibility to use innovation, and create jobs at the same time, while working to make cultural heritage more resilient.

## **5.6. Risk Perception through the eye of social sciences**

The panel on risk perception addressed the issue of strengthening the risk culture in a shared approach between all actors based on a thorough knowledge of the various risk components (social, economic, scientific ...) with a special look through the social sciences and with the understanding that technical solutions will not solve all problems. Also the citizens need to be aware of the risks and be prepared to take decisions and right actions built on knowledge on both society, human behaviour, risks and consequences. The discussions brought about differences in risk perception and their impact on the implementation of backup procedures

and understanding of science. The importance of the transmission format information for a proper understanding was recalled.

The management of technological and health risks was discussed in particular based on the example of Chernobyl. Finally the discussion raised the natural and technological risks especially the impact of floods on installations classified for environmental protection.

The discussions called for stronger awareness on people-centred risk assessments, where appropriate, and the capacity to cope with risk and recognise the importance of risk-informed citizens and the need to develop a knowledge-based risk culture.

Furthermore, the EFDRR members recommended that risk perception analysis is the first step in understanding how local cultures identify and manage risk. Risk perception drives how people will behave and manage a particular risk. The inclusion of social sciences and their analytical tools in the national platforms is crucial to have a complete vision of the understanding of risk.

## **6. Field Trip: How does the Louvre Museum prepare to face a major flood?**

The EFDRR members visited the Louvre Museum where world-famous priceless masterpiece like the Mona Lisa, the Venus de Milo and others are located. A vast complex of historic buildings and modern architecture, the Louvre sits on the bank of the River Seine. Because of its location, the Louvre Museum is in danger as it is completely surrounded by water.

The scale of the challenge is underlined by the size of the Louvre: the equivalent of 35 football fields, with 14 kilometres of corridors and exhibition halls, home to 460,000 works, and drawing nine million visitors a year. Parisian history has long been marked by flooding, most notably in January 1910. Reaching record levels, the Seine's waters did not subside for three weeks, causing chaos.

The river poses the most visible threat to the Louvre, but heavy rain could also cause rapid water table rises and backwash from the sewers. The risks to this cultural heritage are quite high and that is the reason why the Louvre management has been working to reduce this vulnerability and is continuing to do so.

The Louvre launched its flood prevention strategy in 2002, and has been strengthening ever since. On top of traditional methods such as coffer dams – walls of planks that block doorways and other potential entry points for water – the underground spaces boast heavy metal doors and concrete channels tucked out of sight behind the exhibition spaces.

A 15-million-euro project is also underway to build pumping stations around the Louvre to divert flood waters away from the site. Holding back the water is just one part of the strategy. Having a back-up option in case the defences fail is the other. If the Seine edges to the maximum alert level, the museum's team know that they will have a window of just 72 hours.

In a crisis, key works would be transported to a special 20,000 square-metre warehouse being built at a cost of 60 million euros in Liévin, near the Louvre-Lens branch of the museum in northern France. The key players in the plan are the museum's staff. The Louvre employs 2,100 people, of whom 500 are part of the specially-trained volunteer flood protection squads. It is not possible to deploy outsiders to move artworks, for knowledge and insurance reasons. The squads, who are divided into six groups, conducted a major exercise in 2014 and continue to drill regularly. The museum's 52-member fire-fighting and emergency service constantly monitor the water levels, based on national warning data. There are four levels of alert: green, yellow, orange and red.

## **7. EFDRR Fit for Purpose: EFDRR Open Forum meeting**

In the EFDRR Fit for Purpose working session, the EFDRR members discussed the next step developments linked to the EFDRR Open Forum Meeting. The EFDRR Open Forum Meeting will be open to all partners of civil society and all sectors of the world economy (industry, agriculture, health...). It will meet every two years alternating with the Global Platform for Disaster Risk Reduction. The Open Forum will be organized in Brussels with support envisioned by the European Commission in liaison with the Council of Europe and UNISDR as the EFDRR secretariat members.

The EFDRR members agreed to organise the EFDRR Open Forum in 2017, to be held before and serve as a means to prepare for the Global Platform. It aims to review the advances and challenges in implementing the Sendai Framework and related voluntary commitments in Europe, and trigger the sharing of risk knowledge in a broader context. Task the EFDRR Secretariat, in consultation with the Chair and the Co-Chair, to develop a concept note by April 2016.

## **8. Adoption of the Paris Outcomes and EFDRR Chair and Co-Chair in 2014**

The meeting concluded with the adoption of the Paris Outcomes and the rotation of Chairs of the EFDRR. Finland is the new Chair and Turkey has been confirmed as the new Co-Chair. France will be a continued member of the 'Friends of the Chair' group for the year 2016.

## **9. Summary**

The 6<sup>th</sup> European Forum for Disaster Risk Reduction closed with a strong call for joint action to face the common challenges of climate change, sustainable development and disaster risk reduction. The main aim must be to focus on reinforcing the joint actions and strategies. The discussions have shown how the Forum is moving forward strongly in addressing the challenges.

The Paris Outcomes (see Annex) emphasized the importance of the Sendai Framework's seven global targets and welcome the ongoing process that aims to develop indicators that measure advances in the implementation of the Sendai Framework.

The EFDRR members have endorsed in its "Road Map for the Implementation of the Sendai Framework in Europe" a set of priorities for actions namely: development of national and local DRR strategies (disaster data collection and risk assessments) and inclusion of DRR/Sendai Framework considerations into: climate change, environment, private sector, health and persons with disabilities at national and local levels.

The Paris Outcomes also called for stronger awareness on people-centred risk assessments, and the capacity to cope with risk and recognise the importance of risk-informed citizens and the need to develop a knowledge-based risk culture.

The conclusions from the three-day meeting will feed into on-going development of concrete list of actions of the EFDRR road map along common areas of engagement in addressing the disaster risk reduction agenda.

## 10. ANNEX – Paris Outcomes



### 6<sup>th</sup> EUROPEAN FORUM FOR DISASTER RISK REDUCTION

#### Paris Outcomes

7-9 October 2015

We, the participants of the European Forum for Disaster Risk Reduction (EFDRR), present at the Paris Session hosted and Chaired by France and Co-Chaired by Finland;

1. Recall the painful consequences of the recent violent storm and flooding in the south of France.
2. Underline the achievement of the Sendai Framework for Disaster Risk Reduction towards building a sustainable future and recognise the shift from a disaster management towards the management of risks for a development path that prevent new risks to be introduced, minimises risk accumulation, reduces existing risks and promotes resilience. Emphasise the importance of the Sendai Framework's seven global targets and welcome the ongoing process that aims to develop indicators that measure advances in the implementation of the Sendai Framework.
3. Welcome the strong focus on disaster risk reduction within the Sustainable Development Goals and call for the upcoming COP21 to reinforce synergies in addressing climate change adaptation in particular when developing national and local disaster risk reduction strategies.
4. Recognise that a disaster resilient future depends on a whole-of-society approach that includes the private and public sector in all its diversity.
5. Highlight the need to further develop a European private-public sector approach to disaster risk reduction, allowing for the creation of knowledge and incentives for risk informed investments in prevention.
6. Call for a stronger focus on the economic management of risks, in particular through the development of a group involving private sector and other economic actors that will help to concretize the Sendai Framework and review the relevance of focusing on resilient infrastructure safety and development.
7. Consider the value in developing appropriate metrics that will correctly reflect the sharing of risk and the pricing of future losses, and emphasise the value in applying a bottom-up approach in this process.

8. Endorse the Road Map for the Implementation of the Sendai Framework with a view to its adoption by the EFDRR ministerial session expected to take place under the presidency of Finland. Call upon the established working group to elaborate the list of activities in the Road Map by February 2016.
9. Call for stronger awareness on people-centred risk assessments, where appropriate, and the capacity to cope with risk and recognise the importance of risk-informed citizens and the need to develop a knowledge-based risk culture.
10. Commit to move forward the Road Map areas of focus: the development of review of national and local-level strategies for disaster risk reduction and the integration of disaster risk reduction in related areas such as climate change adaptation, environmental and natural resource management in land use planning, economic management of risks.
11. Agree to organise the EFDRR Open Forum in 2017, to be held before and serve as a means to prepare for the Global Platform, review the advances and challenges in implementing the Sendai Framework and related voluntary commitments in Europe, and trigger the sharing of risk knowledge. Task the EFDRR Secretariat, in consultation with the Chair and the Co-Chair, to develop a concept note by April 2016.
12. Stress the importance of interconnecting disaster risk reduction efforts and the adaptation actions that will result from the forthcoming COP21 agreement mobilizing non-state stakeholders, and the contribution of disaster risk reduction to the Lima-Paris Action Agenda to disaster risk reduction.
13. Praise the results and contributions of the EFDRR Working Group on CCA & DRR to foster the development of the Sendai Framework. While the working group has ended its work it was acknowledge that the implementation of the roadmap will require further work on this topic.
14. Encourage the strengthening of national platforms for disaster risk reduction for an effective implementation of the Sendai Framework new elements.
15. Stress the importance of increasing awareness of disaster risk reduction in the media community, inter alia through the conference on Mass Media and Disaster Risk Reduction in Armenia, December 2015.
16. Acknowledge the ongoing preparations for the World Humanitarian Summit to be held in Turkey, May 2016, and encourage synergies between the humanitarian, development and climate change communities in supporting countries managing disaster risk (for example through joint risk assessment and analysis, planning and programming).
17. Emphasize that prevention of damage to cultural heritage contributes significantly to economic development, innovation and jobs creation and should be addressed duly considered by national platforms. Encourage disaster risk reduction analysis priorities of cultural assets and agree to encourage preparedness for disaster risk for cultural heritage, notably at World Heritage Sites, drawing on past experience, when relevant, in combination with innovation.
18. Recommend that risk perception analysis is the first step in understanding how local cultures identify and manage risk. Risk perception drives how people will behave and manage a particular risk. The inclusion of social sciences and their analytical tools in the national platforms is crucial to have a complete vision of the understanding of risk.

19. Praise the actions of European Union contributing to Sendai implementation and the announcement of an EU action plan early next year on Sendai implementation and its implications for all EU policies. Value the initiatives of the Council of Europe, through its EUR-OPA Agreement to contribute to the Sendai implementation and the future adoption at ministerial level of its Medium Term Action 2016-19. Welcome the continued disaster risk management capacity building actions by DPPI SEE.

Acknowledge the excellent and innovative work of TENEVIA as the laureate of the Damir Čemerin Award of Local Change.

Express gratitude and appreciation to France for its cordial hospitality in hosting this 6<sup>th</sup> Annual Meeting of the EFDRR. Confirm Finland and Turkey as the future Chair and Co-Chair, respectively, following the Chairmanship of France.

## **11. ANNEX – European Forum for Disaster Risk Reduction Roadmap for the Implementation of the Sendai Framework**

### **Introduction**

The Sendai Framework for Disaster Risk Reduction 2015-2030, adopted at the 3rd UN World Conference for Disaster Risk Reduction in March 2015 in Sendai, Japan and endorsed by the UN General Assembly in June 2015, has provided disaster risk management actors with a series of new guidelines. It highlights the role and relevance of regional platforms for disaster risk reduction, and of regional support for national and local efforts. To guide Europe's implementation of the four priorities of action and seven global targets of the Sendai Framework, the European Forum for Disaster Risk Reduction agreed to develop a roadmap that will focus on activities for the period 2015-2020 and provide an overview for the 15-year span of the whole framework.

The Sendai Framework: an opportunity for a resilient and sustainable Europe  
According to Munich Re, in 2014 Europe saw almost 160 disaster events with over 300 fatalities and damages amounting to US\$ 17.6 billion. Floods in the Balkans (Bosnia and Herzegovina, Bulgaria, Croatia and Serbia), the United Kingdom and Germany have shown the need for Europe to prioritize risk reduction. The disaster in Serbia plunged the country into recession, and its fiscal position deteriorated further as a result of lower tax revenues and higher expenditures to meet unexpected post-disaster demands. Serbia was not alone in being affected seriously: nine other floods in Europe last year costed more than US\$100 million each, making 2014 the year with the highest number of such costly floods since 2004. Other hazards were equally damaging. Sweden saw major wildfires, costing over US\$150 million, and the real impact of "silent" disasters such as droughts, coastal erosion, cascading effects, etc. has not been quantified, but is believed to be substantially larger than previously estimated. As a consequence of both development patterns, increased societal complexity and dependencies together with and the increasing impacts of climate change, the trend of economic losses poses a challenge both to sustainability and to economic growth.

Over 80% of current disaster losses are caused by weather-related hazards, which are set to increase in frequency, intensity, spatial extent and duration as a result of changing climate, according to the IPCC's Fourth Assessment Report. By 2050, in a business-as-usual scenario, there could be a nearly fivefold increase in the annual economic losses resulting from floods in Europe. Yet we also know that the severity of extreme weather and climate events depends strongly on the level of vulnerability and exposure to these events. Only 30% of the higher flood risk can be attributed to climate change and increased rainfall. The rest is attributable to human behaviour, such as building in risk areas. Far from being natural, disasters are something that we can prevent or minimize impacts from.

The Sendai Framework was the first international agreement, built on lessons learned from the implementation of the Hyogo Framework for Action: 2005-2015, to be adopted within the context of the post-2015 development agenda. It has been followed by the adoption in September of the Sustainable Development Goals, while the COP21 UN climate change conference will take place in December. Both processes are critical to efforts to reduce

disaster risk and build resilience. To work effectively with prevention and to reduce the underlying risk factors outlined in the Hyogo Framework for Action has been the most challenging target past 10 years – in Europe but also globally. This underlines the need to continue accelerating and mainstreaming disaster risk reduction actions. Building a climate safe and sustainable society, physical planning and construction, work on accident prevention, emergency preparedness and management of accidents, serious disturbances and disasters must be seen in a holistic perspective.

Compared to the Hyogo Framework for Action, the Sendai Framework is more far-reaching, holistic and inclusive, and emphasizes the need to address disaster risk management, to reduce existing vulnerability and to prevent the creation of new risks. Far greater attention is paid to social and health-related issues in implementation. Further, while progress depends on a whole-of-society approach, which must span key stakeholder groups including women, persons living with disability, youth and children, older persons, indigenous people, the private sector and civil society in all its diversity. States have primary responsibility for reducing disaster risk.

What we are effectively looking at is how to achieve risk avoidance – pursuit of a development path that minimizes risk accumulation, reduces existing risks, and promotes resilience – creating nations and communities that can absorb losses, minimize impacts and bounce forward. This requires strengthened political cooperation internationally, but also nationally, regionally and on the local level. It means involving all actors to make resilience and disaster risk reduction a shared responsibility, including by boosting public-private partnerships, and by ensuring a much more active role for the private sector to use a risk-sensitive approach in investments.

### **Aim of the European Roadmap for Disaster Risk Reduction**

The aim of this European roadmap is to provide guidance and highlight a number of areas of focus to implement the Sendai Framework emerging from the 10-year review of HFA implementation. It builds on the Sendai Framework's identification of the role of regional platforms and support for regional and national efforts in building resilience to disasters. The roadmap takes into consideration what has been achieved and aims to complement what is planned within European countries and the European Forum for Disaster Risk Reduction's regional organizations. It takes into account the Sendai action plan to be developed by the European Commission early in 2016 and Council of Europe's 2016-2020 work plan, the EUR-OPA Major Hazards Agreement.

### **Priorities identified for the Road Map 2015-2020**

By analysing gaps identified in HFA implementation in Europe thanks to 10 years of reporting, as well as the Sendai Framework's innovative elements and considerations, the European Forum for Disaster Risk Reduction has prioritised two areas of focus:

- 1) The development or review of national and local-level strategies for disaster risk reduction. This first area of focus will be target 18e of the Sendai Framework: to substantially increase the number of countries with national and local disaster risk reduction strategies by 2020. To ensure the development of national and local strategies, risk assessments and disaster loss databases have been identified as essential building blocks.

- 2) The integration of disaster risk reduction in different sectors. Based on reviews of HFA implementation and Sendai Framework focus the following areas emerged: climate change, environment, private sector, health, and persons with disabilities at national and local levels.

### **Main role of the European Forum for Disaster Risk Reduction in implementing the road map**

Since its launch in 2009, the European Forum for Disaster Risk Reduction has been sharing knowledge and practices on disaster risk-informed policies as well as assessing progress in implementation and generally forging partnership among its members. Thus the European Forum for Disaster Risk Reduction has promoted the greater integration of disaster risk reduction considerations in decision-making.

The primary role of the European Forum for Disaster Risk Reduction in implementing this roadmap will be to build on experience of the cross-sectoral national platforms and initiatives in European states. A key role will be put disaster risk reduction on the national and local agenda and promote coordination of all stakeholders with the key aim of increasing the political and policy space for disaster risk reduction.

Open Forum meetings of the European Forum for Disaster Risk Reduction will be held in Brussels every two years. The Open Forum Meeting allows for the participation of multistakeholder actors and major groups to increase the sharing of knowledge, experiences and best practices among all disaster risk reduction actors. The Open Forum Meeting will play an important role in Europe since the Global Platform meeting in the future will be hosted in different continents. The Open Forum will enable exchanges and review of achievement and gaps in Sendai Framework implementation by major groups (NGOs, academics, scientists, local and community representatives, older and young people, etc.). Further, the European Forum for Disaster Risk Reduction will foster direct exchanges of practices, lessons learned and an overview of the advances made.

Another important function will be the exchanges on the promotion of risk informed decision making, and sharing of experience on the integration of comprehensive disaster risk reduction strategies. This will provide practical suggestions for regional and sub-regional initiatives in support of national and community efforts to reduce disaster risk. Where countries can seek guidance from others in developing national and local strategies, the European Forum for Disaster Risk Reduction will benchmark with those who have already achieved the desired results.

Under the Sendai Framework, voluntary commitments on disaster risk reduction need to be reviewed both nationally and by regional and global platforms. In this regard, the Open Forum Meetings will allow to view the advances and challenges of voluntary commitments in the European context.

In the Sendai Framework, regional organizations are requested to play an important role within the regional platforms for disaster risk reduction. The European Commission and Council of Europe have embraced the European Forum for Disaster Risk Reduction including by becoming part of its Secretariat and Executive Committee. Furthermore, both

regional organizations have agreed to develop a plan to support the implementation of the Sendai Framework (Annex 2).

### **Focus Area 1: Enabling national and local-level strategies on disaster risk reduction (review of existing strategies/development of new strategies)**

As basis for the implementation roles and responsibilities must be sorted out and every country is expected to work out a national strategy for Disaster Risk Reduction in line with the framework, the countries risk profile and other needs. The development of national and local strategies by 2020 – as identified in target 18e of the Sendai Framework - requires a number of supporting actions that will contribute to the quality and impact of these strategies. Actions aiming to provide the necessary knowledge of risks and impact of hazards are: land use planning, risk consideration in investments such as infrastructure and basic services, risk assessment, climate change, and the systematic accounting of disaster losses through systematic learning and the development of disaster loss databases. The Sendai Framework highlights a number of emerging considerations and aspects such as the emphasis on prevention of new risks in the course of development. These considerations and innovative approach to disaster risk reduction will require inclusive holistic national and local processes to develop and where strategies already exist, to the review of existing national and local strategies to ensure its retrofitting following the adoption of the Sendai Framework.

The European Forum for Disaster Risk Reduction has been engaged in the ongoing preparation of “Words into Action” guidelines for Sendai Framework implementation. Guidelines on national and local strategies are also being developed to accompany efforts made at those levels. The European Forum for Disaster Risk Reduction will continue to support disaster risk reduction focal points and national platforms to trigger exchanges on good practices, twinning and dedicated sessions on the development of strategies.

#### Governance

Good governance, including proper laws, regulations, designated responsibilities, cooperation and reviewing, is fundamental for the effective implementation of the Sendai Framework, as well as, national and local level strategies. Strengthening governance to manage disaster risk is a priority of action in the Sendai Framework. Every country needs to consider how its approach to disaster risk reduction tailored to its own context. It is important that clear roles and responsibilities are established for all relevant stakeholders from national to local level. Every country is also expected to establish a national platform for disaster risk reduction coordinating mechanism and designate a ministry or agency as disaster risk reduction focal point. Good governance is also required to allocate sufficient resources and budgets for disaster risk reduction in line with priorities for effective long and short term results. A basis for the implementation roles and responsibilities must be set and every country is expected to consider a national strategy for disaster risk reduction in line with the Sendai Framework, the country’s risk profile and other needs.

A whole of community approach requires inclusion and empowerment of different stakeholders, such as the full participation of persons with disabilities and their representative organisations in preparedness activities and programmes at all levels, ensuring a rights-based approach that meets the equal access and functional needs of all individuals.

The EFDRR will support twinning and exchange between countries and actors and encourage decision making by national focal points.

#### Risk assessment

Risk assessment is acknowledged in Europe as a fundamental step towards the development of national and local strategies, given that it enables informed decision making about the focus and actions needed. This understanding has allowed for the development of a number of measures aiming at ensuring that risk assessments feature at the national and local level. The development of risk management plans in accordance with the EU Floods directive and guidelines for risk assessment by the European Commission has allowed for countries in Europe to apply common considerations and methodology in assessing and managing risks. The risk assessment guidelines have been used in common within Europe, improving coherence among the risk assessments undertaken at national level in the prevention, preparedness and planning stages and making these risk assessments more comparable between countries. This aims to greater transparency and to facilitate cooperation in efforts to prevent and mitigate shared risks, such as those which cross borders.

The EFDRR will promote and share among all its members the experience already gained in Europe in order to establish a coherent approach towards risk assessment, including transboundary impacts.

#### Disaster loss database

The systematic follow up after accidents, disturbances and disasters and the collection of disaster loss data provides learning and information that can be used to assess the costs and benefits of disaster risk management, to demonstrate the need for public and private investment, and to show the need for risk-sharing and social protection mechanisms. Systematic disaster data collection and analysis ensures informed policy decisions and contributes to building the case for investments in disaster risk reduction. Therefore an element in national and local level strategies is to establish/maintain a national disaster loss database. By building on UNISDR efforts in sharing methodology and supporting national development of data on disaster losses, Europe has developed the understanding of disaster data losses and has worked to align efforts. The guidelines developed by the European Commission following consultations with the wider European region provide advice to countries on improving the coherence and completeness of the national disaster damage and loss data recording process, necessary for supporting evidence-based disaster risk management policies and actions. Furthermore, many of the proposed quantitative targets of the Sendai Framework will require the development of baselines: mortality rate (2005-2015), number of affected people (2005-2015), status of direct disaster economic loss to gross domestic product (2015). The development of disaster loss databases and case studies will be essential in order to review the framework implementation and to compare on the achievements and progress made since 2015.

The EFDRR will promote wider development of disaster loss databases in Europe as a key support for the establishment of national and local strategies for disaster risk reduction.

#### Peer reviews

Within the Sendai Framework, governments are requested to monitor and voluntarily report on its implementation of the framework. The use of peer reviews to enhance the implementation of the Hyogo Framework for Action and present disaster risk reduction strategies and improve policy-making in disaster risk management has been a very promising initiative. It encourages learning across countries and steers progress in further developing and implementing national and European Union risk management policies and practices. The peer review process, a governance tool, takes advantage of a policy exchange among peers to facilitate the exchange of best practices, examining the performance of the reviewed country in disaster risk management policy. It helps to strengthen mutual understanding and trust in the results, based on exchange of experiences and non-binding recommendations aimed at policy improvement. Because of the nature and the objective of the peer review process, it is considered to be an important contribution to the overall objective of developing national and local level disaster risk reduction strategies and to strengthen cooperation between countries. Peer Reviews are also an essential element to ensure an integrated approach to disaster risk reduction, linking risk prevention, preparedness and response actions.

The EFDRR will use the results of peer reviews as a mutual learning tool to further encourage Sendai Framework implementation.

## **Focus Area 2: Mainstreaming and integrating disaster risk reduction in key areas of focus**

Risk-informed decision making in all relevant sectors is essential to contribute to overall disaster risk reduction. National governments, which are primarily responsible for disaster risk reduction, are encouraged to call for a definition of responsibilities across institutions and stakeholders to manage risk. This will help make stakeholder interaction with state institutions more predictable, especially interactions with private corporations which are responsible for a significant amount of risk management and mitigation.

There are several new focus areas highlighted in the Sendai Framework. Health, an issue that received only marginal attention in the Hyogo Framework for Action, is now clearly at the heart of global efforts to build resilience. The fact that there is an entire section in the Framework outlining the roles of key civil society actors and stakeholders in resilience building shows that local communities, local governments, and local-level action are becoming increasingly important, and empowering communities through local government initiatives supported by civil society, particularly the private sector, is key.

In the first five years of implementing the Sendai Framework, the European Forum for Disaster Risk Reduction will place an emphasis on its core activities to support national and local level actions related to land use planning, economic management of risks and critical infrastructures for health services.

The main aim is to foster cross-sectoral cooperation through adequate guidance to all concerned actors.

### Climate change adaptation, environmental and natural resource management

Since its creation, the European Forum for Disaster Risk Reduction has considered climate change to be one of the most prominent challenges for developing safe and resilient communities at local, national, regional and global scale. As a consequence, the European

Forum for Disaster Risk Reduction Working Group on Climate Change Adaptation and Disaster Risk Reduction shared knowledge and information on the topic of climate change adaptation and disaster risk reduction linkages, and the institutional and legal mechanisms that in the European context support the integration of those two areas of operation. The Sendai Framework specifically addresses climate change adaptation and climate action by focusing on action needed to tackle underlying disaster risk drivers, such as the consequences of climate change and variability, among others. It further sets out guiding principles which include the development, strengthening and implementation of policies, plans, practices and mechanisms that promote coherence among climate change and variability, environmental management and disaster risk reduction agendas. Strengthening disaster risk governance calls for collaboration across global and regional mechanisms and institutions for the implementation and coherence of instruments and tools relevant to disaster risk reduction, such as for climate change, climate adaptation, and sustainable development.

The Sendai Framework identifies poor land management, unsustainable use of natural resources and declining ecosystems as underlying drivers of disaster risk that need to be tackled. In densely-populated Europe, investing in ecosystem-based strategies is often overlooked by decision makers, even though they are cost-effective components of disaster and climate change adaptation policies and practices. Achievement of the goals set forth in Sendai Framework calls broadly for active engagement of environmental and land use managers in national platforms and for the adoption and implementation of disaster risk reduction strategies and plans aimed at strengthening societal, economic, social, health and environmental resilience. There is the need to share examples on the implementation of integrated environmental and natural resource management approaches, green infrastructure solutions, forest management and good examples of land use planning that incorporate disaster risk reduction.

Well designed and impact oriented Early Warning Systems can help to address the new challenges arising from changed risk profiles. Cascading effects reaching from natural into technological hazards and risks have to be well accounted for in a landscape of rapidly changing vulnerabilities.

The EFDRR will focus on land-use planning for resilience, which encompasses the above issues as well as topics such as forestry and urban risks.

#### Economic management of risks

There is a great untapped potential for contributions from the private sector and other economic actors to build resilience and reduce disaster risk. To date, these contributions in Europe to disaster risk management have been limited. While business is directly responsible for economic growth in Europe and across the globe, the need to engage in disaster risk reduction grows with it. The Sendai Framework recommends that national and local governments work closely together with the private sector in their area, across the four priorities for action. National and local governments may also benefit greatly from industry expertise, for example in insurance and risk-sharing, as well as lessons and good practices identified through the implementation of voluntary standards, and measures such as resilient building codes, resilient tourism, and business continuity. Many premises, buildings, infrastructure, schools, hospitals and other public services in society are

maintained and owned by the private sector, which is why coordinated efforts are needed to secure continuity and resilience of public services.

The EFDRR will focus on economic management of risk, prioritising cooperation with economic actors not usually associated with disaster risk management.

#### Critical infrastructures in health services

Health is a key element of the Sendai Framework. Public health preparedness, or the capacity to address public health crises and to provide and sustain basic services, is fundamental to disaster risk reduction and resilience. Four of the seven Sendai Framework global targets have direct links to health, focusing on reducing mortality, population wellbeing, and promoting the safety of health facilities and hospitals. It is essential to enhance cooperation between social- and health authorities and other relevant stakeholders to strengthen country capacity for disaster risk management for health and social welfare, the implementation of the International Health Regulations (2005) and the building of resilient health systems, and to stimulate public and private investment in disaster risk prevention including in health facilities and other life-saving and harm-reducing measures.

The EFDRR will focus on fostering resilience of critical infrastructure, including basic services, particularly those related to health services.

### **Monitoring and Reporting**

Consultations on the Sendai Framework and the 10 years of experience in monitoring implementation of the Hyogo Framework for Action constituted an important reflection that has led to a stronger emphasis and language on the importance of monitoring and reporting in the context of the Sendai Framework.

The monitoring of the Sendai Framework is intended to complement the monitoring of the Sustainable Development Goals. The “Transforming Our World: The 2030 Agenda for Sustainable Development” outcome document underlined that a key part of its success will be based on progress made in implementing disaster risk reduction and building resilience.

On reporting and accountability mechanisms, the High-level Political Forum on Sustainable Development offers an opportunity to build coherence in the monitoring and reporting on the Sustainable Development Goals and the Sendai Framework, including through thematic reviews, peer reviews and special sessions. The role of the European Forum for Disaster Risk Reduction will be to prepare a regional implementation report based on the Sendai Framework monitoring and reporting requirements. This report will be facilitated by UNISDR, the Council of Europe and European Commission as the European Forum for Disaster Risk Reduction Secretariat members.

With such an important opportunity ahead and the matured considerations on monitoring and reporting developed by the European Forum for Disaster Risk Reduction that included, among other actions, the call for disaster risk reduction peer reviews piloted by the United Kingdom and Finland, the focus and relevance of this topic will provide the European Forum

for Disaster Risk Reduction with four areas of work related to monitoring and reporting advances in disaster risk reduction in Europe:

- The **biennial Open Forum Meeting of the European Forum for Disaster Risk Reduction**, allowing for exchanges and review on the achievement and the gaps in need of more attention for the Sendai Framework implementation. Aligned with the Sendai Framework call to review progress in the implementation of voluntary commitments by regional and global platforms, the Open Forum will include the possibility of reporting on voluntary commitments<sup>1</sup> implementation (See Annex 3 for a summary of voluntary commitments in Europe).
- **Sendai Framework Monitoring and Reporting**: the preparation of the national Sendai Framework progress report will allow countries to view their progress in addressing disaster risk reduction at the national, and through local monitoring, at the local level. The elements of success and gaps emerging from such reporting are part of the panel discussions and review by the European Forum for Disaster Risk Reduction members that can enhance their capacity in highlighted areas of work. European Forum for Disaster Risk Reduction members are currently contributing to the international processes related to the development of the Sendai Framework Indicators and Terminology as well as the ongoing Sustainable Development Goals indicators process. The European Forum for Disaster Risk Reduction members' engagement in this process will allow for the development of a monitoring and reporting system that will avoid duplication of work and contribute to a national discussion on progress in building resilience to disasters.
- **Preparation of the Regional Sendai Implementation Report**: this regional overview represents a strong means to gain a regional picture of the Sendai implementation. The members of the European Forum for Disaster Risk Reduction are encouraged to participate in working groups or review teams that will examine future areas in focus, promote understanding and propose action. Furthermore, the report serves as a contribution to the global discussion within the Global Platforms for Disaster Risk Reduction.
- **Peer reviewing** on Sendai implementation and disaster risk management: the European Forum for Disaster Risk Reduction triggered one of the most effective ways to enhance knowledge and lessons learned by calling for the development of a peer review system on the Hyogo Framework for Disaster Risk Reduction. The call was picked up by the European Commission in the Civil Protection legislation and in the form of a dedicated project on Peer Review on Disaster Risk Management, which will allow the possibility for the European Forum for Disaster Risk Reduction members to enhance their domestic capacity for enhanced risk governance.

The EFDRR will monitor the implementation of the roadmap to view progress and identify future pertinent topics. For this purpose a baseline will be developed on the agreed actions.

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<sup>1</sup> <http://www.wcdrr.org/preparatory/commitments/>



**Annex 1: Matrix of the Programme of Action / Milestones to implement the EFDRR roadmap on the implementation of the Sendai Framework for Disaster Risk Reduction: 2015-2030**

<b>EFDRR ROADMAP Focus Area</b>	<b>MAJOR AREA OF ACTIVITY</b>	<b>EXPECTED RESULTS / OUTCOMES</b>	<b>Timeline</b>	<b>INSTITUTIONS/ COUNTRIES INVOLVED</b>
Focus Area 1: Enabling national and local level strategies on disaster risk reduction (review of existing strategies/development of new strategies)				
Governance				
Risk Assessment				
Disaster Loss Database				
Peer Reviews				
Focus Area 2: Mainstreaming and integrating disaster risk reduction in key areas of focus				
Climate change adaptation, environmental and natural resource management				
Economic management of risks				
Critical infrastructures in health services				

**Annex 2: Regional organization planned activities contributing to the implementation to the Sendai Framework until 2020**

**European Commission**

One-page summary of planned key activities

**Council of Europe**

One-page summary of planned key activities

**Annex 3: Sub-regional organization planned activities contributing to the implementation to the Sendai Framework until 2020**

**Disaster Preparedness and Prevention Initiative for South Eastern Europe**

One-page summary of planned key activities