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第三次世界减少灾害风险大会

筹备委员会

第一届会议

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临时议程项目 6

2015 年后减少灾害风险框架的考虑要点

2015 年后减少灾害风险框架磋商会的汇编报告

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内容提要

本汇编报告根据大会第 66/199 号、第 67/209 号和第 68/211 号决议印发，介绍关于 2015 年后减少灾害风险框架磋商会的资料和概述。报告的目的是向筹备进程通报各利益攸关方对制定 2015 年后减少灾害风险框架的意见，2015 年 3 月 14 日至 18 日在日本仙台举行的第三次世界减少灾害风险大会将对这一问题进行审议。

汇编报告涵盖 2012 年 3 月至 2014 年 5 月期间与各国政府和非政府组织、区域政府间组织、联合国以及国际组织和群体(包括社区、工商界等)举行的磋商会的情况。报告包括现行的《2005-2015 年兵库行动纲领：建立国家和社区的抗灾能力》每个行动重点的进展情况和经验教训，以及关于风险和减少风险的新观点。

各利益攸关方要求 2015 年后减少灾害风险框架以《兵库行动纲领》为基础，重新强调现有的关键内容并侧重于新领域，如经济论据、加强问责制以及提升地方一级的努力等。磋商会上表达的意见汇编于此，从中可以看出往后 20 至 30 年减少灾害风险的愿景、范围、办法和原则。

* 本报告迟交，是因为需要纳入尽可能多的磋商材料。



一. 引言

1. 《2005-2015 年兵库行动纲领：建立国家和社区的抗灾能力》是减少灾害风险工作的指南。《兵库行动纲领》本身即是多年工作的成果，它源于 1989 年《国际减少自然灾害十年国际行动框架》，在 1994 年《横滨战略和行动计划》和 1999 年《国际减少灾害战略》中也有进一步说明。这些进程是减少灾害风险以及抗灾能力方面的总的参考背景。
2. 在 2005 年 1 月的世界减灾大会上，各国通过了《兵库行动纲领》；2005 年下半年，大会通过第 60/195 号决议认可了《兵库行动纲领》。《兵库行动纲领》是对以全面、综合和多学科方式确定和执行减少灾害风险措施的需求的回应。
3. 2011 年 12 月，大会第 66/199 号决议请国际减少灾害战略秘书处（联合国减灾办公室）协助拟订 2015 年后减少灾害风险框架，并欢迎日本政府提出主办 2015 年第三次世界减少灾害风险大会。2012 年 12 月，大会第 67/209 号决议鼓励所有相关利益攸关方积极参与制订 2015 年后减少灾害风险框架的磋商进程。这包括通过召集本国多利益攸关方磋商会议和参加区域论坛等办法，分享灾害风险管理方面的经验教训。
4. 负责减少灾害风险事务的秘书长特别代表与日本常驻联合国日内瓦办事处及其他国际组织特命全权大使于 2012 年 3 月正式启动了磋商。与此同时，发布了背景文件“2015 年后的减少灾害风险框架”，其中概述了磋商的各种形式，包括网上活动以及地方、国家、区域和全球活动。
5. 在 2013 年 5 月全球平台第四届会议前的一年里，磋商的重点是后续框架的一般实质性问题，包括新出现的趋势、挑战和解决办法。向 2013 年 5 月全球平台提交的“综合报告：关于 2015 年后减少灾害风险框架的磋商”总结了这些早期发表的意见。全球平台本身也是磋商过程中的一个重要的全球会议。题为“2015 年后减轻灾害风险框架：2013 年全球平台磋商会报告”的文件详细说明了各利益攸关方在 2013 年全球平台磋商会议和活动期间发表的意见。
6. 从 2013 年 6 月开始，磋商侧重于 2015 年后框架可能有的内容。大会 2013 年 12 月第 68/211 号决议概述了第三次世界减少灾害风险大会的模式及预期成果。2013 年 12 月发布的由负责减少灾害风险事务的秘书长特别代表编写的文件“2015 年后减灾框架拟定考量要素”为 2014 年上半年的区域平台和其他磋商会议提供了主要内容，之后第三次世界大会不限名额政府间筹备委员会定于 2014 年 7 月 14 日至 15 日和 11 月 17 日至 18 日在瑞士日内瓦举行会议。
7. 2015 年后减少灾害风险框架磋商会的汇编报告概述了 2012 年 3 月至 2014 年 5 月期间的总的情况。磋商会以及各国通过《兵库行动纲领》监测工具提交的报告、两年一次的全球减灾评估报告成果（2009 年、2011 年和 2013 年）和联合

国大会的相关审议，再加上有关灾害风险和抗灾能力不断增加的文献资料和实践方法，也为制定 2015 年后减少灾害风险框架提供了宝贵的知识和指导。

8. 汇编报告有两个实质性部分。一部分侧重于就现行《兵库行动纲领》的五个行动重点逐个进行的磋商结果。这些意见考虑到了执行过程中的经验教训（它们证实了《兵库行动纲领》依然有其现实意义和价值），也考虑到了一些可以在后续框架中强化的制约因素。另一个实质性部分侧重于有关风险和减少风险问题的新领域和新观点。

二. 按《兵库行动纲领》行动重点逐个进行磋商的结果

A. 《兵库行动纲领》行动重点 1—确保减少灾害风险成为国家和地方的优先事项并在落实方面具备牢固的体制基础

9. 各利益攸关方欣然承认，《兵库行动纲领》行动重点 1 的执行工作仍未完成，并认为这是一项仍在进行的工作。各利益攸关方指出，多个领域仍需要取得进一步进展，这包括为地方一级提供更多的支持、加强国家和区域协调、提供资源以及采取更具包容性的方针等。

对地方一级的支持：权力下放和社区参与

10. 绝大多数利益攸关方重申，2015 年后减少灾害风险框架应重点关注作为主要执行方的地方政府和行为者。各利益攸关方要求 2015 年后框架简单易行，并能反映地方决策者和公民的真实情况。地方政府、市长和社区组织处在灾害前线，且最了解加强抗灾能力建设。¹ 为促进政府行动，2015 年后框架应强调通过民间社会在地方一级推动社会对减少灾害风险的要求。² 参与、监测和执行最好在地方一级进行，如此，在强有力的管理下有效的权力下放能够支持减少灾害风险的努力。³

11. 许多利益攸关方要求努力在中央、省、县或市各级明确划分责任，并通过改进获取资源的规章和机制，加强将责任和资源下放到地方政府的进程。⁴ 2015 年后框架还应支持加强和增进国家政府和地方政府之间的联系，包括使国家政策符合地方需求，因为权力下放便于触及风险人群。

促进社区参与

12. 社区参与对于成功调整国家政策使其符合地方减少灾害风险的需求至关重要。⁵ 各社区将三个主要因素视为建设社区抗灾能力的关键，这三个因素是：组织起来采取集体行动的知情民众；使社区能够抗击灾害影响和气候风险（特别是生计影响）的大量知识和实践经验；政府与社区为加强问责和反应能力而建立的伙伴关系。⁶

13. 由社区主导的抗灾办法需要结合增进知识、说明解决方案、动员社区以及与决策者建立关系等行动。可以制定地方社区介入以及参与地方规划进程的准则，以推动 2015 年后框架的执行工作。⁷ 如有必要，可颁布政策和法律，以确保社区的充分参与。⁸

加强国家机构

14. 各利益攸关方明确表示，有必要加强管理灾害风险方面的国家治理，但对体制安排的意见不一。有人提议建立多利益攸关方机制，使国际、国内、地方和私营部门能够合作支持、资助和执行国家减少灾害风险政策；⁹ 还有人主张设立一个专职部委，负责在各部門和其他各部委（如环境、卫生、教育、农业等部委）之间协调和执行与减少灾害风险有关的活动。¹⁰

15. 需要采取措施，加强现有的减少灾害风险国家平台，因为它们的职权往往不足以影响国家一级的政策。¹¹ 许多人认为，国家平台应得到正式政策和立法的支持，应规定明确的任务、作用和职能。¹² 大家认可的一个良好模式是，正式建立国家平台，并与政治最高层（如内阁或国家元首办公室）挂钩。¹³

16. 各利益攸关方对国家平台审评后要求加强其职责，其中包括：在国家一级倡导减少灾害风险；提高公众意识和政治意识；就协调气候变化适应工作和可持续发展提出建议；促进经验和专门知识交流，如通过结对安排和同行审评进行这种交流；加强与私营部门和地方社区的合作；以及促进在减少灾害风险的工作中应用科学和循证决策。¹⁴

政策和立法

17. 在实现《兵库行动纲领》的预期方面，近几年所取得的主要进展是建立在政策、立法和规划基础上的质的进展，这些进展为今后取得更多可量化衡量的成果奠定了基础。自《兵库行动纲领》通过以来，已有 121 个国家颁布立法，为减少灾害风险制定了政策和法律框架。

18. 法律和政策框架固然重要，但并非总能转化为切实减少风险的效果。必须实行的原则涉及组织和资源问题。在许多情况下，按照立法者意图执行法律和政策框架的资源不足。此外，大部分立法和政策框架继续以灾害管理为显著重点。越来越多的人认识到，灾害管理立法可能并不是处理预防和减少灾害风险问题的最合适的工具，与发展 and 投资相关的规章框架能够更好地处理这些问题。

19. 总体而言，人们日益认识到，预防和减少灾害风险是一项法律义务，其中包括风险评估、预警制度的建立、以及获取风险信息权利。在这方面，必须不断发展和编纂与“发生灾害时的人员保护”有关的国际法，大家对此项工作表示欢迎。¹⁵ 议员也能通过立法、监督和给其所代表的社区分配资源，在加强综合风险治理方面发挥战略性作用。¹⁶

要求拟定准则、规范 and 标准

20. 各利益攸关方指出，有必要增进减少灾害风险方面的良好做法。¹⁷ 具体而言，各利益攸关方普遍表示，需要制定建筑法规、土地使用、以及备灾方面的标准。¹⁸ 标准要取得最佳效果，就必需以商定的规范和良好做法为依据。¹⁹ 这类标准能提高分享内容的可靠性和可传播性，并可以建立通用术语和语言。关于风险信息的具体标准需要有灵活性，不宜做过多硬性规定，同时要帮助建立一致性、可比性、可信性和通用性。²⁰

用于减少灾害风险的资源

21. 虽然许多利益攸关方认识到，在减少灾害风险方面经费不足，²¹ 财政空间受限常常使情况更加严峻，²² 但政府和民间来源投入灾害风险管理的资源的真实规模并不为人所知。许多投资包含在国家和国家以下各级对部门的投资之中。在减少灾害风险经费的总体情况不明的情况下，通常不是经费不足，就是经费没有得到有效利用。增强对灾害风险管理现有投资水平的评估能力，将有助于更精确地估算有效减少灾害风险所需的额外经费。²³ 已有一些提议要求政府划拨部分发展预算用于减少灾害风险。²⁴ 还可以在联邦、州和地方各级将减少灾害风险活动的年度预算编制制度化。²⁵ 最可能成功的情况是，有强有力的国家公共投资规划制度，并辅之以说明财政影响和影响范围的风险评估、²⁶ 在投资前阶段的详细的成本效益分析（与实际支出相比）、以及明确和强化的风险管理安排。

22. 负责财政和规划的部委在政府投资中对灾害风险进行系统考量，它们的作用至关重要，但持续的顾及灾害风险的投资将取决于负责各部门的部委的是否真心认同。²⁷ 负责减少灾害风险的国家机构可以发挥作用，（如在国家发展规划和投资中）提倡使用相关金融工具，²⁸ 并建议将资源划拨至减少风险的关键领域。如果各国要积极减少灾害风险，就需要更好地了解政府、特别是财政部（作为总体负责决定、分配和评估国家预算的机构）愿意并能够承担的损失。²⁹

23. 可进一步确立国家政府提供的资金流，以支持地方政府和社区一级减少灾害风险和建立抗灾能力的活动。³⁰ 还有人指出，地方政府具体的一个不足之处是，缺少具有专门技术知识的人力资源。其他做法，如执行多年期共同战略方针或保险方案等新型供资办法，也可以加以推广并根据具体情况进行调整。³¹ 给减少灾害风险工作的经费应同时纳入人道主义和发展方面的资金流，并且应明确二者之间的联系。³²

支持区域合作

24. 2015 年后减少灾害风险框架应鼓励区域合作机制和方案，目的在于开始通过区域一级的风险评估和规划处理跨界风险。各利益攸关方确认，区域和次区域合作有助于捕捉良好做法、弥补信息空白、转让技术知识、建立合作安排。³³

25. 各利益攸关方呼吁区域政府间组织在执行 2015 年后框架的工作中发挥重要作用。例如，欧洲联盟在欧洲推动执行风险管理政策方面发挥着关键作用，其他区域政府间组织，如东南亚国家联盟（东盟）和加勒比共同体（加共体）也是如此。可以进一步协同努力，加强次区域机构和区域机构的机构能力，并深化政治承诺，以使现有合作安排、特别是在减少灾害风险区域平台上的合作安排更为有效。应采取措施，在对于可持续发展至关重要的相互关联的问题（如粮食和能源安全、两性平等、卫生、环境和气候风险等问题）上加强区域合作。³⁴

减少灾害风险工作与其他工作的结合和主流化

26. 各利益攸关方几乎一致希望将减少灾害风险的工作主流化，特别是与发展 and 气候方面的工作相结合。³⁵ 一项建议要求 2015 年后框架承认一项原则，即减少灾害风险是一个长期的发展问题，应利用方案活动和资金来进行。³⁶ 亚太地区的利益攸关方建议设立高级别国家指导委员会或工作组，负责将减少灾害风险工作纳入多个部门和工作领域。同样，在区域一级，各国可以效法太平洋岛屿国家和领土通过的新的《气候与抗灾能力发展战略》，制定区域结合战略、框架或计划。³⁷

27. 其他结合办法有：使用环境影响评估和战略环境评估，在地方发展计划中制定和列入指标，以及划拨一定比例的预算用于预防灾害和减少风险，以此促进结合。联合规划、发展满足各项协议的需求的伙伴关系以及统一捐助资金流（视具体情况而定）也能促进结合。³⁸ 一项非常具体的建议是，2015 年后减少灾害风险框架应与《联合国气候变化框架公约》进程下的气候变化适应议程中的损失和损害评估对接。³⁹

包容性方针

28. 对减少灾害行动采取包容性方针，使许多团体，包括国家政府和地方政府、政府间机构、红十字会和红新月会、非政府组织、市长和议员、地方社区的代表、土著人民、儿童和青年、残疾人以及工商界、学术界和科学界领袖都参与了减少风险的努力。全球和区域减少灾害风险平台涉及多个利益攸关方，它们通过分享信息和最佳做法、努力建立伙伴关系并确定优先事项及政策，促进了各方的参与。

29. 大会第 68/211 号决议承认，全球平台是就 2015 年后减少灾害风险框架进行磋商的主要全球平台，这主要是因为它鼓励所有行为方和利益攸关方参与。在第四届也就是 2013 年 5 月举办的最近一届会议上，新的与会者包括来自文化遗产行业、标准制定机构和审计部门、军民合作单位、残疾人以及动物权益团体的代表，会上讨论了他们对风险管理的预防办法的贡献。⁴⁰

工商企业（私营部门）

30. 私营部门在影响风险累积方面具有独特地位，因为它们占了世界各地全部投资的 70%至 85%，其中大部分投资是以易遭飓风和海啸侵袭的海岸线、易发

洪水的河谷和地震多发城市的基础设施的形式提供的。⁴¹ 在易发生灾害的地方进行投资往往会为企业提供更相对优势，可转化为更高的生产力、获利能力和竞争力。然而，在数十年间的多次投资已经累积了很高的灾害风险，如今对竞争力产生了不利影响。大公司仍未对灾害风险进行充分考虑，而小企业通常不会进行系统的风险评估。关于企业风险管理的新观点正在形成中。例如，一些大型全球企业现在要求作为主要供应商的小型企业进行风险评估，还有几家公司将开展风险评估作为供应链管理的基础。⁴²

残疾人

31. 残疾人积极参与了 2013 年 5 月召开的全球平台第四届会议以及 2013 年国际减少灾害风险日。2013 年，对减少灾害风险工作中残疾人的需求进行了广泛调查。⁴³ 大家一致要求在减灾、备灾、应对和恢复各个阶段将残疾人纳入减少灾害风险政策、规划和执行工作之中。在磋商中提出的一个具体问题是，缺少关于灾害对残疾人的影响的数据和证据，无法确保决策和规划的事实依据。⁴⁴

儿童和青年

32. 各区域和全球减少灾害风险论坛提倡听取儿童和青年的意见。⁴⁵ 学龄儿童还更多地参与所在学校的安全评估。在全球平台 2013 年关于“我们想要有应灾能力的未来”的会议和主席摘要的基础上，自 2014 年初开始，围绕减少灾害风险问题通过社交媒体在全球范围内动员儿童和青年的宣传活动，得到了越来越多的青年主导的运动的参与。儿童和青年应邀提出他们的优先事项，并对 2015 年后减少灾害风险框架作出了长期承诺。⁴⁶

减少灾害风险政策和规划中的性别问题

33. 各利益攸关方要求 2015 年后减少灾害风险框架将性别问题作为首要和不可或缺的内容。⁴⁷ 亚太区域特别要求为妇女参与的、促进两性平等的行动提供资源、资金和预算。应以各级按性别和年龄分列的数据为投资提供参考。⁴⁸ 国家政府可指示在各级减少灾害风险规划中结合具体情况进行性别分析，并确保拥有实施这类分析的能力。

妇女的领导作用

34. 2015 年后框架需要承认，妇女必须成为从防灾到重建的整个减少灾害风险过程的一部分，而且应为妇女确定更为有力的作用，以让她们在减少灾害风险工作中发挥领导作用。⁴⁹ 负责妇女工作的部委或妇女事务协调中心可以确保普及并使用有关减少灾害风险规划各阶段的适当工具、方法和专门知识，并应签署这些计划；反过来，这些计划可被用作指标，衡量妇女部与国家减少灾害机构间的谅解备忘录所带来的进步。这还将确保减少灾害风险方案符合《消除对妇女一切形式歧视公约》和其他有关国际公约。应通过 2015 年后框架的监测系统对将妇女纳入规划进程进行监测。⁵⁰

B. 《兵库行动纲领》行动重点 2—确定、评估和监测灾害风险并加强预警

35. 各利益攸关方确认，必须建立和整合良好的风险数据和风险评估，以培养以数据为支持进行决策的风气。在全球、区域、国家和地方各级都要根据需要的决策类型进行风险评估。各方认为，针对地方一级的风险信息需求以及获取公开信息的渠道是当务之急。加强风险知识应该是努力将科学界的证据更直接地纳入 2015 年后减少灾害风险的关键因素。⁵¹ 《兵库行动纲领》行动重点 2 所传达的一个共同信息是，须继续加强预警系统，并分享有关风险监测的良好做法。

风险信息

36. 各利益攸关方强调的主要一点是，使用有关灾害损失的数据，可以证明减少灾害风险方面的投资的经济价值。⁵² 国家灾害数据库不仅要记录大型和严重的灾害所造成的影响，而且还要记录日常事件的累计损失。各利益攸关方重申，需要分类损失数据，并需要说明在就业和生产、投资、储蓄和资本形成、福利和社会影响等方面的间接损失。⁵³

37. 大家关切的其他问题有：有必要将损失数据标准化，以确保以可比的格式收集和共享数据，并有必要使所有人都能获取损失数据和所有的风险信息，因为风险信息与卫生、教育、就业和经济数据一样都是公益物。⁵⁴

38. 各利益攸关方一再强调，需要人口数据和按性别分类的数据，以进行风险和损失评估，明确执行和监测按性别分列的指标的责任。他们还指出，必须拟定方法、工具和清晰的指南，并提供专业知识，用于进行顾及性别差异的灾害风险评估、环境影响评估和战略环境评估。风险评估所采用的程序和方法应具有参与性和包容性，并适合使用者的需求和用途。可通过联合国发展援助框架下的联合国共同国家评估，为联合国驻地协调员在地方上的工作提供支持。⁵⁵

强化预警系统

39. 各利益攸关方要求 2015 年后框架强化预警系统，特别是水文气象灾害和相关灾害的预警系统。这类系统的基本组成部分包括：警告的预报、形式、提出和传播。必须特别注重进行相应的公众教育和能力建设。需要持续支持公共气象服务方案在获取和使用数据时，特别在临近预报和多重灾害警报中，运用新的技术和科学研究。

40. 其他论坛建议：纳入环境监测，如生态系统绘图；建立早期行动机制，如调整决策程序和财务规定；增加社区监控，以监测对动物和人类共同的威胁、制定社区应急和恢复计划；并由科学界和地方社区联合制作和传播预警信息，确保信息及时且顾及文化因素，并以有助于各方采取行动的方式传递。⁵⁶

地方一级的数据和风险信息

41. 各利益攸关方建议，2015 年后框架应包含一个更为明确的地方一级的风险传播方案。⁵⁷ 这要求各国政府在联合国有关机构的支持下，将收集地方数据和加强地方数据库作为优先事项，以形成可比数据，并增强地方政府能力。可采用参与机制收集和更新地方数据，并且，数据收集方法应符合具体情况并顾及性别差异。⁵⁸

42. 各利益攸关方还就科学信息的作用确定了几项要求：需要将地方和土著知识纳入科学信息；提倡国际和国家机构帮助将科学与政策联系起来；改进科学家和技术专家传播风险信息的方式，使决策者能够将风险信息系统地纳入决策。⁵⁹

43. 根据各国在 2009 年世界气候会议上的倡议，在广泛磋商和专家意见的基础上，建立了全球气候服务框架。全球气候服务框架由世界气象组织主持，已经确定了四个早期关注优先领域，即：减少灾害风险、农业和粮食安全、卫生以及水，在这些领域有立即改善决策的余地。合作伙伴已要求进一步认可气候服务对 2015 年后减少灾害风险的促进作用。⁶⁰

44. 在新出现的风险中，一些利益攸关方建议，2015 年后框架应包括保护文化遗产，⁶¹ 而另一些利益攸关方则要求框架承认不同的业务环境并为其提供指导。⁶² 大家特别指出的问题有：城市地区的风险积累问题、因政治不稳定和社会不平等造成的脆弱国家问题（不仅是一个脆弱国家问题——日益加剧的全球不平等现象也是关于可持续发展目标的讨论中的一个主要问题）、以及长期危机和冲突导致人民流离失所的国家的国家的问题，有些问题会因气候变化而加剧。

开放的信息获取途径

45. 使用开放平台生成的开放获取的风险信息，对加强企业、政府和社区之间关于设计有效的减少灾害风险战略的对话至关重要。政府可以考虑采用获取和提供数据的最低标准。⁶³ 可以大力加强公共部门和私营部门（包括保险业）在生成和使用开放获取的风险信息方面的合作，还可以进一步探讨和交流获取风险信息创新模式。⁶⁴

46. 可以利用新技术和社交媒体提高人们对减少灾害风险问题的认识，开发创新的宣传活动和工具，如在学校开展减少灾害风险开放日，以及为在幼儿园、学校和医院等地制定风险评估和防备准则。⁶⁵

C. 《兵库行动纲领》行动重点 3—利用知识、创新和教育在各级培养安全和抗灾意识

47. 以新鲜的方法提高公众认识、进行宣传，是人们常常提到的 2015 年后减少灾害风险框架的一个关键领域。⁶⁶ “认识风险，人人有责”的新政策被认为是

2015 年后框架的关键信息。大家特别强调的一点是媒体在传播风险信息 and 促进透明度方面的作用。⁶⁷

48. 传播风险信息的良好做法有：确保传播的信息简单、实用并符合各利益攸关方的需求；传播方法便于妇女获取并考虑到妇女的传播方法和网络；传播采用多重灾害应对方针；使用新技术和社交媒体、创新型传播活动和工具。⁶⁸ 风险信息的接收者有：具有特殊需求和优先考虑的各个社区群体，包括有特殊需求的群体（如老年人、儿童和青年以及残疾人）和遭受了最严重的不平等和排斥的人群，他们特别需要减少受灾风险。⁶⁹

能力建设

49. 大多数磋商会的一个重要主题是，要求提供与落实工作有关的信息和工具。因此，许多利益攸关方要求更多地关注能力建设，特别是地方一级的能力建设。⁷⁰ 他们指出的培训目标对象有：地方政府和社区、社区领袖及媒体。一些利益攸关方要求能力建设活动不搞技术研讨会的形式，而是在硕士和博士等各级高等教育内提供更系统的培训。⁷¹ 另有人强调，能力建设活动需要将可持续性和气候风险结合起来。

安全意识和教育

50. 关于教育问题，各利益攸关方重申，必须确保将关于减少灾害风险的内容纳入小学、中学和大学课程，并倡导对可持续发展和气候风险采取综合办法。⁷² 可在青年网络和高中学生中推广减少灾害风险教育，包括使用同龄相互教育法。⁷³ 非洲区域特别要求推动高等教育机构网络的发展。⁷⁴

51. 在 2013 年全球平台进行的高级别对话和发表的公报商定，提倡保障所有新建学校的安全性。⁷⁵ 按照公报要求，正在制定安全学校倡议，以动员各国和合作伙伴在 2015 年 3 月第三次世界减少灾害风险大会上宣布其政治支持和承诺。

52. 教育部门减少灾害风险以及抗灾能力全球联盟已设计了一个安全学校模型，倡导抗灾学习设施、学校灾害和应急管理、以及减灾和抗灾教育。⁷⁶ 磋商中重点提到了这些优先领域。还拟定了开发数码平台倡议和众包倡议，以动员儿童、教师、教职员工、地方政府和社区对学校进行评估，并收集数据以跟踪全球一级在学校安全方面的进展情况。区域政府间组织也在次区域和国家一级支持和推动学校安全的落实工作。⁷⁷

D. 《兵库行动纲领》行动重点 4—减少潜在的风险因素

53. 从国家监测报告中获得的证据表明，行动重点 4—减少潜在的风险因素——是《兵库行动纲领》之下进展最小的领域。⁷⁸ 在关于 2015 年后框架的磋商中，这一领域需要得到最多的关注和重视，特别要考虑到发展活动中的风险管理和可持续性问题。⁷⁹

54. 为了处理潜在的风险因素，2015 年后框架可将防止灾害风险和建设抗灾能力作为重点，集中精力降低居民和财产的所承受的风险。降低承受风险度的措施可进一步引导克服潜在风险因素中的执行障碍的工作。例如，为了应对城市快速发展所造成的风险的日益提高，必须系统地改善空间规划、城市规划和土地使用规划，以降低经济风险。⁸⁰ 还必须制定更加符合部门具体情况的执行计划。

在农业、粮食安全、卫生和教育等关键部门减少灾害风险

55. 在将减少灾害风险纳入农业恢复计划方面取得了一些进展，通常以加强国家减少灾害风险系统为重点。农业部门需要一项清晰的跨部门国家政策，把将减少灾害风险工作纳入发展部门成为一项明确的战略优先任务。另外，进一步认识灾害风险与可持续农业发展和适应气候变化全球议程之间关联也有会所帮助。与此同时，大家持续关注重点仍是管理灾害，而不是减少风险。现已取得的进展尚未转化为部门内的扶助性体制机制或对减少农业灾害风险工作的财政拨款。

56. 教育部门减少灾害风险的工作成了各区域大会上一个优先事项，就此开展了一些有针对性的宣传活动并作出了一些承诺。2013 年关于《兵库行动纲领》的监测报告提及，30%的国家已将减少灾害风险列入了各级教育课程，尽管在这方面还缺乏指标、框架和监测制度。⁸¹ 已有人要求《联合国教育促进可持续发展十年》的后续方案继续将减少灾害风险作为优先事项。⁸²

57. 卫生位列社区总体优先事项的前三位，并被视为减少灾害风险的先决条件。至少有 130 个国家拥有国家卫生应急准备计划，并且有 40 个国家已经具备了实施《国际卫生条例》所需的核心能力。一项建议要求将《国际卫生条例》纳入在 2015 年后减少灾害风险框架。⁸³

58. 磋商会要求能力强的国家和社区管理紧急情况和灾害所带来的健康风险，将卫生与多部门的紧急情况风险管理联系起来。卫生不仅仅是拯救生命。总的来说，必须认清灾害对于人民福祉的影响，并强调如何通过加强卫生系统来管理健康风险。卫生系统的抗灾能力有所进步，包括更安全的医院和相关卫生指标。全世界约有 77 个国家报告称，它们在实施安全医院活动。⁸⁴ 在 2013 年 5 月全球平台的高级别公报呼吁力挺安全学校和安全卫生设施后，全球安全医院倡议得到了快速发展。

城市风险和基础设施

59. 好几次磋商会都提到了必须促进具备抗灾能力的城市发展以及投资于具有抗灾能力的基础设施方案——将减少风险与可持续发展相联系。⁸⁵ 由于人口压力、城市化和气候变化的影响，需要对城市规划及基础设施发展重新进行思考。2015 年后减少灾害风险框架可要求制定更全面的城市规划政策，将新的风险趋势纳入考虑，并在发展安全和健全的基础设施过程中纳入跨学科专门知识。特别需要加强城市风险评估，以建立并执行建筑法规。

基于生态系统的减少灾害风险做法

60. 虽然现行的《兵库行动纲领》承认可持续生态系统管理在减少灾害风险中的作用，但各利益攸关方建议加强并详细说明这方面的工作。⁸⁶ 可通过国家政策倡导和支持基于生态系统的减少灾害风险/适应气候变化方针，并将其纳入地方一级/社区主导的行动中（如通过雨水收集、城市周边地区植被保留/恢复来防止洪水和干旱）。除了基于生态系统的方针之外，也可以在具体的部门计划和政策中进行明确说明环境与减少灾害风险之间的联系。

环境影响评估的战略性使用

61. 多次磋商会均强调，必须将环境与减少灾害风险进一步结合起来。为此，一些利益攸关方⁸⁷ 建议将减少灾害风险纳入项目环境影响评估以及（用于战略规划和政策的）战略环境评估，以确保公共和私人投资、包括灾后重建背景下的投资了解灾害风险，并会按照国家立法采取积极行动，以环境上可持续的方式降低风险。

部门方针

62. 2015 年后框架不妨关注一些需要取得大幅进展的重点部门和主题，并倡导逐个部门减少潜在风险的方针。例如，国家可确定重点部门，并为具体部门的风险治理设定指标，为在这些部门减少风险投入资金，并在这些部门系统性地减少灾害风险纳入灾后恢复工作，并对这些部门进行监测、提出报告。⁸⁸ 这一方针通过在国家最优先部门制定政策并执行方案，直接解决了难以在行动重点 4 下取得进展的困难。这将要求优先部门的利益攸关方积极参与，了解其动态、能力和制约因素，以便系统性地实施减少灾害风险的措施。⁸⁹

变化的风险、发展和风险度

63. 《兵库行动纲领》并未明确承认风险的多变性；因而 2015 年后减少灾害风险框架必须强调现在采取行动处理风险趋势的形成因素的好处，并预想到长期风险及对当今政策和投资决定的影响。为此，应采取基于定期监测和综合新信息的灵活方针。

64. 因此，2015 年后框架可侧重于提倡不产生新风险的整体和可持续发展的方针。由于灾害风险知识对于为投资规划、发展战略和政策决定提供参考至关重要，因此，需要就风险信息的质量、提供和获取方面的改善可以如何促进可持续方针进行指导。⁹⁰ 正在形成通过健全的发展战略、做法和规划加强抗灾能力的局面，这点体现在，联合国可持续发展大会(里约+20)成果文件“我们希望的将来”以及有效发展合作釜山伙伴关系均肯定地提及减少灾害风险是可持续发展的先决条件。

E. 《兵库行动纲领》行动重点 5—在各级为有效反应加强备灾

65. 在磋商会期间，各利益攸关方强调了防灾、减灾、备灾、恢复和重建之间的联系。⁹¹ 加强备灾既挽救生命也挽救财产。因此，备灾措施在良好的反应、恢复和重建努力以及发展政策和规划中不可或缺。⁹² 另一个益处在于，备灾和减少风险有助于将各行其道的人道主义和发展努力联系起来。

备灾协调

66. 随着跨界和多重灾害变得更加明显和复杂，未来将需要更有力和更具战略性的国际危机管理、应急准备和合作机制。必须简化合作工作，以有序的方式应对和管理灾害。

67. 各利益攸关方敦促采用各种方法加强协调，如将救济、恢复和发展联系在一起。⁹³ 地方一级在备灾协调中可尽可能成为政府活动和机构活动排列优先次序和进行协调的起点。需要建立各种机制，以确保国际、国家和地方利益攸关方在应急准备措施中更密切地合作，特别是在长期脆弱和长期危机的局势中，这些局势要求有同时满足短期、中期和长期需求的综合方针。

68. 可以对备灾筹资进行更好的协调和计划，并可使用创新型筹资机制，包括公私伙伴关系，这些机制对应急准备和反应至关重要。⁹⁴ 由于备灾是减少灾害风险工作的一部分，因此，筹资还需要成为常规的规划和发展方针的一部分。

备灾能力

69. 2015 年后减少灾害风险框架需要认识到政府和各利益攸关方的能力局限。在区域一级，政府间组织应加强其作为区域领导的作用，并增强成员国的能力。⁹⁵ 但是，必须认识到各区域的政府间组织的备灾能力和政治承诺水平不一。在国家一级，需要加强备灾能力建设，包括在社区一级以及主管卫生、教育和农业等部门的部委中的能力建设，包括通过多年期方案（长期方针）加强备灾能力建设。⁹⁶

自救和志愿者

70. 一些磋商会强调，必须支持考虑到灾害中符合人们的自救能力的的自救机制和立法。⁹⁷ 这包括承认自行组织的社区团体是“实地反应”和援助的关键行为者。各利益攸关方还特别强调指出，青年和儿童参与备灾活动以及为青年志愿者加强灾害反应能力建设，是增强地方一级抗灾能力的机遇。⁹⁸

备灾中的包容性方针

71. 应急计划和备灾办法的规划和实施需要涉及一系列利益攸关方（在疏散过程、营救行动中，以及在进行灾后需求评估时）。一定要将妇女和她们对紧急状况下需要提供哪些服务的看法包括其中。同样，残疾人也需要被包括进来，并积极

极参与规划、准备和执行进程。各利益攸关方还着重提出，特别是在人们需要获取应急服务的紧急情况下，对残疾人的障碍问题需要得到更多关注。⁹⁹

72. 各利益攸关方强调的问题还有，应急小组和志愿者（应急人员、人道主义工作者和市民）需要了解如何在应对灾害期间与社区进行沟通。一项重要的措施是针对残疾人的替代沟通技能，如手语翻译。各利益攸关方建议支持制定标准和规程，在面临即时灾害风险的地方和时刻为人民提供保护、营救和照顾。

环境紧急情况

73. 一些利益攸关方强调了对环境紧急情况（如溢油和化学污染）的备灾工作。他们还指出，灾害和应对灾害的环境影响应成为整体备灾和应急规划不可或缺的一部分。¹⁰⁰

大流行病

74. 2015 年后框架可推动加强国际合作，应对大流行性疾病的传播。需要采取多重灾害、跨部门和全社会的方针开展流行病规划和准备工作。¹⁰¹ 应鼓励社区制定计划，以确保在发生大流行病期间基本服务不中断，并迅速恢复在传染病流行期间受影响的基本服务。为了推动对大流行病的备灾工作，可进一步为区域政府间机构提供资源，以加强机构、基础设施和策略能力以及沟通和预警能力。

恢复和重建

75. 灾害事件发生后的恢复和重建努力可能艰巨而痛苦，期望有待于达到，资金有待于筹集，优先事项有待于确定。对规模较小的多发性灾害事件，人们往往利用有限的资源进行重建，并缺少政治支持，导致重建周期延长或再次陷入贫困（或增长减缓）。国际商定的合作框架如涵盖恢复工作，将有效地协助受灾国家，它既可提供指导，又可帮助加强能力建设。¹⁰² 周密规划且具有包容性和战略性的恢复和重建方针可以帮助具有互相冲突或截然不同的优先考虑的各利益攸关方团结起来。

76. 这样的框架需要就以下方面提供适应性强的非指令性指导：(a) 恢复的体制框架；(b) 恢复政策和规划；(c) 恢复筹资；(d) 恢复管理和监测。目的还在于：制定和纳入具体和可以衡量的指标，对恢复目标的执行进展情况和成果进行监测，并说明需要一些制度，以透明的方式生成与恢复进程有关的可靠且具有可操作性的知识，对恢复工作及其结果实施适当的问责。¹⁰³

77. 期望各国政府都维持一个拥有各领域专门知识的工作人员的机构，来满足恢复规划工作的技术需求，这是不现实的。但在一定程度上，这样的资源在区域内各国和各区域组织中是存在的。解决办法主要是确定这类技术专家，将资源与需求联系起来，并为援助机会提供便利。¹⁰⁴ 伙伴关系，特别是与私营部门的伙伴关系，可以加强恢复工作的效果。公共和私营部门、大众媒体、民间社会和外部组织的适当参与也可促进有效的长期恢复。¹⁰⁵

三. 2015 年后减少灾害风险框架的重点领域

78. 各国政府和其他利益攸关方在磋商期间就应在 2015 年后减少灾害风险框架中强调和重申的整体范围和主要内容发表了一些意见。在多次磋商中大家对以下领域普遍达成了一致意见。

《兵库行动纲领》与 2015 年后框架间的连续性

79. 所有利益攸关方都重申了《兵库行动纲领》的价值和必要性，同时强调其执行工作远未完成。¹⁰⁶ 因此，《兵库行动纲领》应继续指导减少灾害风险工作。2015 年后框架可以就接下来 20 至 30 年减少风险活动重点关注的新的重点领域提供进一步指导。¹⁰⁷ 执行 2015 年后框架应是《兵库行动计划》所引领的一个延续过程，利用执行过程中收获的经验教训缩小差距，并获得更大成绩。它还应发展其他的国际协定所取得的成就。

一致性和互补性

80. 2015 年后减少灾害风险框架需要与其他相关的 2015 年后主要进程保持一致并互补，这些进程包括可持续发展目标、气候协定、世界人道主义首脑会议和世界重建会议以及其他有关的国际进程。¹⁰⁸ 2015 年后框架应确定在国际和国内各级促进互补的机制，如对现有工作和协定给予政治承认并保持政策一致性；整合各项计划和方案；设立共同的目标、指标以及报告和监测系统；动员自愿承诺；促进各项协定和框架之间的伙伴关系与合作。¹⁰⁹

气候风险

81. 各利益攸关方强调，有必要在 2015 年后框架中更充分提及气候风险，特别是适应工作和抗灾能力。各利益攸关方承认，必须采取具体步骤，将减少气候变化所造成的风险作为减少灾害风险的优先事项。2015 年后框架可以推动同时应对气候多变性和气候适应能力的方法，并应对政府间气候变化专门委员会(气专委)第四次和第五次评估报告以及气专委“关于管理极端事件和灾害风险推进气候变化适应特别报告”所指出的突出风险。¹¹⁰

82. 各利益攸关方特别要求将气候变化适应工作纳入国家灾害风险管理框架，将减少灾害风险工作纳入气候变化适应战略，制定联合行动计划，并建议提倡结合气候风险和发展问题的国家抗灾战略。他们提出，将减少灾害风险工作和气候变化适应工作联系起来的联合解决问题机制是今后推动抗灾能力建设议程的一个解决办法。¹¹¹

扩大范围

83. 各方普遍认为，2015 年后框架应更加重视小型灾害或零散风险——即高度局部化的频发灾害，国家规划和投资优先以及国际支助活动对这些灾害的支持不足，其社会和经济影响也被低估。¹¹² 与此同时，气候变化的影响和风险累积将

要求人们关注高影响事件，因为其频率和强度都在增加。¹¹³ 2015 年后框架将即要针对倍受关注的剧烈灾害事件、又要针对地方一级诸多小规模零散灾害事件指导减少风险行动。¹¹⁴ 需要进行更多研究，以确定同一套行动是否可在剧烈灾害事件和零散灾害事件中都取得减少风险的效果。

84. 灾害的经济和社会影响可以通过全球化和高度关联的经济、金融和贸易体系以及社交媒体，迅速而直接地蔓延。因此，风险的跨界性变得愈发明显。灾害的影响是地区性的，而后果是全球性的。各利益攸关方确认，跨界风险是 2015 年后有待处理的一项挑战。¹¹⁵ 减少灾害风险区域平台提供了一个机会，使各方可以重点处理与跨界有关的问题，并通过区域计划、协定和办法，开展进一步合作。各利益攸关方还鼓励各区域政府间组织致力于跨界灾害的预防措施。¹¹⁶

85. 各利益攸关方一致认为，灾害风险的自然影响、人为影响和技术影响都属于 2015 年后框架的范围之内。正在形成一种对于自然风险与技术或人为风险之间的关系的新认识。例如，各利益攸关方指出了与核能和有毒废物（包括汞污染）、¹¹⁷ 流离失所有关的风险和文化遗产保护工作中的风险。¹¹⁸ 自然风险可引发技术风险，¹¹⁹ 导致多重灾害风险。人为气候风险改变与气候变化有关的自然灾害，并导致新的风险，如病媒传染的疾病。潜在的灾害风险还可能会发生于脆弱国家和争夺资源（如水和牧场）的冲突局面。¹²⁰

重视地方一级

86. 各利益攸关方一再强调，《兵库行动纲领》的执行工作并没有为地方一级提供足够的支持。2015 年后框架应更加重视地方性风险和减少这种风险的工作，以弥补这一不足。此外，框架的语言应做到简明，并以市长、地方当局和地方利益攸关方为对象。2015 年后框架需要为促进社区参与提供指导，自下而上进行构想，并鼓励私营部门参与地方一级的工作。¹²¹ 此外，地方一级的利益攸关方要求 2015 年后框架为它们规定具体的执行措施。

87. 考虑到全世界的城市化趋势，城市风险被视为 2015 年后框架的首要重点，特别是在阿拉伯区域和非洲。必须制定文书，确保地方政府获得充足预算，并下放权力，明确职责和责任，以增进地方一级的行动。¹²²

加强治理、问责和监测

88. 各利益攸关方要求实行适当的风险管理，即确定如何做出和执行决定的规范、体制和互动制度。治理关键风险领域将是今后的一个优先事项。¹²³ 查明的差距和挑战需要公私行为者间明确责任划分，并需要就如何执行官方决定和进行私人投资建立适当的问责机制。各利益攸关方确定，需要进行协调，促进支持综合方法的联合方针，并将减少灾害风险工作纳入发展的主流。¹²⁴

89. 需要对风险治理结构采取更加有力的方针，以进行定期监测、灵活和适应性强的规划，并获取和有效应对新信息。¹²⁵ 各利益攸关方一致认为，2015 年后框架应加强减少灾害风险的监测机制，以便就减少灾害风险活动的落实情况进行

全面的报告，从而加强问责。¹²⁶ 监测制度仍应与现有的《兵库行动纲领》报告工作和今后在以往国家报告分析基础上设定的指标挂钩。各利益攸关方要求并提出了多套目的和目标以及规范和指标。采用与灾害有关的目标和规范可确保减少灾害风险工作得到更多政治上的支持，并确保风险管理纳入其他部门的工作受关注并实现问责。¹²⁷

90. 多方要求采用简化监测工作，以减少国家负担，并与其他报告进程协调。大家认为，更完善的监测和评估框架、能够衡量进展情况的基线资料和指标、以及说明成功和成果的标杆分析是重要的工具。¹²⁸ 还有人建议在减少灾害风险工作中推广使用自愿同级审评。¹²⁹

减少灾害风险的经济论据

91. 2015 年后框架需要为减少灾害风险工作提供经济和企业方面的论据，说明灾害损失如何影响经济增长及企业和国家的竞争力，以及企业和经济投资如何能够确定现有风险的增加及新风险的积累。2014 年，全球外国直接投资预计将达 1.9 万亿美元，预计还会有更多新的国内投资。¹³⁰ 数万亿美元的投资将流入易受灾害的领域，这将在很大程度上决定风险的未来走向。同样，是否通过健全的风险管理战略对这些投资所导致的风险增高进行管理将在很大程度上决定这些投资是否能促进长期经济增长和可持续发展。

92. 虽然《兵库行动纲领》确定了减少风险的重要方式(如评估风险、获取信息和处理潜在风险驱动因素)，但需要进一步审议通过顾及风险的公共投资规划和企业投资预先进行风险管理的问题。还需要考虑如何以有效提供国内投资的方式增加支持减少风险努力的支出。¹³¹ 为此，必须说明灾害损失如何危及国家的金融抗灾害能力，对中期和长期增长、财政稳定和国家收支平衡产生影响。

93. 需要通过围绕灾害经济学的研究、私营部门的看法以及使用支持成本效益分析的工具，引起战略、规划和财务经理对减少灾害风险进行投资的论据的重视。在现有的投资活动中，风险继续从规划和经济预测中被剥离出来，必须对此进行改革，挑明造成风险的投资和企业行为的不良后果。为了有效地做到这一点，必须在从资产所有者、投资基金经理、保险公司和再保险公司、以及商业信息服务提供商到中小型企业、大型国营和跨国公司、国家政府、市场监管方和消费者的整个投资链中考虑到灾害风险。风险的真实代价必须通过成本效益分析、环境影响评估和社会分析进行评估，在易发灾害区域应使用风险度和脆弱性分析。

私营部门的作用

94. 私营部门在减少灾害风险工作中利益攸关，需要作为合作伙伴参与其实施工作。¹³² 2011 年袭击日本和泰国的重大灾害以及 2012 年袭击美国的重大灾害揭示了灾害能够以何种方式影响企业。灾害能够毁坏工厂、办公室和其他资源，从而中断或破坏生产。灾害还能毁坏企业所依赖的系统，如交通运输和能源网

络，并直接或间接地影响劳动力市场。业务中断会给企业竞争力带来普遍影响，因为这越来越多地影响着全球供应链，并会导致破产，特别是导致中小企业破产。¹³³

95. 由于企业业务也易受到灾害侵袭，因此，公司在减少风险努力中有重要的切身利益。¹³⁴ 防灾或备灾比应对灾害和从中恢复的成本效益更高。从长远来看，通过减少风险，尤其是零散的风险，企业可以更具竞争力。公司可以利用促进公司可持续性和股东价值的运营业务战略，如供应链管理和业务连续性规划。这些措施一旦与公共部门合作执行，还能够加强抗灾能力的基础，并为大型以及中小型企业带来经济机会。¹³⁵ 加强抗灾能力还是一个重要的新的市场机会：在具有抗灾能力的基础设施、风险管理咨询以及风险分担工具等领域均有服务需求。

96. 2015 年后减少灾害框架可通过携手为企业确定一个扶持性环境，促进与私营部门的合作。这种环境可包括：经济刺激(如税收减免、补贴、补助、贷款等)，以及法律和监管框架(如建筑法规、抗灾能力强的土地使用规划和分区规划)。¹³⁶ 尤其需要制定战略，鼓励中小企业进行顾及风险的投资，支持私营部门和地方社区加强合作。

97. 必须分别在地方和国家各级更加明确地阐明私营部门在 2015 年后框架执行过程中的作用。证据显示，尤其是在地方一级，让有关行为方参与规划和制定规章的早期阶段，可以使框架执行更为贴近现实，并可以建立有效的制衡、提高遵守程度。对于建筑部门、公用事业公司、信通技术公司等重点行业而言，这一点尤为明显。国际社会需要认识到，这些行业现在投资于并运营着大多数重要的城市(和越来越多的农村)基础设施。因此，确定这些行业中各行为方的具体作用和责任对成功地减少未来的灾害风险至关重要。

98. 保险或许可以在减少灾害风险的工作中发挥重要作用，但这只有在扶持性环境允许适当定价和承保范围情况下才有可能。政府和保险公司尚未充分利用这一潜力。¹³⁷ 各利益攸关方指出，保险部门的作用尤为相关。2015 年后框架可以考虑到保险行业在风险评估和承保方面的专门知识以及风险转移机制今后的作用，就如何将减少灾害风险工作与风险转移机制相结合提供指导意见。¹³⁸

99. 2015 年后框架可以表明，灾害风险不仅仅是威胁，同时也是机遇。¹³⁹ 需要将重点从灾害事件的可能性（即要面对的情况）转向采取行动的可能性（即要做的事情）。企业需要参与营造更为安全和稳定的环境的努力，而不只是把减少灾害风险当作企业的社会责任。减少灾害风险是一项获得高回报率的可能性越来越大的投资。¹⁴⁰

科学和技术

100. 各利益攸关方确认，科学和技术有助于提高对灾害和风险的认识，并为减少风险提供新的认识和方法。但有人指出，减少灾害风险的政策和方案并不总是

以科学为依据的。他们指出，2015 年后减少灾害风险框架应考虑将科学技术发现引入地方一级的重要性。¹⁴¹

101. 减少灾害风险工作在以下三大领域需要科学和技术：制定、传播、转让、证明减少灾害风险的办法并将其纳入工作的主流；支持教育、研究和创新；建立必要的证据基础，以通报并说服决策者和公众采取减少灾害风险的措施。¹⁴² 所提建议有：促进科学家与地方和国家各级决策者进行更加密切的定期互动，加强科学知识转化以便公众使用，加强能力建设，并促进加强科学和技术能力，为决策和政策方案提供支持。全球气候服务框架等举措可以帮助 2015 年后框架植根于应用科学的方针。¹⁴³ 增强风险知识应成为推动科学界参与 2015 年后框架的努力的重要内容。

公平和包容

102. 灾害破坏人们的人身安全以及经济和社会权利，包括维持健康、福祉和教育所需的生活水准。为了有效减少灾害风险，各国政府需要社会各阶层的合作，因为全社会成员都能够通过各自的行为增加或减少风险。然而，全社会成员减少风险的机会是不平等的，一些成员被边缘化，陷入风险增加的状况。导致人们无法减少风险、保护自身权利的因素通常有：贫困、性别、年龄、残疾和族裔。灾害也会加剧、延续和增加不公平状况。¹⁴⁴ 出于公平原则和保护人权的法律需要，一些人要求采取基于权利的方针。¹⁴⁵

103. 要保护全社会免遭灾害风险，便需要解决社会中每个成员面临的风险，这又要求全社会成员参与。因此，在开展减少灾害风险的工作时，包容原则与公平原则密切相关。妇女、贫困男女、儿童、老年人、残疾人、体弱者、土著人民和其他可能遭到边缘化的人必须认识到他们所面临的风险，才能采取措施减少这些风险。减少灾害风险工作和发展政策需要社区来执行，未能反映社区的现实情况和优先事项的此类政策通常是行不通的。

104. 为了让减少灾害风险措施取得成功，减少灾害风险努力的最佳起点是与所有利益攸关方、包括生计受到威胁者不断合作。¹⁴⁶ 大家认为，基于社区的减少灾害风险的活动是一项可以挽救生命和财产的成本低效益高的投资。支持这类方案可以确保最贫困、最弱势和边缘化的群体了解在灾害中自保所需的实际行动，并且从长远来看，可以增强抗灾能力。¹⁴⁷ 采取全社会方针减少灾害风险不仅公平，而且也是取得成效的先决条件。

105. 各利益攸关方强调，2015 年后框架需要重申，必须让包括农民、工会、地方政府、工商业和科学界在内的整个民间社会同政府和议会一起，均参与到减少灾害风险的工作之中。¹⁴⁸ 在整个磋商过程中，儿童和青年以及残疾人特别指出，他们是强有力的独立的利益攸关方群体，他们希望参与 2015 年后框架的减少灾害风险规划和执行工作。¹⁴⁹

106. 2015 年后减少灾害风险框架将需要纳入两性平等措施并赋予妇女权能，尤其是在风险评估和风险信息传播、规划和方案设计、以及通过分类数据和性别分析监

测进展情况等领域。要使性别分析成为政策制定工作以及减少灾害风险、备灾和重建方案的一部分，就必须划拨资源。¹⁵⁰

制定关于良好做法的准则、规范 and 标准

107. 在整个磋商过程中，有人强烈要求制定准则、标准和基准，以在 2015 年后框架中开展减少灾害风险工作。主要的例子有：风险评估、损失核算、土地使用规划和分区规划、以及制定最新的考虑到灾害风险的建筑法规。

简单和实用

108. 一些利益攸关方指出，框架应更加简单，更侧重实际执行，并带有整体指导和执行规范。¹⁵¹ 大多数利益攸关方表示，2015 年后框架需要为确定减少灾害措施和排定优先次序提供更为具体的实践指导。与此同时，也有人警告说，框架需要做到开放、灵活，其实不应过于详细。¹⁵²

框架的推广

109. 总的来说，对减少灾害风险工作认识不足妨碍了《兵库行动纲领》的执行工作。为了确保 2015 年后框架的顺利执行，必须更加注重推广、传播和宣传工作，尤其是在地方一级，各社区应真心认同这种观念。¹⁵³ 许多利益攸关方主张，框架所用的语言应对于所有人都简单易懂。¹⁵⁴

110. 此外，可以围绕减少灾害风险、气候变化和可持续发展问题，制定一套共同商定的术语。¹⁵⁵ 如“加强抗灾能力”等概念应具有更为积极的涵义。¹⁵⁶ 2015 年后框架应继续推广抗灾能力的概念，并努力使这一概念获得跨领域的广泛认可。

框架的原则

111. 一些利益攸关方提出，2015 年后框架的原则应加强问责，提高透明度和治理水平。因此，他们指出，2015 年后框架的原则应包括：监测和报告、获取和传播风险信息、各部门间协调并形成伙伴关系、包容各方、加强地方能力、开展区域合作。¹⁵⁷

框架的地位

112. 大多数利益攸关方希望，2015 年后减少灾害框架仍然是一项自愿性质的、不具法律约束力的文书。一些利益攸关方要求 2015 年后框架成为一项具有约束力的国际公约，即是批准方必须执行的，必须批准公约才能获得国际减少灾害风险援助。¹⁵⁸

联合国的合作与协调

113. 各国要求联合国系统在减少灾害风险过程中加强对各国的支持，尤其是加强区域和国家一级的支持，并强调了联合国驻地协调员的重要作用。还有人要求

加强区域合作，在这方面，联合国各区域委员会和联合国发展集团各区域机构在支持各国制定政策方面可以发挥重要作用。大家还着重指出了多边银行、包括区域发展银行和世界银行的作用。

114. 联合国系统内部的磋商促使联合国各专门机构、基金(会)和计(规)划署加强承诺和责任，把减少灾害风险工作纳入其国别发展方案，并在救济和恢复方案中采用基于风险的方针。¹⁵⁹ 行政首长理事会 2013 年 4 月核准的《联合国促进抗灾能力减少灾害风险行动计划》体现了这些承诺。各国和合作伙伴继续要求联合国系统加强对减少灾害风险执行工作的支持，并要求联合国减灾办公室继续协调和监测联合国系统对减少灾害努力的支持。¹⁶⁰

国际减少灾害战略秘书处(联合国减灾办公室)

115. 各利益攸关方指出，必须加强联合国减灾办公室的作用，并增加其资源和知名度。¹⁶¹ 它们指出，有必要使联合国减灾办公室成为 2015 年后减少灾害框架的监护机构。其专门职责包括：安排监测和报告执行情况，包括灾害风险的趋势和模式、损失及影响；为各国监测损失和风险提供支助；促进学习、传播和交流信息和经验教训；并为制定考虑到风险情况的政策、包括为地方政府制定这类政策提供支助。各利益攸关方还要求联合国减灾办公室为制定合作机制、特别是区域一级的合作机制提供支助，并通过与捐助方和其他融资机构和机制密切合作，为发展中国家筹集资源。

116. 还有人要求为建立包括国家平台在内的国家和地方风险治理机制并提高它们的效力提供支助。¹⁶² 这涉及以下重点领域：增强多边组织的协调，在其方案和政策中加强与减少灾害风险目标的一致性；制定风险管理融资工具；并制定政策和方案的质量管制以及监测和报告的方法和标准。还有人要求联合国减灾办公室继续开展宣传活动，以培养预防意识，取得政治势头，并促进公民参与。¹⁶³

注

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