



European
Commission



Disaster
Risk



Management



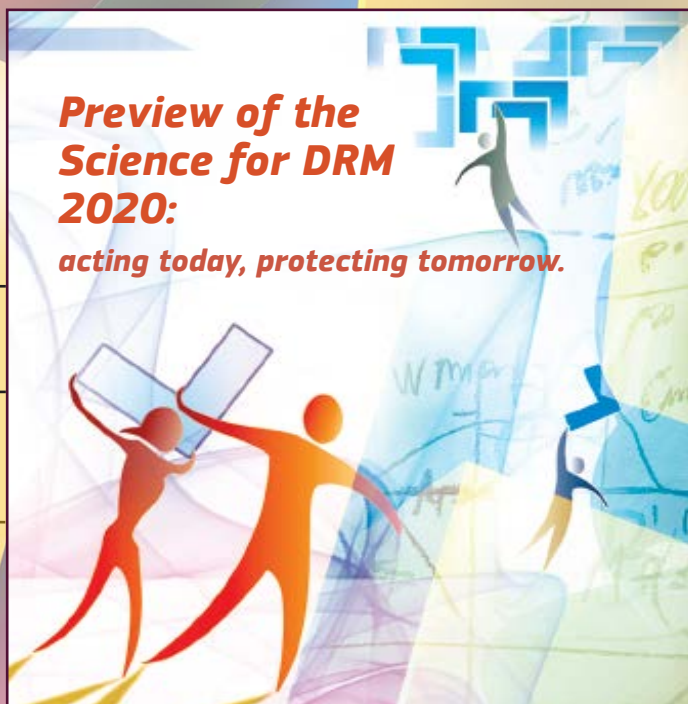
Knowledge
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SCIENCE
for **DRM** **2020**



**Preview of the
Science for DRM
2020:**

acting today, protecting tomorrow.



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After two intense years of collaboration with more than 300 experts in disaster risk management, we celebrate the International DRR day releasing a brief summary of the work done by the teams of authors for the Report Science for DRM 2020

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acting today protecting tomorrow. The Report aims to broaden the knowledge of disaster risk in Europe, by collecting and merging the scientific results and experience of several actors.

The Report is divided in six chapters and six super case studies, drafted by 25 teams of authors, with the support of an Advisory Group. All the contributions have been revised internally and externally, by a group of independent reviewers.

The Science for DRM 2020 focuses on analysing the consequences of a disaster on various assets (population, economic sector, critical infrastructures, environment and cultural heritage) to take advantage of the data and lessons that can be extracted in the aftermath of an event to propose paths of action to reinforce prevention, mitigation and adaptation.

Before its full publication, the current preview shares some of the ideas that will be contained in the full Report that will be public in December 2020.

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1 Introduction

The COVID-19 emergency that we are living through shows us what “systemic risk” means in practice, calling for stakeholders to collaborate, working across disciplines, sectors and levels. Science plays an important role in societal debates and supports policy-making. It helps increasing the awareness on the complexity of the problems at hand, facilitating the definition of the issues and formulating alternatives.

Since we cannot avoid some hazards to materialise, the main opportunity for reducing risk lies in tackling vulnerability and exposure. To do so, it is necessary to identify and tackle the underlying drivers of risk. The scientific community has put their efforts to enlarge the understanding and modelling risk; the number of national, regional and city risk assessments and sectorial risk assessments has increased recently, proposing evidence for planning measures to manage risk. A huge progress has been made in developing new technologies to cap-

ture signals and monitoring threats. In general, the research community has embarked in new projects to cooperate with end-users and other societal actors in programmes such as Horizon 2020 and the new Horizon Europe.

A good analysis of impacts is an essential source of knowledge to exploit to reduce disaster risk, both in the aftermath of an event but also to better predict future events.

In 2001, a Council Decision established a framework to reinforce prevention, preparedness and response to disaster risk with the creation of the European Civil Protection Mechanism (EU CPM). Risk anticipation and management are as well fundamental to major international agreements and frameworks in place since 2015: the Sendai Framework, Agenda 2030, the Paris Climate Agreement and the 2016 Urban Agenda.

In the current pandemic, the European Council agreed to an ambitious COVID-19 recovery plan, also known as ‘Next Generation EU’ that will contribute to the implementation of the new European Green Deal. These key policies

mutually reinforce and are based on sound science and risk management principles.

The Report Science for DRM 2020: acting today, protecting tomorrow aims at putting evidence at the service of society through a collaborative effort of more than 300 experts. Disaster risk is studied through the analysis of the consequences of an event on various assets of interest, which will facilitate proposing action to tackle exposure and vulnerability factors and finally enhance resilience.

2 Integrating the risk management cycle

Disasters continue to undermine sustainable development so reducing its impacts and identifying pathways towards resilient societies is a global goal. As proposed by the Sendai Framework for Disaster Risk Reduction and the EU CPM, among other initiatives, understanding and assessing the drivers and patterns of risk is necessary to identify, plan and implement any measure to reduce risk.

Risk assessments serve to create a common understanding of the potential losses and damages. The information produced is used later to develop and put into operation the procedures, protocols and capabilities needed.

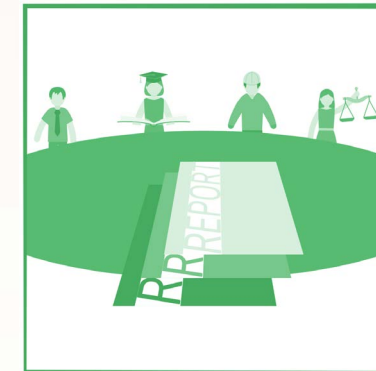
Risk concept, which definition is social and cultural dependent, has an uncertain and dynamic nature, making its study and management challenging. The need for evidence for informing policies and its implementation has gained importance in the last years.

Risk, which is a social and cultural concept, has an uncertain and dynamic nature, making its study and management challenging.

The integration of natural and social sciences expertise is therefore needed to tackle risk. In Europe, science is one of the players but effective risk management requires other stakeholders to participate and share responsibilities in the decisions made.

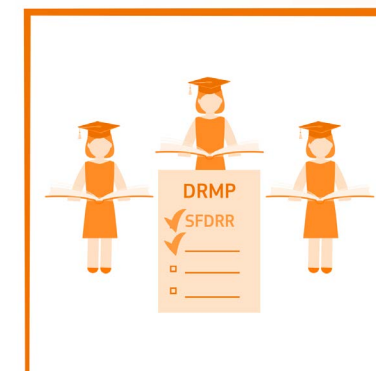
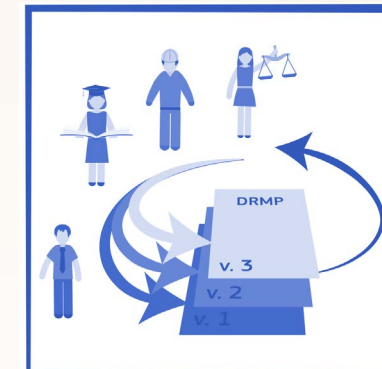
This fact requires, the preparation of strategies of coordination and integration, ensuring that capacities exist and that knowledge flows among actors and institutions, supported by training and learning. Monitoring and evaluation mechanisms have proven to be a source of improvement of policies and measures.

Communication is key to engage citizens, the most numerous and varied group, in all the activities mentioned.



• Disaster risk management and adaptation policies, strategies and plans should be based on a common understanding,

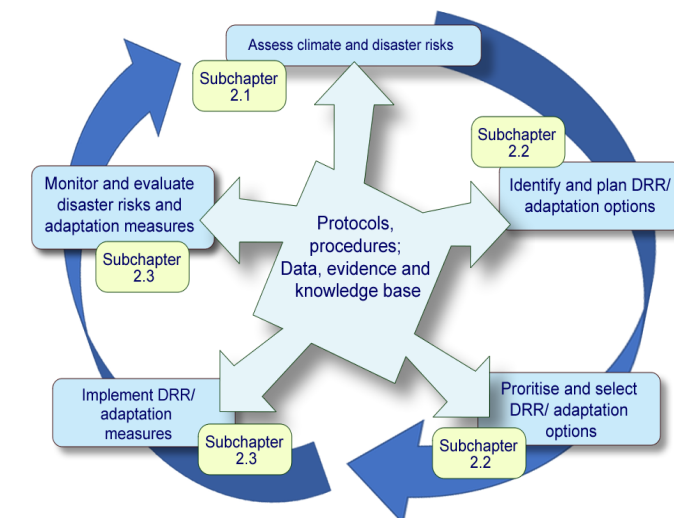
• Science is vital for efficiently implementing strategies for mitigating the most serious consequences.



• Effective risk management requires multi-stakeholder, multi-level processes that are built upon continuous cycles of assessment,

A SHORT SAMPLE...

What can you find about those arguments Inside Chapter 2 of the next “Science for Disaster Risk Management” 2020 edition book?



3.1 Methodologie for impact assessment

The negative consequences of disasters on population, including human activities and properties, are measured in causalities, injuries or economic losses. Traditionally, this type of data has been used during relief, to ensure that lives were not lost and to avoid injuries, and in the recovery, facilitating the daily life of communities to come back to normality. Nonetheless, certain impacts related to disasters, such as loss of cultural heritage or loss of biodiversity, are less obvious and not easy to measure in monetary terms.

Physical harm and destruction manifest immediately after the hazardous event, although some may become apparent in the long term, in time and space. Likewise, some effects happen as a consequence of the first impacts or as a result of the immediate actions taken. Indirect impacts can be a broad category encompassing disruption of societal life, businesses and services.

Collecting and sharing data after a disaster provide valuable information to expand understanding of risk, reinforcing prevention.

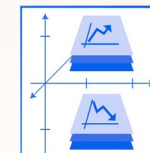
An overall assessment of the impacts allows understanding the magnitude and extend of a disaster in a territorial context. The study should address multiple spatial and temporal scales and consider a whole range of sectors that may have been affected. As said, analysing the needs after an event helps the emergency relief operations and the planning of recovery activities. It is necessary to know which have been the impacts to compensate the organizations and individuals affected and in a broader scope, governments and other stakeholders can use the information to reinforce emergency and recovery funds and protocols.

Finally, the data of damages and losses should be exploited as a source of learning to discover and interpret the drivers and conditions that facilitated these to happen. For example, investigations after earthquakes, volcanic eruptions and floods helped to develop fragility and damage curves, correlating construction characteristics to potential degree of damages.

These improves our capacity to anticipate future events and its consequences, which are vital for planning prevention, mitigation and preparedness measures. Despite the advantages stated, the collection and sharing of data is not a priority.

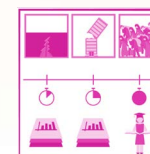


Damage is usually related to the physical harm and destruction due to a disaster but it can also be triggered by a chain of cascading effects in time and space, including the effects of the decisions taken to mitigate the effects and facilitate recovery.

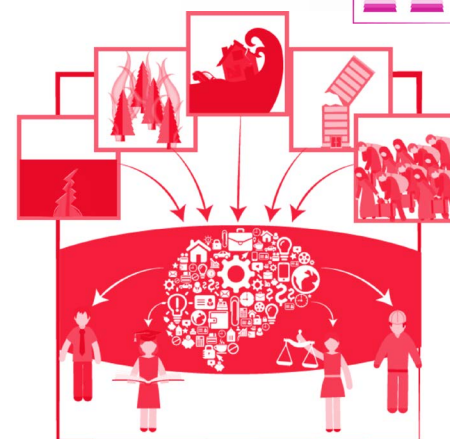


It is necessary to identify "gainers" and "losers" in different spatial scales in the long-term to assess the real effect of the impacts in the long-term.

Damage data collected after an event is initially required to respond to the most direct impacts and to deal with the recovery of it.



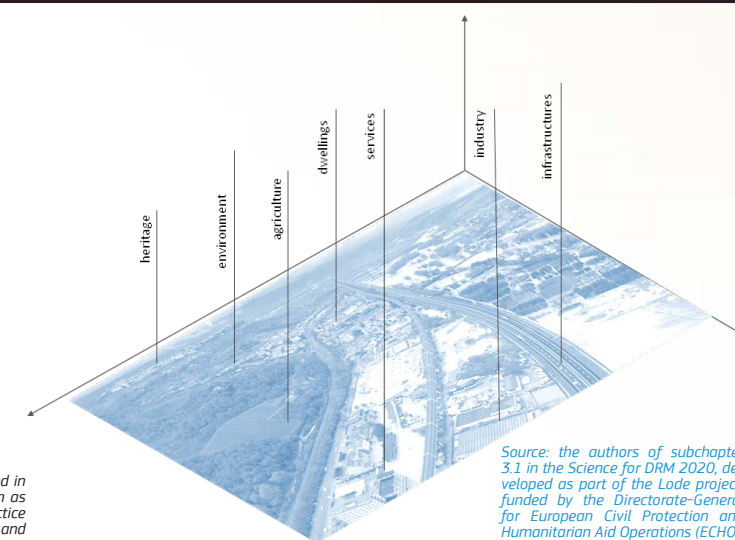
Data about damages and losses serve to study the drivers and conditions that lead to disasters, to design models to estimate risk in the future and to learn about the actions taken before the hazard materialized



To analyse the consequences of a disaster in the after-math of the event, it is necessary to have already in place a system to collect and share data of the event and its impact among different stakeholders, ensuring timely availability and the consistency, accuracy and interoperability among sources.

A SHORT SAMPLE...

What can you find about those arguments Inside Chapter 3 of the next "Science for Disaster Risk Management" 2020 edition book?



"The understanding of disaster impacts has significantly advanced in recent years. For too long they were limited to a few sectors such as residential buildings or agriculture; more recently, research and practice have targeted damage to economic activities, lifelines and services, and cultural heritage in a much more comprehensive way."

Source: the authors of subchapter 3.1 in the Science for DRM 2020, developed as part of the Lode project, funded by the Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO).

3.2 Population

The socio-economic and environmental situation of a society before the disaster determines the potential consequences of the event, and these can be exacerbated depending on the quality of response and recovery actions taken after the disaster.

Disasters affect and disrupt lives and livelihoods in different ways and with different intensities. Their consequences often affect people beyond those directly exposed, such as their families or social circles. Impacts can even be felt among communities at regional or country level when the magnitude and time of materialization of a hazard is extreme or when societies are not well prepared for such events.

At individual level, the most immediate impacts of disasters are death and injury but these events can cause physical and psychological trauma that endures in time, often surfacing at a later stage. Hazard events threaten peoples' housing and its surroundings, forcing people to leave their homes. Displacement can be temporal, through semi-permanent relocation, or permanent, when people move to another neighbourhood or elsewhere, to another municipality, region or country.

Even without displacement, individuals, families and community members have to change how they relate and live when businesses and services are limited or fully disrupted. The Global Targets A and B of the Sendai Framework for Disaster Risk Reduction directly monitor the consequences on population, collecting data that would show the trends of some impacts and the possible effects of the measures taken in the aftermath of the disaster.

Subchapter 3.2 is divided in three sections, covering the mentioned direct and indirect impacts. Section 3.2.1, Threat to life, addresses relations between hazards and vulnerabilities of individuals that cause death, injury or health damage across Europe. Section 3.2.2,

Threat to housing and habitat, focuses on the impact of people that has to relocate after a hazardous event, relating socio-economic aspects to the post-disaster displacement. Finally, section 3.2.3 makes an overview of the impacts in the society as a whole, presenting several

consequences such as the loss of properties, services and businesses and other intangible impacts related to religion, jobs and family bounds.



The impacts presented are closely related, many of which materialize in the three levels studied (individual, family and community level) in different areas and after some time. These depend on the magnitude and nature of the event but also on the decisions made post-disaster.

Common short- and long-term procedures to minimise post-event population disturbances should be planned.

Existing vulnerabilities at individual and community level can unfortunately reinforce if not well considered.

For example, relocation should be well supported by social assistance, as losing the house and having to move somewhere else can have important psychosocial effects on people, which in turn would negatively affect the recovery of those individuals and their circles.

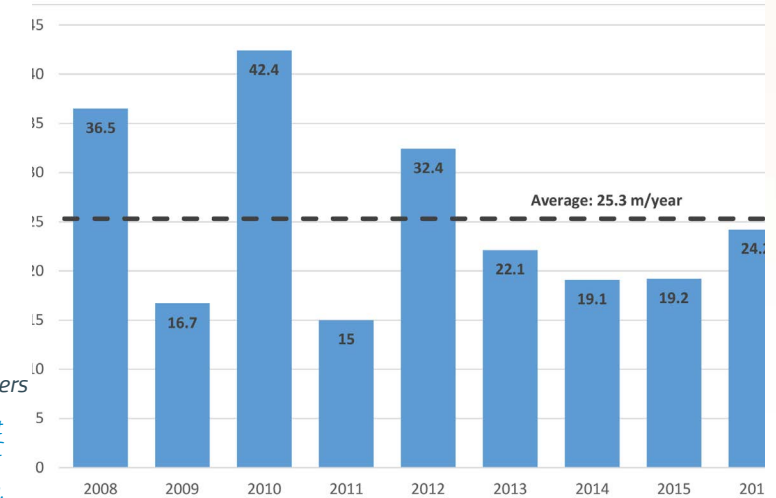
The area impacted can lose workers and people that could actively engage in communal activities, necessary for a fast and inclusive recovery

A SHORT SAMPLE...

What can you find about those arguments Inside Chapter 3.2 of the next "Science for Disaster Risk Management" 2020 edition book?

People displacements by year due to disasters

Source: the authors of section 3.2.2 of the Report Science for DRM 2020, using data from the IDMC (2017), Global Report on Internal Displacement, Internal Displacement Monitoring Centre, Geneva, Switzerland.



3.3 Economic Sectors

“Improving our understanding of the economic impacts of various hazard risks is fundamental for sound and evidence-based disaster risk management, to be implemented by the owners and investors of the assets and businesses, together with other institutions and stakeholders.”

The Sendai Framework for Disaster Risk Reduction fixed a set of indicators to follow if the priorities and targets were reached. Global Target C serves to monitor the direct economic loss in relation to the GDP of the country and is calculated considering several assets, among which there is agricultural loss (C-2), other productive assets (C-3) and the housing sector (C-4). Subchapter 3.3 reviews the methods and models used in analysing disaster damage and losses in three economic sectors (named, residential, agriculture and industry and energy), presenting the recent advances and the challenges when carrying out that task.

Direct impacts usually encompass the most immediate damages and losses on the assets due to the materialization of a hazard. Section 3.3.1 Residential proposes as indicators the monetary value of physical damage to buildings but also the cost of cleaning, repairing or demolishing buildings, while section 3.3.2 Agriculture mentions yield losses and cattle mortality. In the case of manufacturing and energy industries, direct impacts can be represented by the physical damage to industries or its impossibility to produce the products or services due to an interruption in their supply chains. Due to the globalised production linkages among industries, the negative effects of a disaster can potentially spread to other regions and countries rapidly.



The successive effects on the market and on society (such as a decrease of buildings in market values or declines in income of the labour forces in the area) are displayed as indirect impact, following the UN terminology.

As highlighted by the authors, special attention should be given when addressing these type of losses and damages to avoid double counting of impacts. The chapter analyses past disasters to display damages and losses, highlighting good practices and critical issues in the assessment of impacts and the management of risk.

The quantification of impacts is generally used to compensate the owners of the asset(s), although authors express the need to adopt prevention, mitigation, preparedness and adaptation measures before the disaster manifests to ensure a reduction of impacts, especially considering the intensification and increase of occurrence of climate extreme events.

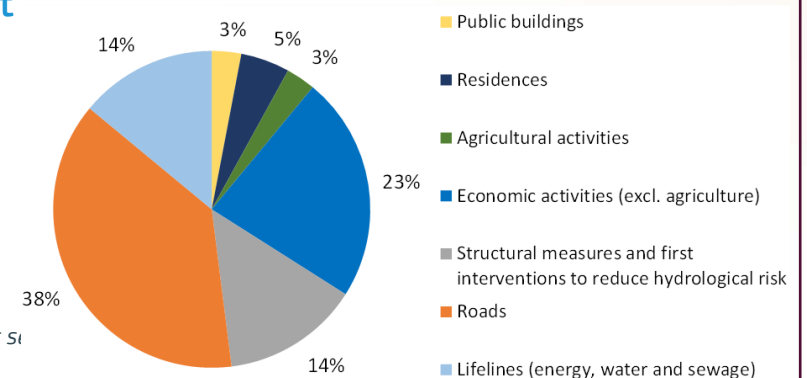
In order to design these types of actions, scientists could take advantage of the data and information that could be systematically collected to reinforce risk assessment methodologies.

Likewise, the quantification of risks and impacts is vital to evaluate the countermeasures that have been implemented.

A SHORT SAMPLE...

What can you find about those arguments Inside Chapter 3.3 of the next “Science for Disaster Risk Management” 2020 edition book?

Distribution of losses among the different sectors after the 2012 flood in Umbria



Source: Menoni, S., Molinari, D., Ballio, F., Minucci, G., Atun, F., Berni, N., Pandolfo, C., 2016, 'Flood damage: A model for consistent, complete and multi-purpose scenarios', *Natural Hazards and Earth System Sciences*, Vol. 16, pp. 2783–2797.

3.4 Critical Infrastructures

Critical infrastructures (CI) provide the essential services that underpin modern societies and support our economies. CIs are complex, adaptive, sociotechnical and highly interdependent systems, although they are often designed in a fragmentary manner. Experience from recent disasters, together with the scientific literature, has provided evidence of the dependencies among critical infrastructures, highlighting pathways of cross-sectoral and cross-border failures.

Subchapter 3.4 aims to broaden the understanding of current and future risks related to critical infrastructure, thus contributing towards a more resilient and sustainable Europe. The subchapter is composed by four sections, which analyse in detail a set of assets and systems at risk and the potential impacts when those are disrupted for any reason. The subchapter focuses on the current vulnerabilities of the CIs, the challenges of the interdependent systems and the options for building resilience into the design of such systems.

Our system of production, consumption and day-to-day activities heavily rely on technology, long-range supply lines and interconnected networks, turning our society vulnerable to the impact of potential disruptions.



Section 3.4.1 provides an analysis of the essential concepts and the challenges associated with organisational resilience and continuity management for emergency facilities. Assets such as civil protection coordination centres, hospitals, and fire and police stations represent the first line of defence against disasters and crises. The section first explains the role and duties of emergency facilities to later define the procedures and practices that create operation resilience, describing how cascading effects can undermine both individual operators and the whole organizational resilience.

Section 3.4.2 discusses networked infrastructures, that is, those systems made up of interconnected assets distributed over a large geographical area, or those with numerous interacting components and functions. Energy grids, transport, gas and water supply are examples of networked infrastructures considered in the section. The centrality of these networks provides some degree of resilience by design. Nonetheless, fragilities can appear

in each technological layer and in the boundaries of the network, turning these type of infrastructures into channels for the propagation of disasters' consequences, mediators of mitigation actions or both.

Section 3.4.3 addresses risks to society and the environment from damage to core industrial and energy facilities due to man-made and natural hazards using case studies. The section studies how communities can be affected by such incidents, including cascading effects, and proposes how the impacts can be prevented or reduced in the future.

Finally, section 3.4.4 focuses on the role of communication systems and their varying degrees of responsibility for the transfer of information, a critical requisite for emergency response and recovery. The section considers information and communication systems as critical infrastructures themselves. Recent advances in technology are noted in the context of the rapidly developing communication systems and services, including threats like cybercrime and cyberterrorism that are opening up new disaster scenarios with varied impacts.

Our system of production, consumption and day-to-day activities heavily rely on technology, long-range supply lines and interconnected networks, turning our society vulnerable to the impact of potential disruptions.

A SHORT SAMPLE...

What can you find about those arguments
Inside **Chapter 3.4**
of the next
“*Science for
Disaster Risk
Management*”
2020 edition book?



Police station in Carlisle before and after flooding
(Source: Wikicommons, author: Philip Halling)

3.5 Environment and ecosystem services

Ecosystem services are the benefits that humans obtain from well-functioning natural, semi-natural or agricultural ecosystems, such as the direct provision of food and water, the regulation of some extreme events and recreational benefits. Because most of these cannot be valued in economic terms, the concept of measuring direct losses is difficult to apply for ecosystem services. Few attempts have been made to assess the economic value of ecosystem services, mainly related to agriculture and forestry.

Ecosystem services have a dual role when talking about disaster impact. On one hand, ecosystem services are affected by hazardous events. Depending on the extent of exposure to a disaster and on the capacity of an ecosystem to cope with disturbances, the ability of a system to deliver its services will reduce. On the other hand, ecosystems can also mitigate disasters. For example, wetlands, floodplains and riparian areas can store water and prevent downstream flooding in periods of extreme precipitation.

Well-functioning ecosystems are resistant and resilient to disturbances, protecting societies against disasters.

Human activities affect ecosystem services in several ways that, as said, can lead to a loss of human well-being. Research has extensively documented the potential damages related to anthropogenic activities, related to, for example, land-use changes, cropping, deforestation, mining or pollution. These pressures can trigger direct or indirect effects when an extreme event happens.

Moreover, climate warning will lead to unexpected changes in ecosystem functions, like nutrient cycling or water purification, which will increase frequency and/or intensity disasters related to floods, heatwaves and wildfires and its impacts. Authors propose restoration actions and ecosystem-based solutions to protect the ecosystems and enhance their resilience.

The impact of disaster on ecosystem services is dependent on the state of ecosystem degradation. There is a complex and often geographically specific relation between vulnerability to disasters and ecosystem services degradation.



3.6 Cultural heritages

The concept of cultural heritage has evolved over time, although it encompasses the assets that a society values as part of their heritage. These can be tangible, such as monuments, sculptures and paintings, or intangible, such as rituals and music. Subchapter 3.6 discusses several issues related to disaster impact assessment in the cultural heritage sector, reviewing existing methodologies and challenges.

When analysing the impact of disasters on these type of assets, authors highlight the limitation of determining an economic value to cultural heritage assets (before an event) and quantifying the damage or loss in value (after a disaster) due to the high level of subjectivity around these analysis. Even when determining the impact economically considering the cost of repairing a physical asset, many intangible uses may be affected, which cannot be estimated economically.

Disasters generate many indirect impacts, such as the interruption of activities taking place at the asset or around it. In some cases, impacts can be quantified economically in loss of income, for example, while in others, like regarding recreational value or loss of social or spiritual value, this task is limited. The identification of indirect impacts is particularly difficult. In the long-term, the interruption of intangible practices and the transmission of traditional knowledge has effects on people, the place and their story, which are difficult to recognize and value. Cultural heritage has varied non-economic impacts on several domains of society, namely community participation, education and social identity and cohesion, that should be well recognized when assessing impact and when managing risk affecting cultural heritage.

Lastly, authors of subchapter 3.6 point out two important elements to reinforce: the availability of baseline data available and the planning of actions to contain losses once a disaster strikes.

It is necessary to widen the scope of current practices of disaster impact assessment to capture a larger spectrum of economic impacts and to better cover non-economic impacts on society.

4 Communicating risk among all

How to link and integrate the communities and territories to anticipate and face shocks while learning from those experiences is the main topic of risk management addressed in Chapter 4. If communication is effective, the different stakeholders are easily engaged in a constructive dialogue, where both data, information and knowledge is transferred and understood by all of them.

The Chapter considers territories and its communities as networks of diverse and interrelated actors, still nowadays organised in hierarchical and sectoral silos. With this in mind, subchapter 4.1 proposes how to create the conditions to connect those communication networks. The subchapter establishes that participatory and inclusive negotiations are necessary to overcome the challenges of uncertainty about risk, as well as cultural and power differences. Trust emerges as a key factor for collaboration, particularly when disasters move from one level of governance to another or cross borders. At the same time, learning between sectors is vital to create new knowledge, necessary to fully understand the dynamic nature of risk. Both collaboration and learning require of stable governance structures and long-term processes.

The benefits of engaging citizens in decision-making processes is well recognized by research: policies and projects are easily implemented, improving its effectiveness, because its acceptance increases while possible social conflicts are avoided. European countries are actually shifting towards more integrated and bottom-up approaches in research, education and policy-making. Citizens are probably the most dynamic and diverse group when facing risk and its impacts and the perception of people about risk is determinant to have “active” partners.

Long-term partnerships create trust that is key for risk communication among stakeholders.



Therefore, bottom-up approaches should be tailored considering citizens' needs and opportunities, making possible its participation in all phases of disaster risk management (DRM). Subchapter 4.2, besides analysing these opportunities and challenges, describes various approaches to empower citizens in DRM.

Technology can provide a valuable environment for the social networks interact. Subchapter 4.3 addresses the requirements and possibilities of communication platforms for an agile prevention and response of risk, which link the public and authorities. The subchapter promotes the concept of “risk sensing”, an innovative approach for early warning and decision-support systems.

Innovative communication platforms that combine social and technical aspects should be exploited in order to build resilience.

A SHORT SAMPLE...

What can you find about those arguments Inside Chapter 4 of the next “Science for Disaster Risk Management” 2020 edition book?

“The central warning system infrastructure represents the core of such a complete communication system. As example, the suggested architecture should consist of three main components:

- alerting authorities (AA),
- central warning system infrastructure and
- public warning subsystems”.

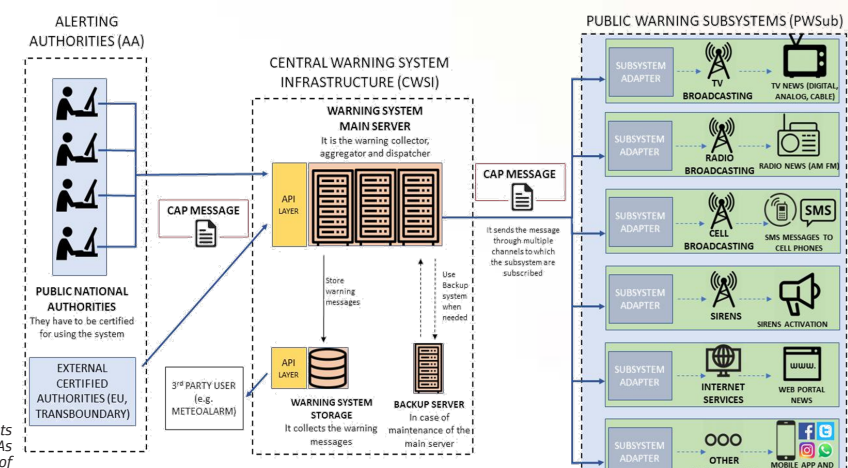


Figure 5. Suggested PWS architecture
Rossi, C., Falcone, G., Frisiello, A., Dominici, F., 2018, Best practices on public warning systems for climate-induced natural hazards, https://dmkc.jrc.ec.europa.eu/Portals/0/innovation/SupportSystem/11_Lithuania/JRC_PublicWarningonNaturalHazard_05_PWS_final.pdf.

5 Transferability of knowledge and innovation across the world

The chapter displays a varied set of approaches to reduce risk planned and/or implemented in the EU and abroad, promoting the advantages of identifying and transferring lessons learned at global level. International agreements call for inclusive approaches to make a better use of the knowledge on disaster risk, which is fragmented among different groups and actors. Sharing success stories or lessons learned among these to be reused by others to overcome their particular challenges would enable structures, processes and systems to improve in the decision-making arena.

Communities, organisations and agencies around the globe, and in particular in less developed countries, may have capacities in place (at individual, social and system levels) that are overlooked, which should be identified, protected and shared. Chapter 5 presents, among others, the work of the Indigenous people of New Zealand as community-led response and recovery, the support given to small businesses in the USA to enhance their resilience, the programmes developed at the Pacific North West Economic Region for the protection of critical infrastructure and the education initiative with scholars in Scotland (UK).

The initiatives described show how different groups and actors work to reduce disaster risk related to different DRM phases. Disaster risk reduction requires a system-of-systems approach, considering communities and assets are interconnected and dependent. In line with that, the chapter analyses more in detail two cases related to multi-hazard early warning systems, from its development to its operation.

The lessons learned and best practices could enhance the capacity of the systems as a whole. These could be customised for other locations to be adopted, considering the context-specificities and needs in order to be effective and efficient.

Besides these, special attention should be given to the governance in place and the methods and tools to capture, store, retrieve and finally transfer the cases for these to be really applied by others.

A great amount of knowledge of DRM remains fragmented, calling for good practices to be shared and tested more regularly to be applied elsewhere.



Super Case Studies

SCS 1

Earthquakes in Central Italy in 2016-2017



SCS 2

Fukushima Daiichi accident in 2011



SCS 3

Eyjafjallajökull eruption in 2010



SCS 4

Forest fires in Portugal in 2017



SCS 5

COVID-19 emergency



SCS 6

Education, cultural inclusion and disasters



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