UN World Conference on
Disaster Risk Reduction
2015 Sendai Japan

Public Forum
Side event

Platforms for risk data sharing and participative governance, from national to local

experience sharing with the French National Observatory for Natural Risks (ONRN)

Observatoire National des Risques Naturels

Venue: Tohoku University C205
Date/Time: Tuesday, 17 March 2015 9:00～12:00

The participant's folder

Contents:
- Short introduction to the topic
- Programme of the conference
- Two presentations of the French National Observatory for Natural Risks (ONRN), complementing the brochure and flyer, available on the French booth:
    o **ONRN as an "HFA good practice" case study, which highlights a successful implementation of the HFA and serves as an evidence to support recommendations made for the post-2015 framework for disaster risk reduction**[1]**:**
    o **ONRN as a scientific and technical achievement**[2]**;** summary presentation of the problem, the science, the application to policy and practice, answering the question: Did it make a difference?

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[1] following the format of UN-ISDR exercise: "CELEBRATING SUCCESS OF HYOGO FRAMEWORK OF ACTION" - Case studies including successful action at community, city, national, regional or global level as well as examples from various stake-holder groups, such as regional, national, or local government; nongovernmental entities; academia; the private sector; inter-governmental organizations; UN agencies; and community groups.
[2] Following the format of UN-ISDR STAG 2014 exercise

Platforms for risk data sharing and participative governance, from national to local

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Target audience and objectives of the event

DRR information and knowledge management, in particular Loss Data collection, sharing and appropriate use by all stakeholders, is a crucial objective of the Post 2015 Framework, as it was already embedded in the HFA.

This will serve all the Priorities for Action and directly contribute to the monitoring of the achievement of the Main Targets.

Organized by the French National DRR Platform and the French National Observatory for Natural Risks (ONRN), this event is dedicated to all public and private stakeholders interested in the DRR Data sharing issue, at national, regional and local level.

It offers a unique opportunity to exchange with a large panel of project managers, academics and end users representatives, on the concrete experience of a national risk data sharing platform, based on open data.

Invited experts from various countries, as well as from the European Commission and UN-ISDR participate as discussants to the panels, prior to the debate with other attendees.

The ONRN panelists and their discussants will tackle the following items:

(i)   Context, objectives, driving factors, organization and governance of platform agreement;
(ii)   Indicators made available by the data sharing platform and their use in participative governance;
(iii)   Practical achievements :
      a. Partnerships between national and regional/local observatories,
      b. Role of an End Users Committee, as a "living lab" on IKM4DRR[3].

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[3] Information and Knowledge Management for DRR – see http://www.preventionweb.net/english/professional/networks/public/ikm4drr/

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Agenda

Introduction and conclusions *(about 30 mn)*
 Mrs Patricia BLANC, Director General for Disaster Risk Reduction (DGPR), French Ministry of Ecology, Sustainable Development and Energy (MEDDE), Delegate for Major Risks

Invited Discussants – Experts from other countries and international organizations
- Pr Norio OKADA, Kwansei Gakuin University, JAPAN, chairman of IDRIM Society
- Mr Julio SERGE, UN-ISDR GAR Team
- Pr Dr Annegret THIEKEN, University of Potsdam, GERMANY
- Mrs Sarah WADE-APICELLA, UN-ISDR, Editor of PreventionWeb, coordinator of IKM4DRR Network

Panel 1 – ONRN presentation by the Members of the Agreement *(about 1 hr)*
- Mrs Patricia BLANC, Director General, Mr Marc JACQUET, Head of Major Natural and Hydraulic Risks Department, DGPR, MEDDE
- Mr Laurent MONTADOR, Executive Vice CEO, CCR
- Mr Roland NUSSBAUM, CEO, Mission Risques Naturels (MRN)
- Discussants and debate with the audience

Panel 2 – Interactions of a national observatory with the End Users community and cooperative action with regional and local observatories *(about 1 hr)*
- Mr François GERARD, AFPCN Executive Board Member, in charge of ONRN End Users Committee
- Pr Patrick PIGEON, University of Savoie, Member of ONRN End Users Committee
- Mr Regis THEPOT, CEO, River Seine Public Local Authority (EPTB Seine Grands Lacs)
- Pr Freddy VINET, University of Montpellier 3, Member of ONRN End Users Committee
- Discussants and debate with the audience

Moderator and coordinator of side event: Roland NUSSBAUM (ONRN/MRN)

Observatoire National des Risques Naturels

**ONRN achievements, at the beginning of 2015, presented
as an example of a Good Practice highlighting the success of HFA
and serving as an evidence to support the recommendations made for the new HFA**

Title of the good practice/case study	**A national risk data sharing platform in PPP for increased DRR participative governance in France** The French National Observatory for Natural Risks *Observatoire national des Risques Naturels (ONRN)*
Which priority of action does the practice/case contribute to	This initiative contributes in an holistic manner to each of the HFA Priority Actions: **Priority 1 – National Priority & Institutional Framework:** • The national DRR platform (COPRNM / AFPCN) is the instance to which ONRN reports (COPRNM) and with whom ONRN manages it's end users committee (AFPCN), • ONRN is integrated into the national framework for DRR governance (COPRNM, CMI) ; it contributes to the evaluation of human resources and capacities, as well as to communities participation (involving territorial and sectorial stakeholders), • ONRN promotes political engagement: it was born out a high level of political commitment (see: Context). **Priority 2 – Risk assessment** • ONRN organizes the sharing and outreach of all public data on natural risks and notably of specific indicators at finest territorial scale (municipal grid) on assets, exposure and loss data. Delivered as an open source standard, this information can be compared at every scale with the progress of risk reduction programs and procedures, • It favors scientific and technical development through open source multi-risk data release, • It supports public DRR policies in providing decision making data and tools. **Priority 3 – Knowledge, innovation, education, risk and resilience culture** • ONRN by essence favors the exchange of information, cooperation, interdisciplinary and inter-territorial dialogue, as well as observation in all forms, • It provides reference data to education and training on DRR, for teaching programs, formal and information education,

	- It contributes to DRR education and training, as well as to identify where gaps in risk management capacities still exist. **Priority 4 – Reducing the underlying risk factors** - ONRN contributes to pilot risk transfer mechanisms, - It favors public private partnership (it is one), - It contributes to the integration of DRR into sectors such as health, critical infrastructures, etc. **Priority 5 – Strengthen disaster preparedness for effective response at all levels** - ONRN contributes to improve disaster management capacities (policy, technical and institutional), - It favors dialogue, coordination & information exchange between disaster managers and development sectors, as well as voluntarism and participation - It promotes regional approaches to disaster response, with risk reduction focus.
Abstract	Devastating natural disasters in 2010 prompted France to better coordinate and monitor its DRR policies. The result is notably the ONRN, a national PPP agreement for an open source data platform to share the country's DRR information and knowledge. In addition to the data already made available by the different producers and accessible by organized links to their websites, users can download standard indicators, many of them based on highly localized data. This integrated knowledge management platform can assist in DRR decision making and monitoring, for better DRR participative governance at national and territorial levels, in line with HFA requirements and anticipating those of HFA2.
Context	**What was the problem?** In spite of existing disaster risk reduction policies, France still experiences disasters. After storm surge and windstorm Xynthia and Var area floods (2010), the country numbered 80 fatalities and 4 billion economic losses. The chairman of the insurance trade association was echoed by a parliamentarian lessons learned report. They all advocated for organizing an efficient risk knowledge management and sharing platform between stakeholders, in order to help better decision making and participative governance in all DRR actions. The MP chairing the French National DRR platform (*COPRNM* and *AFPCN)* as well as the minister and his departments in charge played a major role for this wish to become a reality.

Location	**Where is the case or practice from? – Name of location, country** The project was launched and is implemented at French national level, with major national public and private stakeholders (see below). It aims at networking with territorial initiatives (at region, department or watershed/floodplain level). There are already three such experiences in operation (called project partnerships) initiated with respectively: • the Regional Observatory of Major Risks in the Region *Provence Alpes Cote d'Azur* (*ORRM-PACA*), • the Institute for urban and land use planning of Region Ile de France (*IAU IdF*) • Seine Flood Public Local Authority (*EPTB Seine Grands Lacs*), in a cooperation related to the *PAPI Seine et Marne Francilienne* Project.
How the problem was addressed?	**What was done to address the problem?** A public/private partnership[4] arrangement was signed in May 2012, after negotiation meetings, to draw a roadmap for an initial period of 18 months. Within the ONRN platform forces are joined from: • French State represented by its ministry of Ecology in charge of DRR policies (MEDDE/DGPR), • CCR (*Caisse Centrale de Réassurance*), a State owned reinsurance company acting with a State guarantee, for the French natural disasters insurance scheme (NatCat), • MRN (*Mission Risques Naturels*), an association dedicated to risk knowledge and reduction, between to two French trade associations of insurance undertakings, FFSA and GEMA. The portal www.onrn.fr was opened to public in March 2013, with a second delivery in December, to extend the initial scope of specific indicators from flood to windstorm and subsidence, as these three perils are by far the most damaging ones in France The portal offers a range of possibilities to access data, indicators and information, with in particular a territorial enquiry available on: 1. Hazards and associated zoning maps, 2. Exposure of assets at risk, with a further objective to address their relevant vulnerability and resilience factor if available, 3. Loss records and lessons learnt, 4. Public risk prevention programs and procedures, with

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[4] This PPP arrangement can be more appropriately qualified as a public/public partnership (PuP), although it involves a civil society association between insurance Trade associations, as it aims at non for profit objectives.

indication of their stage of progress,

5. Stakeholders and in particular public DRR project managers and the projects they are in charge,

Information categories 2, 3 and 4 are those documented for the 3 main perils by specific ONRN indicators. They are accessible on open source format through an interactive cartographic interface, providing for download not only the raw data, but also metadata, according to INSPIRE directive standards, as well as a standardized qualification, about the indicators definition, uncertainties, limits of use, etc.

In addition to these main outcomes:

- A publication has been edited: "*les Cahiers de l'ONRN N° 1*"[5], where most institutional data producers contributed, in order to provide a "state of the art" of the available knowledge and it's qualification,
- Dedicated working groups were initiated, both with potential project partners and with other end users, such as a group on "loss data understanding, needs and resources", with further developments to take place in 2015 onwards.

Who was involved and what role did they play?

The project benefitted from a high political support of interested stakeholders: Minister of Ecology and Sustainable Development, Inter-ministerial Delegate for Major Hazards, the chairmen of both insurance trade associations, FFSA and GEMA, and of their dedicated association MRN, the chairwoman and CEO of CCR, the French Mayors' Association.

Each of the three main partners designated a leading representative to the agreement's Management Council (project governance body), which is coordinated by the ministry representative.

Three technical working groups were established, each of them managed by one of the partners ;

- **Technical/experimental**, for the production of indicators and the technical management of territorial or thematic partnerships,
- **Partnerships**, for the investigation/promotion, definition and contractual management of project partnerships, as well as the relationship with the end users Committee, through its animator (AFPCN).
- **Communication**, for definition and coordination of all categories of communication activities and to design, develop and maintain the ONRN web portal.

What were the main challenges and how were they overcome?

- The absence of dedicated financial resources, so that the project was only supported by contributions in kind of the

5 http://www.onrn.fr/site/binaries/content/assets/documents/onrn/201303_cahiers_onrn_1_web_signets.pdf

	partners (part time staff, systems and data bases development, editing…),
	
	▪ Governance weaknesses, due to a lack of experience of managing complex multicultural project and to insufficient availability of key project members,
	
	▪ Communication limitations, sometimes suspicion about the partners' respective objectives in the project, between actors of different cultures (public - private, scientist - practitioner, legal, financial, technical, …),
	
	▪ An initiative perceived as "top down", as it was at the beginning and still remains so far, due to the national and institutional partners involved, although new regional project partners are already joining, starting to demonstrate the "bottom up" potential of a project, relying on subsidiarity principle.
	
	What are the lessons learnt?
	
	▪ Extraordinary achievements (cf. results) with respect to the limited resources invested so far,
	
	▪ Extraordinary human, educational and cultural sharing experience, for all project participants and beneficiaries,
	
	▪ The potential of development and of ultimate achievement of the projet relies on further mobilization of all actors and especially on how the regional initiatives will be contributing.
	
	What could have been done differently and why?
	
	▪ Under the set of constraints, there were not much alternative possibilities
	
	▪ The management of a project segment can always be improved from lessons learned, for instance:
	
	    ○ More functionalities relevant to risk preparedness could have been integrated from the beginning, in cooperation with Civil Security,
	
	    ○ A directory of end users could have been implemented directly from the beginning through the web portal interface, offering a possibility of more interaction with different categories of end users, according to their needs, etc.

Results	**What was the result of this approach/intervention?** ▪ ONRN web portal gives notably access to: ○ About 100 data producers referenced with their data bases, accessible through different queries, among which a territorial one,

	- o 26 specific indicators (so far), available open source for download via an interactive cartographic interface and documented by standardized fact sheets on definitions, limits of use, uncertainties, etc and metadata, ■ Three project partnerships (IAU IdF* and ORRM-PACA* and EPTB SGL*) and a large potential of increasing the project partnership portfolio, due to the many regional observatory initiatives as well as the integration of observatory segment into the PAPI projects, ■ An always increasing community of end users, from all stakeholders categories, managed by the national DRR Platform (AFPCN*), ■ A new contractual agreement to continue the project for 3 years, ■ ONRN partners are regularly invited to present the ONRN indicators and their practical use to DRR fora.
Measuring success	**What were the key elements of success?** ■ Involvement at highest political level of stakeholders, technical capacities and commitment of their representatives in the project, ■ High audience of the different stakeholders, thanks to the networks of the national DRR platform (AFPCN), illustrated by the number and active participation of attendees to the launching conference (Mars 2013), as well as the number and interest of visitors to the ONRN booth at the second ANRN (Bordeaux December 2013), ■ Strong willingness to cooperate from the first project partners (IAU IdF, ORRM PACA and EPTB SGL), through experiments of using the ONRN indicators in participative governance, of developing new lessons learnt data or regional DRR project follow up indicators. **Was the success/impact measured?** Yes, the initial ONRN partnership agreement stipulated an evaluation of the project success/impact after the 18 first months. This evaluation was carried out by the group of partners and submitted to COPRNM for discussion and approval **If so, what indicators were used to measure?** ■ Effective progress with respect to the initial action plan, notably: - o The functionalities offered by the web portal, - o The number of data producers and their data bases made available through the portal, - o The number and pertinence of the ONRN specific

	indicators and the quality of their standardized documentation,
	- The size, diversity and quality of the End users' forum (large community), in addition to the End users' committee (restricted group). - Efficiency of project implementation (governance body and working groups).
Relevance to HFA	**How have the results contributed to HFA progress in the country?** They contribute to a greater integration of the different progresses accomplished, into a national framework that will allow at a later stage, risk metrics and effective measuring of the further progress results, as reinforced in draft HFA2. **Did HFA or Making Cities Resilient Campaign play a role in enabling this initiative?** Not directly (see § Context), although HFA inspired the holistic approach throughout the project **If no, what needs to be done in HFA2 to enable such initiatives?** HFA2 precisely recommends the implementation of indicators to be able to monitor the progresses in the reduction of damage impact of catastrophes. *The ONRN project is a "pre-HFA2" demonstrator already in large scale PPP/PuP operation, at a country level* (top down), with experimental partnerships at a lower level (in some *régions* or *départements* (bottom up)). *It covers the backbone of HFA2, providing metrics at country level to be able to monitor the achievement of quantitative targets for DRR.*
Potential for replication	**Can this initiative be replicated? Or has it already been replicated? If so, where**. Yes of course, this initiative can be replicated in all countries as a holistic knowledge management system and project supporting their strategy to target the objectives of the Post 2015 Framework for DRR. Some other national initiatives have been identified as comparable to some extent to ONRN (without having opted so far, for open source data sharing, which is a key point for increasing risk prevention culture) : - The Atlas of Natural Disaster Risks in China by Beijing Normal University, integrating hazard, exposure and loss data at national level, available on paper only. This Atlas is used by Chinese Government for DRR policy making and to some extent by (re)

insurers and relevant stakeholders in the industry[6],

- The Spatial Hazards Events and Losses Database for the United States (SHELDUS), hosted by University of Northern Carolina, which scope is limited to the "Loss Data" segment of ONRN larger scope and where a contribution is required to access raw data. But the hosting academic institution combined this tool to a Social Vulnerability Index (SoVI), calculating a vulnerability score for individual counties across the United States. This combination of tools has a significant impact on policy and practice in planning, assessment of communities' capacities to respond and on resources allocation for recovery[7],

- Last December, the launching of a Disasters segment within portal of the "White House Strategy for Open Data[8]", providing not only open access to disasters data, but also to apps and tools which might be useful for stakeholders in practical disaster preparedness, crisis and post crisis management, with a stimulating calls to "Data Stewards": "Help Build a Culture of Open Data".

With respect to the important Loss Data segment, as one of the core objectives of HFA2, one should also mention the combined IRDR and EU Commission DGs ECHO / JRC initiatives, to develop standard definitions and good practices exchanges on a voluntary basis[9].

Provide a brief explanation on: how, and if there is no potential for replication

There is also a high potential of replication both at lower and upper governance scales, in order to achieve holistic integration through the subsidiarity principle. For instance in France, some Regional Councils (and General Councils, at prefectural level) have already taken such an initiative at their respective governance scales, in partnership with their counterparts from the regional/departmental State services (cf. ORRM-PACA in *Provence Alpes Côtes d'Azur* Region or *Observatoire des risques en Languedoc Roussillon*). ONRN aims at progressively networking with all existing (or developing) regional and thematic observatories (e.g. climate change adaptation, coastal zones, etc), through a series of project partnership agreements.

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[6] Case Study 8 in UNISDR STAG Report 2013 http://www.unisdr.org/files/32609_stagreport2013assembled.pdf
[7] Case Study 2 in UNISDR STAG Report 2013 http://www.unisdr.org/files/32609_stagreport2013assembled.pdf
[8] http://www.data.gov/disasters/ & http://catalog.data.gov/dataset?groups=disasters#topic=disasters_navigation
[9] EU Commission DG JRC, 2014, **Current status and Best Practices for Disaster Loss Data recording in EU Member States,** http://drr.jrc.ec.europa.eu/Portals/0/Loss/JRC%20SOTA%20Loss%20Report_11182014.pdf

Contributions by	**Provide contact information of the key person(s) for this example of practice including yours:**
	▪ Christian KERT, MP (National Assembly), Chairman of COPRNM and of AFPCN (French National DRR Platform), ▪ Marie France BEAUFILS, MP (Senate), Mayor of Saint Pierre des Corps (representing AMF) and Chairperson of CEPRI, ▪ Bernard SPITZ, Chairman of FFSA, ▪ Stéphane PALLEZ, Chair Person and CEO of CCR, ▪ Patricia BLANC, Director General for DRR, (DGPR), Ministry for Ecology Sustainable Development and Energy (MEDDE), Inter-Ministerial Delegate for Major Hazards, ▪ Guillaume ROSENWALD, chairman of MRN, association between FFSA and GEMA, ▪ Marc JACQUET, Head of natural and hydraulic risks department (MEDDE/DGPR/SRNH), ▪ Laurent MONTADOR, vice executive CEO, CCR, ▪ Thierry HUBERT, Deputy Head of SRNH (MEDDE/DGPR), Coordinator of ONRN Management Committee, ▪ Patrick BIDAN, Director NatCat Branch CCR, Member of ONRN Management Committee, ▪ Roland NUSSBAUM, CEO of MRN, Member of ONRN Management Committee and of AFPCN Executive Board, ▪ François GERARD, Member of AFPCN Board in charge of managing the ONRN End User Committee, ▪ Dr François GILLET, Prs Patrick PIGEON, Richard LAGANIER & Freddy VINET, co-managers of ONRN End Users Committee, ▪ The ONRN Project Partners and their crews (IAU Ile de France, ORRM-PACA, EPTB SGL). ▪ The ONRN Project Team, ▪ The members of the ONRN End Users Committee.

GLOSSARY

AFPCN : Association Française pour la Prévention des Catastrophes Naturelles
CAH : Cadre d'Action de Hyogo
CCR : Caisse Centrale de Réassurance
CMI : Commission Mixte Inondations
COPRNM : Conseil d'Orientation pour la Prévention des Risques Naturels Majeurs
DGPR : Direction Générale de la Prévention des Risques
EPTB SGL : Etablissement Public Territorial de bassin Seine Grands Lacs
FFSA : Fédération Française des Sociétés d'Assurances
GEMA : Groupement des Entreprises Mutuelles d'Assurances
IAU-IdF : Institut d'Aménagement et d'Urbanisme de la région Ile de France
MEDDE : Ministère de l'Ecologie, du Développement Durable et de l'Energie
MRN : Mission Risques Naturels
ONRN : Observatoire National des Risques Naturels
ORRM PACA : Observatoire Régional des Risques Majeurs en région Provence Alpes Côte d'Azur
PAPI : Programme d'Actions pour la Prévention des Inondations
RRC : Réduction des Risques de Catastrophes
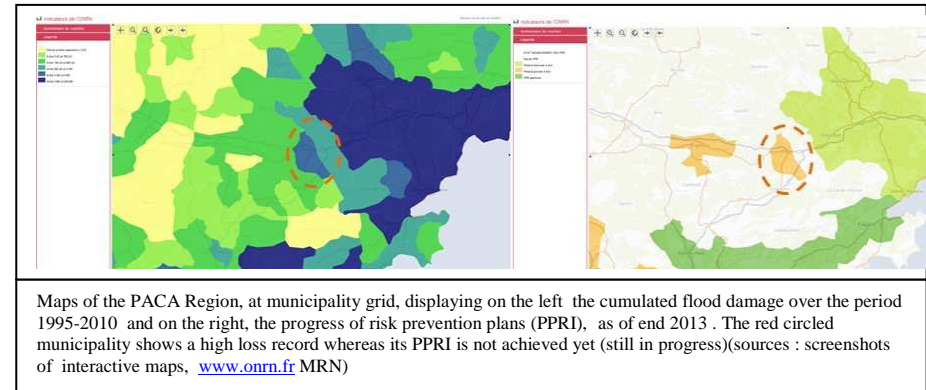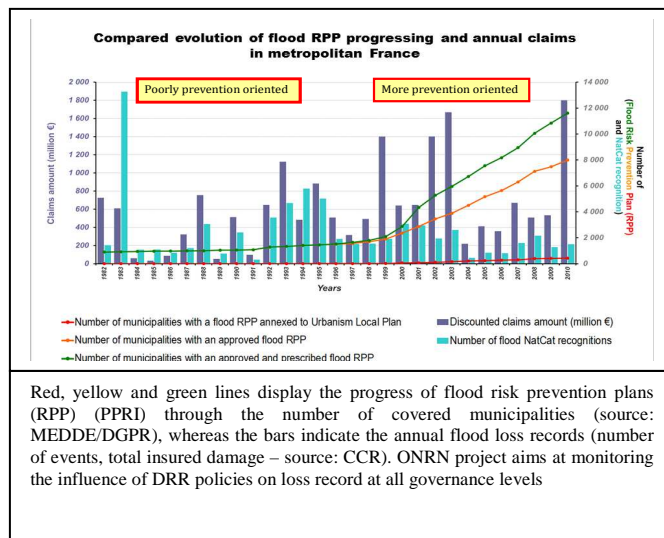SRNH : Service des Risques Naturels et Hydrauliques

A national platform for risk data sharing and participative governance in France

The problem

Devastating natural disasters in 2010 prompted France to better coordinate and monitor its DRR policies. The result is ONRN[1], a national PPP agreement operating as an open source data platform for sharing the country's DRR information and knowledge. Users, including local stakeholders, can download standard indicators, many of them based on highly localized data, even at municipal scale. This integrated knowledge management platform can assist in DRR decision making and monitoring, for better DRR awareness raising, capacity building as well as participative governance at national and territorial levels. ONRN anticipates HFA requirements. It meets HFA global goals and outcomes expressed in quantitative data[2].

The science

ONRN platform provides a place where stakeholders can find data on natural risks and indicators towards reducing vulnerability. This achievement is consistent with the international trend to promote information and knowledge management for DRR, allowing that "relevant information is available and accessible at all levels, to all stakeholders, through networks, development of information sharing systems[3]". Information and knowledge sharing process takes notably the form of ONRN user's groups focusing on risk management issues on a specific territory or theme. Indeed, ONRN portal allows reaching the relevant data released by more than 100 institutions, including regional observatories. As a specific added value, ONRN platform gives open access to 26 core indicators on exposure, losses and situation of prevention policies, derived from the founding partner's databases (on flood, windstorm and subsidence). Most of the indicators reach the municipal scale. Relying on both contributions, ONRN allows local stakeholders accessing to information on damage costs and risk assessment at the local scale.

Red, yellow and green lines display the progress of flood risk prevention plans (RPP) (PPRI) through the number of covered municipalities (source: MEDDE/DGPR), whereas the bars indicate the annual flood loss records (number of events, total insured damage – source: CCR). ONRN project aims at monitoring the influence of DRR policies on loss record at all governance levels

Maps of the PACA Region, at municipality grid, displaying on the left the cumulated flood damage over the period 1995-2010 and on the right, the progress of risk prevention plans (PPRI), as of end 2013 . The red circled municipality shows a high loss record whereas its PPRI is not achieved yet (still in progress)(sources : screenshots of interactive maps, www.onrn.fr MRN)

The application to policy and practice

It becomes possible to identify, for instance, the municipalities with a high exposure and/or loss record (frequent events in this case) and where risk prevention policy procedures are not yet implemented. ONRN allows for stakeholders to debate on pending situations in participative governance and to conclude on priorities for public resource allocation to DRR (see example on maps). ONRN is now in a process of developing project partnerships with regional observatories, to test further the local use of indicators, as well as to share lessons learnt, event databases, post disaster reports, etc. It contributes in a holistic manner to the implementation and follow up, at every governance level in the country, of HFA priorities, favoring data sharing, scientific and technical development and supporting DRR policies. It is already a "pre-HFA2" demonstrator already in large scale PPP operation. Providing metrics at country level to be able to monitor the achievement of quantitative targets for DRR, it covers the backbone of HFA2 implementation.

Did it make a difference?

Such information can be used as a support for discussing further how to live with risks and relevant uncertainties, at the local scale, implying local authorities, landowners or citizens. Methodologies behind the indicators are given, with their limitations. It should help increasing the confidence level in DRR policies. Due to the high NatCat insurance penetration rate all over the country, it is possible and relevant to use insured losses as an indicator of economic losses. Through the original PPP arrangement, promoted at high political level, through the wide range of deliveries so far, ONRN platform was recognized as one of the most advanced country projects in a recent EU Commission DGs ECHO / JRC report aiming at exchanging good practices on Loss Data recording[4], but also in comparing with previous relevant STAG Case Studies[5,6]

References

1. www.onrn.fr
2. Post2015 Framework for Action § B.13 - http://www.wcdrr.org/preparatory/post2015
3. Duncan, C, Scherer, S, Wade-Apicella S, (2014), **HFA thematic review, relevant information on disasters is available and accessible at all levels, to all stakeholders, Background paper for GAR 2015,** UNISDR, Geneva
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