

# STATUS REPORT ON TARGET E 2023

From Developing to  
Implementing National and  
Local DRR Strategies:  
Taking Stock of the Midterm  
Review of the Sendai  
Framework on Target E

  
SENDAI FRAMEWORK  
FOR DISASTER RISK REDUCTION 2015-2030

 **UNDRR**  
UN Office for Disaster Risk Reduction

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UN Office for Disaster Risk Reduction

# Executive Summary

This report builds on the first Status Report on Target E Implementation issued prior to the 2020 Target E deadline. This new edition benefits from more, more up-to-date and better quality data extracted from government self-assessments in the Sendai Framework Monitor (SFM), and from the initial inputs to government consultations for the Midterm Review of the Sendai Framework (MTR SF).

The report highlights the continued efforts made by governments in developing national and local disaster risk reduction (DRR) strategies, aligning them to the Sendai Framework, and fostering integration between DRR, climate change and sustainable development. It also highlights the shift in governments' focus from **developing** towards **implementing** their DRR strategies, and confirms the Sendai Framework's principle that **Target E is the foundation for achieving other targets** and has triggered concrete DRR implementation.

*This new edition benefits from more up-to-date and better quality data extracted from government self-assessments...*

The report comes up with a set of **key findings**, the main ones reflected here:

- At a **global** level, there have been significant advances in developing national DRR strategies since the adoption of the Sendai Framework in 2015. The number reported through the SFM increased from 55 in 2015 to 125 in 2022 (127 per cent). Training and capacity-building opportunities to monitor implementation through the SFM contributed to this progress.
- At a **regional** level, major progress has also been witnessed. The five regions adopted regional strategies at Regional Platforms, which played important roles in improving risk understanding and awareness, and accelerating DRR implementation. DRR policies were developed by regional inter-governmental organizations (IGOs), and a number of regional policy mappings helped identify the status of Target E and region-specific challenges.
- At a local level, the number of countries that report to the SFM on having local DRR strategies almost doubled, from 51 in 2015 to 91 in 2022. The Making Cities Resilient 2030 (MCR2030) initiative played a major role in this success and effectively supported countries and local governments in aligning DRR, climate change adaptation and development plans. Member States' reviews for the **MTR SF** provided a range of good practices and experiences in this area that shall serve as useful guidance to other countries.
- Since 2019, **qualitative assessments and analyses of DRR strategies** have been developed widely to assess strategies' alignment with the Sendai Framework and the other global development frameworks. The methods and tools vary, but all are **based on the 10 key elements** of the Sendai Framework. These assessments will help develop – and implement - DRR strategies with **higher quality and integration**.
- Few local or national strategies or plans set out specific priorities, plans or resources to support **gender equality and social inclusion in DRR**. While some good practices are emerging, especially for including women and persons with disabilities, there is a clear need to prioritise these areas, to develop national capacities and allocate budget for gender-responsive and socially inclusive DRR as a way to reduce the impact of inequality and discrimination creating risk. This would align with the Sendai Framework Article 19 guiding



principles on the right to development and a human-rights-based approach, and the principle of leaving no one behind.

- The above progress is encouraging and brings promises. But there are still **opportunities for improvement**. There is a pressing need for detailed plans for implementing DRR strategies, including **timescales** and **responsible agencies**. Further, DRR mapping revealed that many DRR strategies were not developed through comprehensive multi-hazard risk-assessment but were, instead, based on past disasters and their impacts. Many strategies and contingency plans are still hazard-specific and sector-specific.
- Existing strategies also do not consider **future risk** much, such as complex and cascading biological hazards, or the recent COVID-19 pandemic. For example, more than half the DRR strategies do not have targeted objectives and activities aimed at strengthening health resilience.
- Over half of the countries reported through the SFM that they **need proper access** to fit-for-purpose **disaster risk information and data**.
- Across all regions and countries, **DRR financing and investment remains an area of urgent priority and attention**. While 125 countries reported having national DRR strategies, there is no clear evidence of whether these have a financing plan to ensure implementation. National reviews by governments for the MTR SF refer to their inability to implement DRR strategies for a number of reasons, including lack of finance.
- Particularly in Africa, the effective implementation of DRR strategies is facing severe challenges due to lack of financing. The risk-sensitive budgetary reviews in 17 African countries in 2021 identified the low level of investments in DRR and budget allocation. On the other hand, **a set of good practices** exists for securing a budget for DRR. These have successfully supported DRR strategies with DRR financing, connected by various methods,

such as funds, laws, or cooperation with the Ministry of Finance.

- **Developing capacity** is crucial for better implementation of Target E. Regions ran various events, workshops and training, contributing to risk awareness. Partnership with universities has also increased impact. In one survey, more than half the participants of DRR training reported having better contributed to developing or revising national or local DRR strategies.
- In the past seven years, the involvement of **regional partners in supporting the Sendai Framework implementation** significantly increased, in particular IGOs and regional economic communities (RECs), which offer valuable policy channels and communications and consultation mechanisms, leading to increasing government efforts in achieving Target E.
- **There is also closer collaboration among United Nations partners**. In 2021, 17 United Nations organizations supported 90 countries in developing, updating, or implementing 232 DRR strategies. The cooperation agreements signed among UN Agencies are also effective tools in supporting governments.
- As proof of the greater **coherence between the SDGs and DRR**, 20 out of 30 UN Sustainable Development Cooperation Frameworks (CFs) signed in 2021 include a reference to adopting or implementing DRR strategies.
- **Involving stakeholders** has supported implementing the Sendai Framework and developing tailored DRR strategies to maximize impact. Further, **thematic focus**, such as displacement or **biological hazards**, is increasingly integrated into DRR strategies through cooperating more closely with chosen partners.
- Some **donor governments and partners have increased support** to regional governments, contributing finance through the projects primarily aimed at developing DRR strategies.

## The report also highlights some recommendations for accelerated action in implementing national and local DRR strategies. Among these:

- **Develop innovative, forward-looking and inclusive integrated strategies.** Government strategies must be designed to operate under a range of risk scenarios. Governments must ensure their DRR strategies account for the realities of systemic risk and, for better DRR implementation, need coherent institutional architectures and allocation of responsibilities, clear legislative mandates and sufficient financial resources.
- **Systematically associate DRR strategies with concrete and well-resourced implementation plans.** The assessment of the implementation of national strategies across regions reveals a pressing need for detailed plans to support it, for predictable funding, timescales, responsible agencies and specific actions. There is also a need for more-systematic implementation of planning, monitoring and evaluation using a wide variety of stakeholders, including non-traditional partners and sub-national governments.
- **Enhance a unified risk understanding and approach.** The understanding of risk and DRR must be unified across governments and stakeholders, and referred to clearly in national and local DRR strategies, so they all have the same expectations and understanding of the objectives, activities, timelines, roles and responsibilities, and methods.
- **Pursue efforts in strengthening DRR capacities.** Capacity-building is critical to guide national and local governments in developing DRR strategies, ensuring effective budgets, and decision-making based on DRR perspectives. DRR specialists, case studies, and peer-to-peer exchanges can add to the training. In the Europe and Central Asia region, the support to national capacity-building and implementation of DRR strategies also included scenario-based capacity and stress-testing assessments, which emphasize the importance of good risk information in prioritizing tasks and capacity for DRR.
- **Facilitate the collection, exchange, analysis and access to reliable data.** This helps build evidence-based and tailored DRR strategies. Disaster statistics and monitoring are key factors. Governments and stakeholders should be persuaded to report more systematically on progress and on collecting and analysing disaster and climate-risk data, to build better strategies that will guide decision-making investment. Governments must be able to better assess risks by making data accessible and available, and rigorously evaluate whether adopted strategies are good enough.
- **Strengthen the involvement of stakeholders and local communities.** Developing and implementing DRR strategies is a shared responsibility. Non-state stakeholders and non-traditional partners have contributed hugely to the efforts in pursuing Target E at national and regional levels. Their continued commitment and support are precious and highly expected towards 2030.
- **Increase DRR financing** to help efficient and timely implementation. **Funding** DRR activities should be systematically included in national financing frameworks and be considered upfront when **developing** DRR strategies. A better understanding of the current regulatory environments and fiscal policies is also needed. Countries are strongly encouraged to prepare a DRR financial strategy report to secure long-term resources for DRR. The cost-benefit analysis must integrate the actual projected cost of preventing risk and future disaster impacts, so governments can make decisions and allocate an appropriate budget.

*Governments must be able to better assess risks by making data accessible and available, and rigorously evaluate whether adopted strategies are good enough...*

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# List of Acronyms

<b>AU</b>	African Union
<b>CCA</b>	Climate change adaptation
<b>CAPRADE</b>	Andean Ad Hoc Committee for Disaster Prevention
<b>CBSS</b>	Council of Baltic Sea States
<b>CDEMA</b>	Caribbean Disaster emergency Management Agency
<b>CEPREDENAC</b>	Coordination Centre for Disaster Prevention in Central America and the Dominican Republic
<b>CESDRR</b>	Centre for Emergency Situations and Disaster Risk Reduction Almaty
<b>CREWS</b>	The Climate Risk and Early-Warning System
<b>DPPI-SEE</b>	Disaster Prevention and Preparedness Initiative for South-Eastern Europe
<b>DRM</b>	Disaster Risk Management
<b>DRR</b>	Disaster Risk Reduction
<b>ECA</b>	Europe and Central Asia
<b>EFDRR</b>	European Forum for Disaster Risk Reduction
<b>EU</b>	European Union
<b>GP22</b>	2022 Global Platform for Disaster Risk Reduction in (May 2022, Bali, Indonesia)
<b>IBCs</b>	Issue-Based Coalitions
<b>LDCs</b>	Least-Developed Countries
<b>LLDCs</b>	Land-Locked Developing Countries
<b>MCR2030</b>	Making Cities Resilient 2030 Initiative
<b>MHEWS</b>	Multi-hazard early-warning systems
<b>MTR SF</b>	The Midterm Review of the Sendai Framework
<b>NAP</b>	National Adaptation Plan
<b>PICs</b>	Pacific Island Countries
<b>PICTS</b>	Pacific Island Countries and Territories
<b>PIFS</b>	Pacific Islands Forum Secretariat
<b>RECs</b>	Regional Economic Communities
<b>RMAGIR</b>	Southern Common Market's Meeting of Ministers and High-Level Authorities on Comprehensive Disaster Risk Management
<b>SDGs</b>	Sustainable Development Goals
<b>SFM</b>	Sendai Framework Monitor
<b>SFVC</b>	Sendai Framework Voluntary Commitments
<b>SIDS</b>	Small Island Developing States
<b>SPC-SOPAC</b>	The Pacific Community Applied Geoscience and Technology Division
<b>SPREP</b>	Secretariat of the Pacific Regional Environment Program
<b>SRSR for DRR</b>	Special Representative of the Secretary-General for Disaster Risk Reduction
<b>SSTC</b>	South-south and Triangular Cooperation
<b>UCPM</b>	Union Civil Protection Mechanism
<b>UNDP</b>	United Nations Development Programme
<b>UNEP</b>	United Nations Environment Programme
<b>UNDRR</b>	United Nations Office for Disaster Risk Reduction
<b>UNSDCF</b>	United Nations Sustainable Development Cooperation Framework
<b>WMO</b>	World Meteorological Organization

# 1. Introduction



*The 8th anniversary of the Sendai Framework for Disaster Risk Reduction 2015-2030 comes at a time of rapidly increasing global risks, fragility, and disaster losses. But this is not a moment of capitulation, it is a moment to renew our determination.*

**Mami Mizutori**

Special Representative of the Secretary-General  
for Disaster Risk Reduction

Eight years into the implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030, we continue to make progress towards achieving its goal and seven global targets. Throughout the years, governments have realized the importance of setting up a solid risk-governance system. One that fosters a whole-of-society approach to reducing disaster and climate risk in an integrated and sustainable manner, is an essential precondition for achieving risk-informed development, and societies and nations resilient to the growing impact of climate change and related disasters.

Governance of risk plays a central role in managing disaster risk. The COVID-19 pandemic accelerated the creation of new risks, exacerbating vulnerability and limiting the ability of many countries to invest in sustainable development, including DRR and climate adaptation. The pandemic highlighted the disproportionate impact of disasters on the most marginalized. It showed the need for transformative action through risk-informed economic and development policy that is inclusive, gender-responsive and promotes human rights. A study by UNDRR and UNDP on the impacts of, and response to, the COVID-19 pandemic in Europe

and Central Asia underlined the need for new multisector models for preparedness, response and recovery from similar complex events. It also highlighted the need to enhance joint scenario-planning and training exercises for such disasters across national institutions.

The climate emergency and the socioeconomic crisis triggered by the pandemic have highlighted the systemic nature of risks, and the potential for catastrophic global consequences when risk is not well understood or managed. In a complex risk landscape and unprecedented context of sanitary and climate crises, marked by dramatic impacts to our societies and climate, transforming systems and reducing risk through effective risk governance have never been so critical. The overall imperative appears now to strengthen disaster-risk governance for long-term resilience goals with a key focus on the systemic and emerging risk. Failure to do so will seriously endanger achieving the other targets of the Sendai Framework, attaining the SDGs and may render the UN Decade of Action a lost decade.

Recognizing the critical role and foundation that DRR strategies represent for effective and



Source: Getty Images

coordinated DRR implementation at national and local levels, Target E of the Sendai Framework for Disaster Risk Reduction 2015-2030 was set up with the objective to “substantially increase the number of countries with national and local disaster risk reduction strategies by 2020”. This target has served to boost government decision-making and setting up of appropriate governance mechanisms for resilience to disasters from 2015 to 2020.

This report builds on the first edition of the Status Report on Target E Implementation, issued prior to the 2020 deadline. This new edition benefits from more and better data from government SFM self-assessments, continuous city and country support by UNDRR and partners, and from governments’ national consultations to date for the Midterm Review of the Sendai Framework, which will include some achievements for Target E.

This report will demonstrate the continued efforts made by governments in developing national and local DRR strategies aligning them to the Sendai Framework’s 10 key elements, and fostering integration between climate, DRR and sustainable development. It will also highlight the shift in governments’ focus towards implementing their DRR strategies and will focus more on the qualitative aspects of DRR strategies, including non-state actors’ voluntary commitments. It aims to confirm the Sendai Framework’s principle that achieving Target E is the foundation for achieving other targets and has triggered concrete DRR implementation.

Finally, this Target E Report will serve as a contribution on Target E to the Midterm Review of the Sendai Framework (MTR SF) and is expected to complement the thematic review on governance being prepared as a contribution to the MTR SF process.



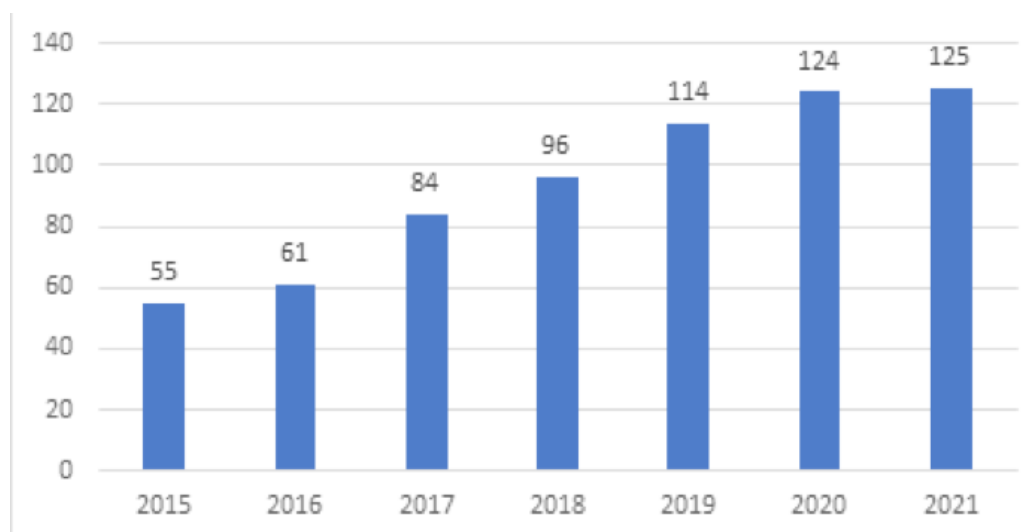
# ANALYSIS

## 2. Status of Target E and DRR strategies implementation

### 2.1. Overview of Target E status at a global level

There have been significant advances in developing national DRR strategies at a global level since adopting the Sendai Framework in 2015. The number of countries that reported having developed national strategies for DRR (as per global Target E) increased from 55 in 2015 to 125 in 2022 (as of April 2022), a 127 per cent increase from 2015.

Trend in National Disaster Risk Reduction Strategies (2015-2021)



This increase is mainly due to the 2020 deadline set by Member States [‘to substantially develop national and local DRR strategies by the end of 2020’] as the first deadline of the Sendai Framework to meet as the foundation for achieving its other targets, and reach risk-informed development and secure resilient societies by 2030. At Global and Regional Platforms for DRR between 2015 and 2020, governments received strong reminders of the commitment they had made when adopting the Sendai Framework.

The exchange of DRR expertise and experiences, success stories, good practices and lessons from these platforms also contributed to drastically improving governments’ awareness and understanding of the risks they are facing and the dramatic impact these could have if they turned into disasters. This motivated policies, decisions and budgets to enhance risk-governance systems. Finally, the COVID-19 pandemic, with its impacts on social and economic development, particularly on the poorest and most-vulnerable people, also

1 <https://www.preventionweb.net/Sendai-Framework/Sendai-Framework-Monitor>

brought a growing understanding of the urgency in reviewing and improving disaster-governance mechanisms. Also of the need to adopt multi-hazard and multi-sector approaches that take into account the systemic nature of risks, and an enhanced integration of DRR strategies with CCA and sustainable-development plans.

Renewed efforts were also made to monitor progress on DRR strategies through the Sendai

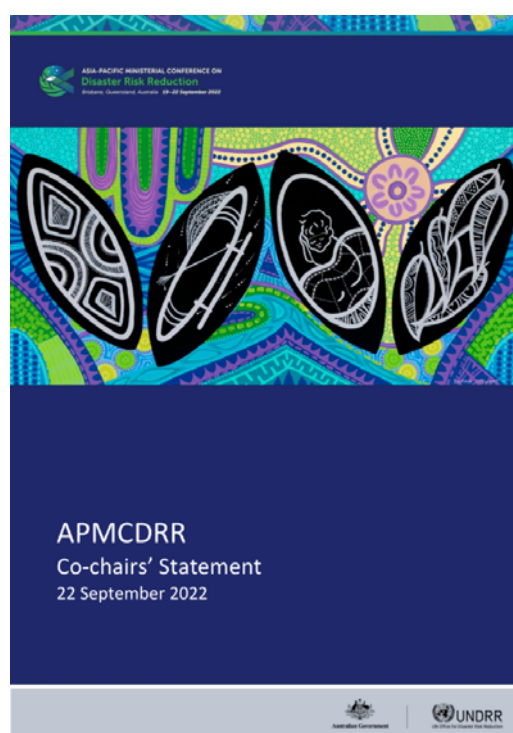
Framework Monitor (SFM). National government officials received appropriate training and capacity-building opportunities to assess progress, including achievements and opportunities on relevant global and domestic indicators, and to upload relevant information into the SFM, including the DRR strategy itself. This drastically contributed to increasing and improving the quality of the dataset available to influence the design and implementation of DRR strategies.

## 2.2. Significant successes at regional level in pursuing Target E

At the regional level, there has been major progress in governance. The Regional Platforms for DRR have played a central role in improving risk understanding, awareness and policy to accelerate the implementation of the Sendai Framework at regional level, including Target E. In the five regions, the regional strategies for DRR adopted at Regional Platforms as well as prevention policies, instruments and support by regional inter-governmental organizations, have increasingly influence the governance decisions of entire networks of countries. A number of regional policy mappings also determined the status of Target E in Africa, the Arab States and Asia Pacific<sup>2</sup>, identified the challenges to address to meet the 2020 deadline, and proposed a common plan for the region and targeted policy action at national level.

The **Asia Pacific region** has seen a huge increase in the implementation of Target E, from 25 per cent in 2015 to 63 per cent in 2021. Overall Pacific island countries (PICs) are doing well in developing local strategies and plans. However, many of these are at pilot stages or not implemented due to lack of resources, and only 11 of 41 countries and territories whose strategy was reviewed address DRR and CCA jointly. In particular, PICs have taken considerable steps to creating an enabling policy environment to integrate these. They now need nationwide efforts and investment to implement local and national strategies.

UNDRR's MTR process in the region has generated various recommendations on integrating local and national strategies. Although PICs have a modern history of colonization and western law systems, there is still traditional tenure and customary law



systems in all. These are especially prominent at local community and village levels run by traditional systems. The following recommendations consider the importance of traditional governing systems in the Pacific region:

- For effective DRR strategies and plans, both the top-down and bottom-up approaches are crucial.
- Consultations that are national and local, and work with the traditional community-governance systems, will not only promote greater awareness of DRR, but work as a feedback system to identify lessons and good practices.

<sup>2</sup> See Regional policy mapping



- Capacity-building activities should be inclusive and integrated, considering both modern and traditional governing systems and capacity needs at all levels.

In the **Arab States**, five countries have endorsed their national DRR strategies; 12 are still in the process of developing theirs, while five have not yet started the process. It is worth noting that three countries updated their national DRR strategies to integrate biological hazards in 2021-2022, with the support of UNDRR. Reviewing the alignment of the national DRR strategies with Sendai Framework as reported on the SFM, the average alignment is almost 70 per cent. UNDRR is currently reviewing five national strategies to verify the level of disability integration, with the aim of developing a guideline for mainstreaming disability in national DRR strategies.

To support developing and implementing national DRR strategies, 20 out of 22 countries have a Sendai Framework National Focal Point, and 13 report the existence of a national DRR platform.

However, developing local DRR strategies remains a challenge. Only 21 Arab cities in eight countries, out of 312 cities, joined the MCR2030 initiative and finalized their local DRR strategies. In addition, 62 Arab cities in 12 countries joined the MCR2030 programme from August 2022.

In **Europe and Central Asia (ECA)**, implementing Target E has been central to Sendai efforts and is a key dimension of the European Forum for DRR (EFDRR) Roadmap 2021-2030, setting the regional strategic framework for accelerating Sendai Framework implementation. Most countries in the region have DRR or relevant strategies in place – 33 reported progress on national DRR strategies, and a growing number of cities are working on urban resilience through the MCR2030 initiative – 153 cities are members of MCR2030, while nine are MCR2030 Resilience Hubs and champions of local resilience. Of the cities in the global network, 45 are at Stage B and 82 at Stage C of the MCR2030 Resilience Roadmap, indicating strong engagement. At sub-regional level, a regional DRR strategy for Central Asia was developed in 2021, coordinated by Almaty regional Centre for Emergency Situations and DRR (CESDRR), with the support of UNDRR's EU-funded initiative

in Central Asia. The EU has strengthened its strategic engagement on DRR through its own Union Disaster Resilience Goals and the reinforcing of the Union Civil Protection Mechanism (UCPM) and its support to UCPM countries through programmes such as peer review of disaster-risk management plans.

Strategies at national and local level often address existing risk in a well-structured and sophisticated manner, regularly incorporating the principles of the Sendai Framework. These strategies are often supported by national platforms that bring together various ranges of public and private stakeholders to support the DRR agenda. Further, over the period 2015 to 2022, as confirmed through the various assessments of national DRR strategies, they have considered a gradually wider range of hazards. These strategies reflect, among other things, the impacts of the COVID-19 crisis and the need for national DRR strategies to be more integrated with health-related priorities, as well as the move by national authorities to put greater emphasis on strengthening the coherence of planning DRR and climate-related efforts.

To develop and implement national DRR strategies, 48 countries have a Sendai Framework National Focal Point to assist, and 35 report the existence of a national DRR platform<sup>3</sup>. UNDRR has been strengthening its technical support to Target E implementation in the region, including by developing a method of assessing national strategy, now operational globally, as well running as a scenario-based capacity assessment and stress-testing in three countries. These run at country level with key partners such as UNDP.



Participants in the EU-Funded Workshop on Developing a Monitoring Information System for the Implementation of the National Disaster Risk Reduction Strategy in Tajikistan, 19 May 2022

Source(s): United Nations Office for Disaster Risk Reduction - Regional Office for Europe & Central Asia

3 <https://www.undrr.org/publication/national-platforms-disaster-risk-reduction-undrr-regional-office-europe-and-central>



# Africa Regional Platform for Disaster Risk Reduction

## Nairobi 16-19 November, 2021



In **Africa**, 22 countries have endorsed their national strategies for DRR, six are still in the process of developing or validating them, seven have expired documents that are still used for implementation and eight do not have a strategy. Sub-Saharan African countries have made significant efforts to design and adopt DRR strategies, plans and policies aligned to the Sendai Framework by 2020. These efforts have continued since 2020, with at least eight countries validating national DRR frameworks in the last two years. At July 2022, 23 countries had reported progress into the SFM.

On average, countries self-assessed at a grade of 0.63 out of 1, indicating room for improvement in aligning their strategies with the Sendai Framework. However, progress is underway: most countries that have reported for two consecutive years record an increase in scores. In addition, more than 10 countries have validated or drafted a DRR strategy aligned to the Sendai Framework without reporting it into the system. This means that both the average score and the number of countries reporting should increase in the coming years.

Figure 1. Average score of the 10 key elements in sub-Saharan Africa. Graph based on SFM data from 23 countries reporting on indicator E-1 in sub-Saharan Africa between 2015-2020





Source: UNDRR

UNDRR Americas and the Caribbean team with SRSR Mizutori, 2022

In the **Americas and Caribbean** region, 20 of the 35 countries can be considered to comply with aligning their DRR strategy with the Sendai Framework. The average score for indicator E1 in the SFM was 0.56 in 2015 and increased to 0.73 over 2020, while indicator E2 increased even more over the same period, from an average of 62.92 in 2015 to 88.93 in 2020. These encouraging figures demonstrate clear efforts made by governments in aligning their DRR strategy to the Sendai Framework. Going into more detail, in South America, of the 10 countries reviewed, seven were considered to have a national DRR strategy at the end of 2020. Since then, Brazil and Uruguay have begun to develop theirs.

In Central America, Panama created its National Comprehensive Disaster Risk Management Cabinet in 2021 and in December 2022 approved its National Comprehensive Disaster Risk Management Policy and Strategic Plan.

In the Caribbean region, eight countries have developed their Country Work Programmes for Comprehensive Disaster Management, that serve as their national DRR strategies. One is in the final phases and three are in process; Bolivia and Uruguay were also supported with national plans focused on the integration of biological hazards.

### 2.3. Contribution of the MCR2030 initiative to achieving Target E at local level

The Making Cities Resilient 2030” (MCR2030) Initiative<sup>4</sup> is a United-Nations-convened global network of local governments (over 1,300 municipalities covering more than 380 million people) and organizations with the expertise to support local governments (over 280 entities at present). It aims to accelerate and localize DRR and resilience at sub-national level.

More and more local governments have requested support through the MCR2030, to develop strong approaches to managing their climate and disaster

risk. At April 2022, 99 countries had reported having local governments with DRR strategies. This almost double 2015, when only 51 countries did. Within these countries, the average proportion of local governments with strategies has remained around 70 percent from 2015 to 2021, with slight fluctuations.

Countries have made efforts in aligning DRR, CCA and development plans at local level through the MCR2030<sup>5</sup>, including considering a multi-hazard approach to local resilience, often influenced by the climate emergency or the pandemic.

4 See <https://mcr2030.undrr.org/>



	As of 31 July 2021			As of 31 July 2022			Difference					
	Stage A	Stage B	Stage C	Total	Stage A	Stage B	Stage C	Total	Stage A	Stage B	Stage C	Total
<b>Africa</b>		1		1	4	6	11	21	4	5	11	20
<b>Americas and the Caribbean</b>	51	28	42	121	271	158	151	580	220	130	109	459
<b>Arab States</b>		2	10	12	11	22	29	62	11	20	19	50
<b>Asia and Pacific</b>			11	11	247	63	142	452	247	63	131	441
<b>Europe and Central Asia</b>	5	5	24	34	26	40	74	140	21	35	50	106
<b>Total</b>	<b>56</b>	<b>36</b>	<b>87</b>	<b>179</b>	<b>559</b>	<b>289</b>	<b>407</b>	<b>1,255</b>	<b>503</b>	<b>253</b>	<b>320</b>	<b>1,076</b>

Overview of status of development of local DRR strategies across regions<sup>5</sup>

Training and capacity-building opportunities have been - and continue to be - provided at global, regional, national and local levels, both in person and online. Thailand, for instance, trained officials from 17 universities to use a multi-sectoral engagement that integrates risk information into urban-development planning. The launching of MCR2030 Philippines is set to strengthen work

with local government on disaster resilience, and is institutionalizing MCR2030 to support national disaster risk governance. A number of online urban-resilience training sessions were arranged through the National Disaster Risk Reduction and Management Council (NDRRMC), Office of Civil Defense (OCD), Department of the Interior and Local Governments (DILG) and UNDRR.

Mexico is also in the spotlight as championing local disaster resilience planning (see below).

Myriam Urzúa Venegas, the Secretary of Integral Risk Management and Civil Protection of Mexico City (an MCR2030 Resilience Hub) won the prestigious 2022 Sasakawa Award for her outstanding contribution to disaster resilience. Ms Venegas has dedicated 40 years to building safer, sustainable and resilient cities, working with various national and local governments in Latin America. She is a strong advocate for the MCR2030.

[Read more](#)



Source: UNDRR

<sup>5</sup> MCR2030 approach is built on a three-stage 'resilience roadmap' that guides cities on how to improve resilience over time. Cities in stage A are committed to move along the resilience pathway to develop and implement DRR and resilience strategy by firstly raising awareness of DRR and resilience, and bringing relevant city actors and the public on board with the city's plans for DRR and resilience. Cities in stage B demonstrate the commitment to move towards development or refinement of a DRR and resilience strategy and ensure development plans are risk-informed. Cities in stage C are under the implementation of risk reduction and resilience actions.

## BOX 1: Successful cities transformation through the MCR2030

- **Kulhudhuffushi City** became the first municipality in the Maldives to join MCR2030. It signed up during national training on the atoll nation in the Indian Ocean. City officials jointly prepared a draft disaster risk reduction action plan, which includes lead roles and timelines.
- **Medellín, Colombia**, was once considered the most dangerous city in the world. Nowadays, the MCR2030 Resilience Hub is a reference for urban transformation. Medellín is implementing UN-Habitat's City Resilience Global Programme with the cooperation of Barcelona City Council and is aiming to recover from the COVID-19 pandemic as well as address challenges such as climate change, inequality, high migrations and political instability.
- **Amadora, Portugal**, continues to adopt an all-of-society approach to resilience. The city's Mayor, Carla Tavares, says Amadora is adapting its approaches to address its evolving risks.



## Examples of impact for local DRR strategic planning

“We use the disaster resilience assessment tool [Disaster Resilience Scorecard for Cities] in our planning and monitoring process done annually... The annual resilience assessment is a source of information to gauge where we are and what our gaps are. These accomplishments and gaps are instrumental in informing the disaster risk reduction and management programmes and projects and the activities of the city which are later on translated into our annual investment programme”

### Ms. Liza Velle B. Ramos

Head of the Research and Planning Division  
of Makati City's Disaster Risk Reduction and  
Management Office

“The Cairns Resilience Scorecard process identified a lack of knowledge about the resilience capability of ecosystems in the local government area. Mapping the ecosystems within the local government boundary (rather than via national park or other status) was just one of the challenges in measuring current capability and capacity. Research undertaken led to recommendations for improving awareness of Eco DRR, its incorporation in resilience development and the mapping report. This aspect of resilience growth is being increasingly considered in future planning for management of climate change effects and site rehabilitation.”

### Sioux Campbell

Disaster Management Resilience Officer, Cairns  
Regional Council, Australia

### 3. Qualitative analysis of DRR strategies

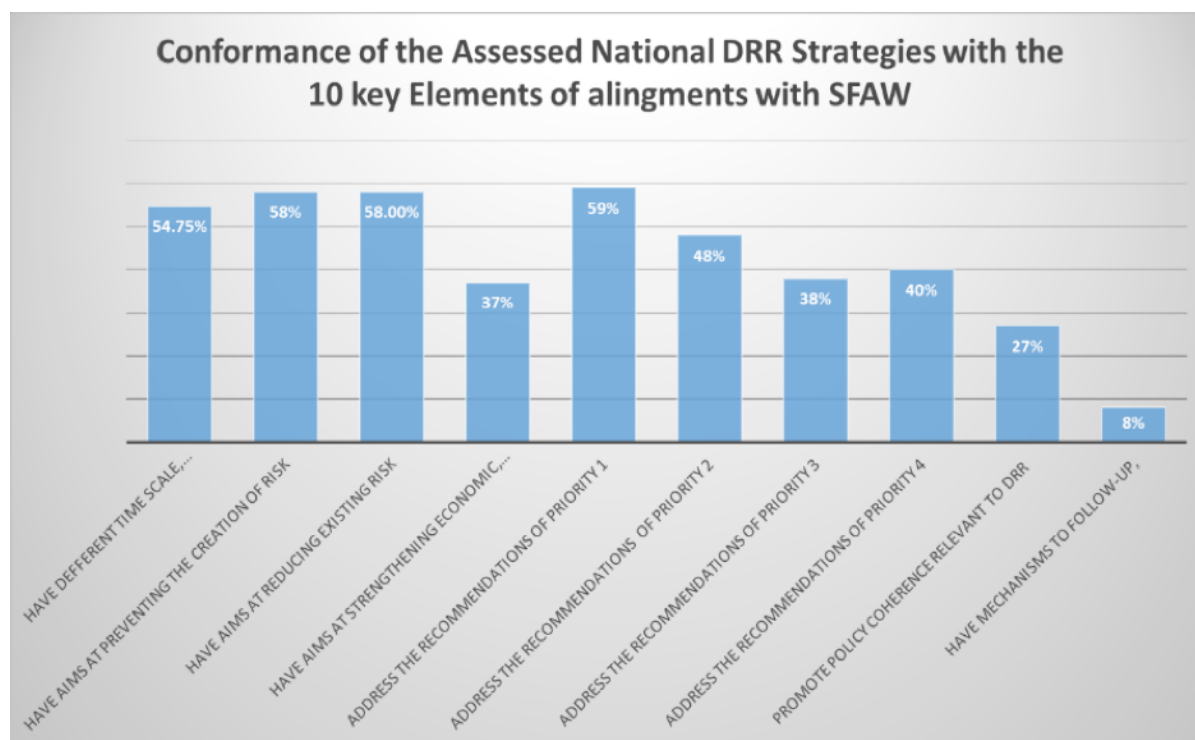
Since 2019, all regions have developed ad-hoc qualitative assessments and analyses of national DRR strategies, to assess their alignment with the Sendai Framework and other frameworks (Paris Agreement, SDGs), as well as the level of integration of other major elements such as displacement, health, gender or disability, to promote risk-informed development.

The qualitative-assessment tools varied across regions (desk reviews, direct engagement with national Sendai Focal Points or regional policy mapping) but were based on the list of 10 key elements of the Sendai Framework. The analyses provided an accurate status of Target E achievement in all regions, and lessons practices

that could be replicated across regions and countries.

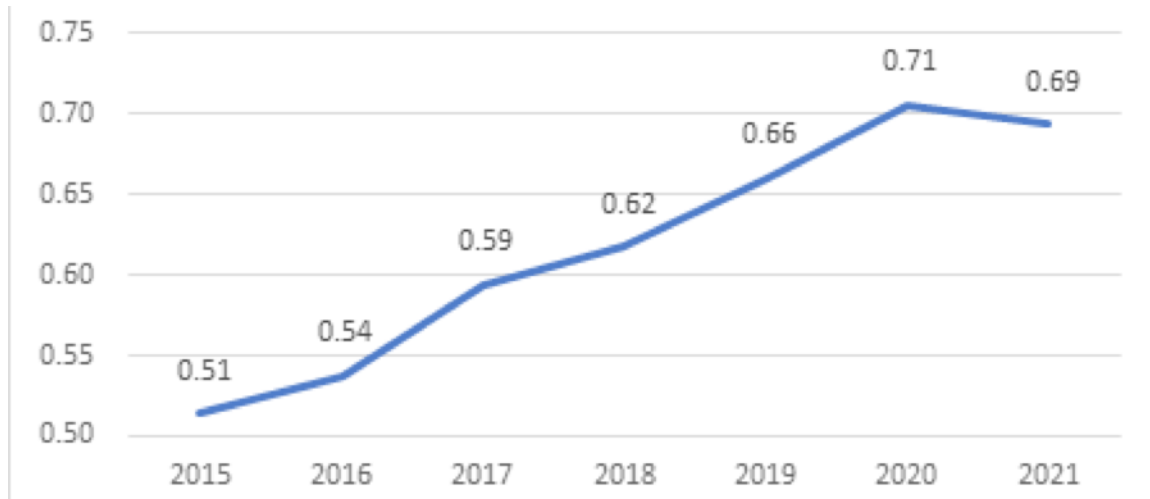
An example below, from the Arab region, shows a good level of alignment of the 13 available national DRR Strategies that were assessed with the Sendai Framework, to the 10 key elements of alignment.

Further, the number of countries with DRR strategies that follow a comprehensive alignment with the Sendai Framework<sup>[1]</sup> has quadrupled from 2015, from **15 to 63 countries**. The number of countries with DRR strategies that promote policy coherence and compliance, notably with the SDGs and the Paris Agreement, has reached **118 countries**, compared to only **44 countries** in 2015.



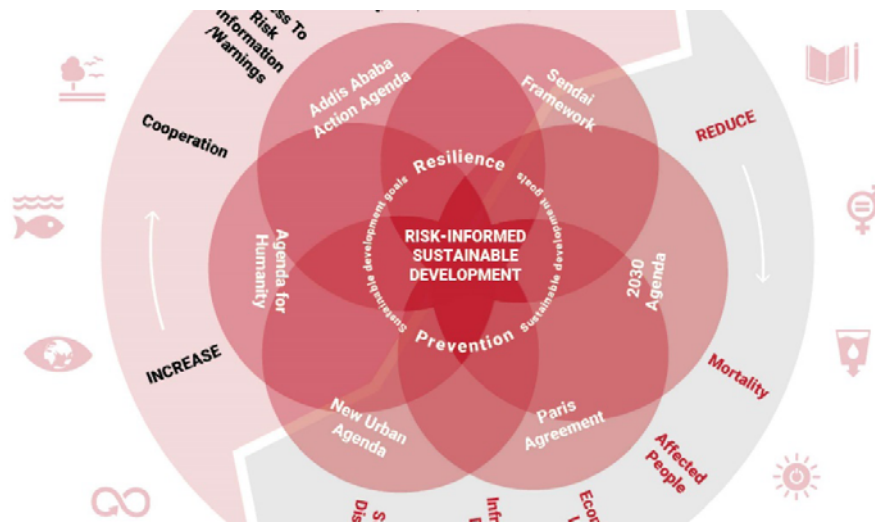
Source: Sendai Framework Monitor

Average Scores reported by countries on National DRR strategy



[1] Alignment with the Sendai Framework is calculated as: Limited (Below - 0.25), Moderate (0.25 - 0.50), Substantial (0.50 - 0.75), and Comprehensive (0.75 and Above), wherein exclusive class intervals have been followed.

In Europe and Central Asia, UNDRR ROECA developed a qualitative-strategy assessment system that allows to evaluate strategic documents against 80 indicators based on SDGs, Sendai Framework Recommendations and DRR-related priorities. Since 2019, through committees of experts it has allowed national authorities to assess strategies to identify gaps, make plans and use good practices from other countries. Between 2019 and 2022, UNDRR ROECA assessed nine countries: Armenia, Belarus, Bulgaria, Croatia, Kyrgyzstan, Moldova, Romania, Tajikistan and Uzbekistan. These assessments also help engage national stakeholders and influence DRR efforts, insisting on elements such as plans and schedules that will enhance implementation.



Methodology developed by UNDRR Regional Office for Europe and Central Asia to support an independent assessment of national DRR strategies - 5 February 2020, Source(s): United Nations Office for Disaster Risk Reduction - Regional Office for Europe & Central Asia

UNDRR ROECA has also developed a new methodology to support the assessment and scenario-based stress-testing of capacities for DRR and DRM at national level. A prototype was developed with the government of Finland, and applied and tested by the government of Poland, in support of their national strategy. In Tajikistan, Kyrgyzstan and Turkmenistan, a comprehensive capacity assessment of the national DRM system resulted in a plan supported by members of the National Platforms and NDMA. Scenario-based stress-testing was successfully implemented in Tajikistan and Kyrgyzstan, in support of a national DRR plan for DRR.

### 3.1. National DRR strategies as the foundation for effective disaster-risk governance and risk-informed development

The qualitative analyses of DRR strategies from all regions provide some good examples of countries that have adopted and built a strong governance structure. This includes a truly multi-stakeholder and cross-sectoral coordination mechanism, and whole-of-society approach to DRR, that supports a DRR strategy **in line with other development processes, in particular climate change and sustainable development.** Examples also show that working across ministries and departments at all levels can help governments break institutional silos and foster integrated approaches to reducing disaster risks.



Source: Infotec – Risk Management

Establishing and maintaining a strong and inclusive governance system, integrated with climate change adaptation (CCA) and sustainable development, should be the key objective of the national DRR strategy and influence its development and design, as it represents a pre-condition to achieving risk-informed development and long-term resilience.

**In Asia Pacific, Brunei Darussalam** developed its National Climate Change Policy (BNCCP, 2020) using a whole-of-nation approach to address climate and disaster risks. The BNCCP aims to strategically govern and monitor greenhouse gas emissions and strengthen climate resilience. Towards this, it identified ten key national strategies in line with the national vision Wawasan Brunei 2035 (Government of Brunei Darussalam 2008). These cover industrial emissions, forest cover, electric vehicles, renewable energy, power management, carbon pricing, waste management, carbon inventory, climate resilience and adaptation, and climate awareness and education.

In **Cambodia**, the focus of the Disaster Risk Reduction Framework and National Action Plan 2019-2023 is also on strengthening Cambodia's inclusive, multi-stakeholder and multi-sectoral national DRR platform, the National Committee for Disaster Management Secretariat (NCDMS) in line

with Strategic Objective 1 of the Sendai Framework (Increased Awareness and Understanding of Disaster & Climate Risks). The NCDMS leads in making DRR part of national and sub-national development planning and budgeting processes. Recognizing the links with sustainable development and CCA, NCDMS has been reviewing the above action plan **at the same time as other national and sectoral development planning**, including its climate change plan, so the plans can complement each other. The policies and programmes relating to climate change are overseen by the National Council for Sustainable Development (NCSD).

There were also strong efforts in other nations to ensure coherence across national development policies. The Philippines developed the National Disaster Risk Reduction and Management Plan (NDRRMP) 2020-2030 using the Sendai Framework global targets and priorities, and in line with other national strategies (Philippines' Development Plan Ambisyon Natin 2040, the National Climate Change Action Plan (NCCAP), and the National Security Strategy (NSS)). The aim was to achieve the shared goals of reducing risk, building resilience, human security and sustainable development. Similarly, Nepal reported at GP22 that their Overarching National Disaster Risk Reduction Policy of 2018 and the DRRM National Strategic Plan of Action





2018-2030 were in line with the Sendai Framework for DRR. These state their main priorities and guide all parties in how to achieve the targets within the timeline.

In the **Americas**, nations have also used whole-of-society approach to develop and implement national DRR strategies. Argentina is a good example of a country whose national DRR plan involved a strong consultation process within the national DRR coordination platform. Thanks to its multi-stakeholder nature and the wide range of technical expertise available, the DRR strategy is a successful model of integrating climate change and land-use planning considerations. Similarly, in Chile, the National DRR Platform of 126 agencies and sectoral ministries contributed to defining the DRR legislature and strategy.

**Ethiopia** also aligned its National Policy and Strategy on Disaster Risk Management with the Sendai Framework and the Program of Action for its implementation in Africa. Guided by this policy, it has made a lot of progress in advancing DRR.

In the **Pacific**, **Fiji** achieved a milestone in its commitment towards Target E of the SF in 2019, by launching the National Disaster Risk Reduction Policy (NDRRP) as the first step towards localizing SF to Fiji and bringing DRR into all sectors. **Kiribati** has incorporated targets, goals and outcome of the SDGs into its national development and investment plans. These closely align with the SF, including the 10-year plan for DRM and climate change known as the Kiribati Joint Implementation Plan (KJIP), which

is considered Kiribati's national DRR strategy.

The COVID-19 pandemic represented a stark illustration of the importance of ensuring coordinated efforts on systemic risk management. It demonstrated that countries with a **multi-stakeholder coordination mechanism** associated with systemic risk governance systems, were more effective in managing the pandemic as part of implementing their DRR strategy.

The past two years (2020-2022) have highlighted success stories of governments who revised their governance structure or improved their policy, legislation and plan to encompass a more **multi-stakeholder, cross-sectoral and whole-of-society approach** to developing and implementing their DRR strategy.

**Chile** is a particularly successful case. It revised its governance structure thanks to a political commitment to DRR, but also due to the guidance and authority of its national coordination platform, which contributed to passing the DRR responsibility from the National Emergency Office to the national DRM system. This is a good example of how a national coordination mechanism (or platform) for DRR can influence legislation and the setting up of appropriate governance arrangements for DRR.

**Bolivia's** national DRM programme, mandated by law, was developed with close links to the country's social and economic development strategy, and with the participation of the Ministry of Planning, with a view to strengthening DRM among institutions and local levels of government.



Source: Dreamstime, The BMJ



Another successful country in this respect is the **Philippines**, which is integrating the Climate Change Commission (CCC) and the Office of Civil Defence (OCD) - currently in charge of DRR and DRM - into one overarching agency, the Department of Disaster Resilience (DDR). The law creating the DDR is currently pending approval in the Senate. DDR will provide leadership in the continuous development of strategic and systemic approaches to preventing disaster, and preparing for mitigation and recovery.

National DRR strategies and plans also have to take into account each country's realities and challenges. In **Bangladesh**, the National Plan for Disaster Management (NPDM) (2021-2025) has identified social inclusion as the basis for achieving resilience and, as such, is an underlying strategy across all the action plans. The plan aims for all DRM initiatives, policies, programmes and planning to be inclusive, and emphasizes the incorporation of gender issues in decision-making, and the participation of all. It will emphasize bringing gender into national policies, relevant laws, plans, and budgets related to DRM programmes. The NPDM further aims to ensure the use of DRM committees, with representation from national ministry or line agencies responsible for women and social welfare, and women's organizations. It has 38 mechanisms in place to review gender in decisions at national, district, and upzilla levels. Another aim is to ensure capacity for collecting sex-disaggregated data by creating information-management systems and building capacity of disaster-management focal points during the programmes.

The **Cook Islands** and other countries, like Costa Rica, also focus on social inclusion, to demonstrate a whole-of-society involvement in defining and implementing national and local DRR strategies. The Cook Islands Climate Change Policy 2018-2028 aims to establish a set of standards and procedures that foster inclusiveness and green investment. Policy measure F is to "work with traditional leaders and utilize traditional methods and knowledge to assist in minimizing the impacts of climate change", using a nature-based approach. In **Costa Rica**, the focus is more on local governments, as the country has an established governance mechanism in its DRR policy and plan, that includes an annual forum with local governments and other interested parties, to form part of the evaluation and monitoring.



Indigenous Mountain People's Risk Perception to Environmental Hazards in Border Conflict Areas

In **India**, stakeholders' engagement takes place down to the village level. The villagers in Turtuk<sup>6</sup>, a high mountain indigenous rural community close to the border of Pakistan, were able to identify various environmental hazards and associated risk zones through participatory timeline diagram, and hazard and dream mapping exercises (see above). The Participatory Rural Appraisal (PRA) maps matched the geological hazard map of Turtuk, demonstrating that community people are highly aware of surrounding hazards regardless of differences in age, sex, education, occupation, and religion. They apply indigenous knowledge to deal with the adverse climate and calamities. The technique, of analysing community vulnerability in the context of conflict and disasters by applying qualitative PRA tools and validating the mapping results, as piloted in this study is novel and replicable in any disaster setting

In Europe, a number of countries have well-established comprehensive processes, based on consultations and risk analysis, for identifying the direction of DRR strategies in line with climate considerations, as in **Poland, Germany, Serbia** and the **United Kingdom**. In the Arab States, three countries, **Egypt, Jordan** and **Lebanon**, updated their national DRR strategies in line with Sendai Framework and Paris Agreement, while also integrating reducing the risk of biological hazards and public-health-system resilience. Another successful example is **Somalia**, where with support from UNDRR it implemented a comprehensive DRR project that established a multi-stakeholder national DRR platform and a national disaster-loss database. It also developed the national DRR strategy and local resilience plan for Johar city. In addition, analytical reviews of four LDCs' national DRR and climate-related strategies, and plans to examine points of entry to enhance coherence, were undertaken in **Comoros, Djibouti, Mauritania** and **Sudan**.

6 Turtuk has experienced several catastrophic disasters (flash flooding and landslides in 2010, 2014, and 2015) and territorial armed conflicts (wars in 1971 and 1999 with Pakistan) in recent times.

## 3.2. Towards more-integrated DRR strategies

- **Climate change adaptation strategies and plans**

Climate change is increasing the magnitude, frequency, duration and severity of hazards. It has become a major source of disaster losses, causing setbacks to development gains. Climate and disaster risks arise due to compounding and cascading hazards and impacts, leading to complex and interconnected adverse consequences for various ecological and human systems. At the same time, other underlying risk factors, such as poverty, demographic changes, land degradation or conflicts, are aggravating exposure and vulnerability to climate-related hazards. Therefore, risk management of climate change requires a comprehensive, overall perspective on risk and its underlying causes, due to the complex and partly systemic nature of climate-related risks.

The enhanced interaction between climate change and disaster risk necessitates an integrated approach to managing them. However, the governance structures and mechanisms of the two inter-related challenges have evolved in parallel in most countries. This is due to a different understanding of risk between the two domains, often resulting from a difference in time scales – short, medium and long term – in evolution and planning. The siloed governance mechanisms also affect financing, both international and public, resulting in sub-optimal use of resources.

The coherence in monitoring between the Sendai Framework and the SDGs, and subsequently with other intergovernmental frameworks (like the SAMOA Pathway and the Vienna Programme of Action), has provided opportunities to integrate national planning processes. Similarly, climate-change mechanisms have acknowledged the value of DRR metrics and data (in particular those in the Sendai Framework) in informing the development of the Global Goal on Adaptation<sup>[1]</sup>.

UNDRR has also been invited to co-lead various task teams or issue-based coalitions (IBCs) on subjects directly relevant to DRR, to foster increased integration between DRR, CCA and sustainable development. In Europe, the Task Team on DRR and CCA, co-lead by UNDRR, has coordinated production of a regional review of good practices on

integrating DRR and CCA. The paper was based on UNDRR's 2020 Guidance Note on Using Climate and Disaster Risk Management to Help Build Resilient Societies, and was published and introduced to UNCTs in the region in 2021.

In **Europe**, the EFDRR Roadmap 2021-2030 recognizes that effective partnerships and decision-making pathways are built on shared frameworks, terminology, concepts, approaches, databases, assessments and standards, notably those of the SDGs and the Paris Agreement.

In the **Arab region**, the Arab Partnership Meetings for Disaster Risk Reduction, which bring together governments, stakeholders, United Nations and international organizations twice a year, also hosts deliberations on innovative practices to enhance coherence with the Paris Agreement. Four LDCs in the region benefit from UNDRR support in enhancing coherence with climate change adaptation in national DRR governance structures and strategies: **Comoros, Djibouti, Mauritania and Sudan**.

Some good examples of integrated planning can be found in the **Asia region** (see Box 2). In the **Pacific**, in particular, several countries have agreed to act and have developed Joint National Action Plans (JNAPs) that consider both DRM and CCA. These include Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.



SRSR Mizutori at COP 27, November 2022, Sharm El Sheikh, Egypt.

Source: UNDRR



There are two broad approaches followed by the PICs regarding JNAPs<sup>7</sup>. One set of countries worked on formulating NAPs explicitly, with proposals or plans underway to access the GCF NAP formulation funding (e.g. Fiji, Tuvalu and Vanuatu). Another set of countries characterize their JNAPs as their NAPs (Cook Islands, Kiribati, Marshall Islands, Nauru, Niue, Palau and Tonga). Two of these countries, Kiribati and Tonga, have submitted JNAPs officially as National Adaptation Plans (NAPs)<sup>8</sup>.

One country, Samoa, is applying its national development strategy as the overarching plan for development planning, climate change, DRR and SDGs, with no separate plans for the different issues. Activities are coordinated through the country's medium-term expenditure framework. Some of the countries, like the Cook Islands and the Marshall Islands, have set up their JNAPs by adopting elements from Sendai Framework and Paris Agreement. Kiribati has updated its JNAP to complement the NDRM plan and National Framework for climate change.

Peru's recent national DRM policy 2050 articulates SDGs considerations with a view to addressing the population's vulnerability and livelihoods..

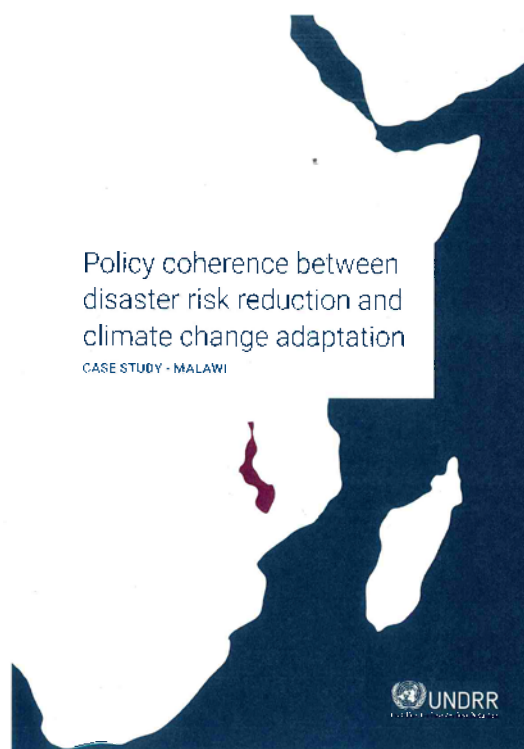
Climate-related disasters are highly prevalent in much of **Africa**, to the extent that African countries have curated plans that address climate change and disaster-related issues separately. However, several studies have shown that the two approaches of DRR and CCA converge in the problems they aim to solve in sub-Saharan Africa, by having similar objectives, tools, and outcomes. UNDRR has conducted an analysis of selected countries<sup>9</sup>, and is currently providing technical assistance to Benin, Malawi, Niger, and Uganda as part of the CRM programme.

Both Benin and Niger have limited strategic coherence as the planning document does not jointly address DRR and CCA, and focuses more on CCA. Institutional coherence of both countries is the same, and was assessed as limited. Even though there have been efforts in Benin to increase coordination of DRR and CCA at institutional level, the structure seems to focus mainly on DRR. For Niger, the lack of detail about national responsibilities is the same at a decentralized level for both DRR and CCA.

Analysing the conceptual coherence of both countries, Benin had a partial level in all strategic documents, as it differed in the approach to risk assessments and underlying concepts, whereas Niger's coherence was limited, since all the documents used different datasets, sources and timespans, and different approaches to risk analysis and concepts. The documents did not specify who was responsible for DRR and CCA activities, and prioritized their activities according to different rationales.

Benin's coherence in this aspect varies from document to document, and the DRR strategy was assessed as higher than CC or NDP. Along with this, the DRR and CC strategies include activities that can overlap. Benin and Niger's financial coherence is limited too, since the documents do not include estimates for joint DRR and CCA activities. The entry points of coherence for both countries are through risk assessments, as the study was undertaken to better understand how to promote conceptual coherence.

Malawi outperforms the other three countries by showing strong strategic coherence, as it identifies the same frameworks, institutions for linkages and integration of the two fields, but the consensus felt the need to have different strategies for both DRR



7 UNDRR (2019) Global Assessment Report for Disaster Risk Reduction

8 [www.napcentral.org/submitted-naps](http://www.napcentral.org/submitted-naps)

9 Policy coherence was assessed at five levels: Strategic, Conceptual, Institutional, Operational, Financial

and CCA as DRR moves beyond the CCA agenda. On the other hand, Uganda has a partial level of strategic coherence as National Development Plan III has taken a leaf from its predecessors and created a fertile policy environment for links between DRR and CCA. The conceptual coherence in both countries was limited, particularly in Malawi, as both fields recognize climate change is the cause of disasters, but none of the documents analyses the impacts of climate change on disaster risks.

Malawi's institutional coherence was partial, as a technical committee was established to bring together CCA and DRR, but the terms of reference were yet to be defined to promote coherence.

Uganda's institutional coherence was limited, since there is not a clear reference of CCA counterparts in DRR instruments. Malawi had a partial operational coherence, as there are not enough details on roles and responsibilities. In Uganda's case, the coherence was limited, as both the DRR and CCA operate separately. Malawi and Uganda's financial coherence was limited as both DRR and CCA are seen as separate entities, and there is no evidence of the costing and budgeting for these two areas, and it isn't possible to distinguish the budget allocated to each. The entry point for Malawi and Uganda focused on budgeting and finance to better understand how financial coherence can be achieved.

## BOX 2:

### Good practices of integrated approaches between disaster and climate risk reduction in Asia Pacific

**Federated States of Micronesia (FSM)** is one of the pioneer countries that adopted an integrated approach to handling disaster risk and climate change in the Pacific. Its Nationwide Integrated Disaster Risk Management and Climate Change Policy was endorsed in 2013 and, as a result, it created a Joint Disaster Risk Management (DRM) & Climate Change (CC) Platform. Led by national and state DRM and CC practitioners, the platform serves to foster dialogue and common understanding across departments, and to encourage and support integrated implementation of DRM and CCA across sectors. The platform is a bi-yearly, one-week, multi-stakeholder meeting, open to national and state government, NGOs, community and international partners, and is funded mostly by national budget, with occasional support from regional and international partners.

**Thailand's** 12th National Economic and Social Development Plan (2017-2021) (Government of Thailand 2017) highlights the increasing unpredictability and severity of climate change and natural disasters, particularly of floods and droughts, and their impacts on economic sectors and domestic supply chains. Strategy 4 on Environmentally-Friendly Growth for Sustainable Development aims "to lessen the impacts from climate change, and to improve the response to natural disasters" (p. 133).



According to Thailand's INDC (Government of Thailand 2020), the country's National Adaptation Plan (NAP) takes into account the links between CCA and other conventions and agreements, such as the UN Convention to Combat Desertification (UNCCD), the Convention on Biological Biodiversity (CBD), the SDGs, the SFDRR, and the Convention on Wetlands (RAMSAR).

The **Bangladesh** National Plan for Disaster Management 2021-2025 refers to rapid urbanization, increasing settlements on land exposed to natural hazards, and industrialization, as factors contributing to higher flood, cyclone and landslide risks. The plan aims to ensure that DRR becomes mainstream across all sectors of sustainable development and CCA, referring to SDG Goal 1 (poverty); Goal 2 (hunger); Goal 11 (sustainable cities and communities); and Goal 13 (climate action).

- **Integration of health-related and biological hazards**

Since the turn of the century, extreme weather such as floods, storms and droughts has risen by 80 per cent – affecting more than four billion people according to a new report<sup>10</sup>. In 2020, the COVID-19 pandemic came to the fore as a new disaster, compromising the health of millions, disrupting major economies, causing unprecedented restrictions on mobility and leaving nearly three million migrants stranded on their journeys<sup>11</sup>. The spread of the disease has also aggravated the impact of climate-related hazards by heightening the health and security risks facing those affected and displaced by disasters. The Sendai Framework includes the management of biological hazards, pulling from the best practices learnt during Ebola, SARS, MERS and H1N1 outbreaks. However, to date, too little has been done to mitigate biological hazards in DRR strategies pursued by governments. We now face the double challenge of mitigating the spread and impact of the COVID-19 pandemic, while also considering its compounding effects on climate-related and other disasters.

More than half of the analysed strategies do not have targeted objectives and operational activities aimed at strengthening health resilience. When countries include activities related to the health sector, it is usually not comprehensive and focuses either on protecting critical health infrastructures or on raising awareness. Moreover, plans for preparedness and response generally do not explicitly mention that the disaster-management agency had mandated responsibilities in the multisectoral national coordination mechanisms. They mainly refer to the institutional arrangements to face COVID-19 at the early stages such as surveillance, rapid-response teams, case investigation and management, laboratory testing, and preventing and controlling infection. Risk communication, community engagement and social mobilization are also integrated into the plan and immediate measures, mainly physical distance, are listed.



SRSR Mizutori and participants at the 2022 Global Platform for Disaster Risk Reduction, May 2022, Bali, Indonesia, during the COVID-19 pandemic

In light of the pandemic, the Bali Agenda for Resilience highlighted the need to reassess the way risk is governed and policy is designed, as well as the types of institutional arrangements that need to be put in place at global, regional and national levels:

*“Current approaches to recovery and reconstruction are not sufficiently effective in protecting development gains nor in building back better, greener and more equitably.”*

*“Transformative lessons learnt from the COVID-19 pandemic must be applied before the window of opportunity closes.”*

<sup>10</sup> The human cost of disasters: an overview of the last 20 years (2000-2019) | UNDRR

<sup>11</sup> <https://www.iom.int/news/immediate-action-required-address-needs-vulnerabilities-275m-stranded-migrants>



However, in 2021-2022, following the impact of the COVID-19 pandemic and with UNDRR's and partners' support, several governments took the initiative to update their existing DRR strategy to integrate biological hazards as part of the scope of hazards to be considered in ensuring their communities' resilience and safety. This is the case with **Lebanon, Egypt** and **Jordan**, who used the build-back-better approach to expand to pandemics and health-related hazards. At local level, nine cities in these countries applied the MCR2030 public-health scorecard, which led to the update of local resilience plans to strengthen health-system resilience after COVID-19.

Hit hard by COVID-19, **Trinidad and Tobago** also began incorporating a strong focus on DRR into its pandemic recovery. The aim was to better insulate the country from future complex shocks. Using the Sendai Framework as a guide, it is taking a comprehensive overview of hazards, risks and uncertainties to inform its decision-making and planning.

In **Africa**, at least 16 countries have developed a plan for COVID-19 preparedness and response. These plans are coordinated by the ministries of health and focus on the immediate response to avoiding the spread of the disease, and responding to the first cases. The plans indicate the creation of inter-ministerial committees under the leadership of the ministry of health, ministry of interior, or the head of State. For example, in **Tanzania**, the task force is headed by the Prime Minister and assisted by the Minister of Health, Ministry of Community

Development, Ministry of Gender, Elderly and Children and other experts appointed by the Prime Minister. The Disaster Management Agency reports directly to the Prime Minister. In countries like **Malawi**, according to the preparedness-and-response plan, the coordination is jointly led by the Ministry of Health and the Ministry of Disaster Management Affairs and Public Events.

The COVID crisis emphasized the critical need for effective risk governance, and the importance of a whole-of-government approach to DRR, cutting across sectoral boundaries. In Europe and Central Asia, UNDRR and UNDP released in 2021 a regional study on the impact of the COVID crisis on national disaster-risk management agencies, highlighting how the lessons from the crisis called for a paradigm shift for more effective disaster-risk management<sup>12</sup>, and the need acknowledged by some countries to coordinate at regional level to cope with transboundary risks of epidemics.



The pandemic at its peak, hospital in Asia, 2022

## • **Integration of displacement considerations into DRR strategies**

Disasters affect people in different ways. One of them is displacement. Millions of people are displaced every year by disasters. In 2020 alone, there were 30.7 million new displacements due to disasters.<sup>13</sup> Displacement is caused by political, social, demographic and environmental factors, including land degradation and unsustainable urbanization. It occurs after earthquakes and other geophysical hazards, or is linked to extreme weather, such as floods, storms and drought. Weather was responsible for 98 per cent of all disaster displacement recorded in 2020. The adverse effects

of climate change are already increasing the frequency and intensity of weather-related hazards and undermining resilience. Climate change has contributed to almost a doubling of disaster events over the past two decades. As more people become exposed and are vulnerable to the impacts of such hazards, disaster-displacement risk is likely to continue to increase. The Intergovernmental Panel on Climate Change (IPCC) projects human mobility patterns will change in response to extreme weather and climate variability, including slow-onset events and processes such as drought and sea-level rise.

<sup>12</sup> <https://www.undrr.org/publication/assessment-study-role-ndmas-covid-19-crisis-response-and-impact-covid-19-ndmas>

<sup>13</sup> Internal Displacement Monitoring Centre (IDMC)

The 2022 IPCC Working Group II Contribution to the Sixth Assessment Report has high confidence that, “in the mid term to long term, displacement will increase with intensification of heavy precipitation and associated flooding, tropical cyclones, drought and, increasingly, sea-level rise”.

**Vanuatu** sees climate change and natural hazards as cause of displacement and has developed its National Policy on Climate Change and Disaster-induced Displacement. This promotes gender-inclusive methods and foresees the role of women in decision-making, including for community and sector-level planning and implementing. The policy also aims to map traditional knowledge of communities at risk of displacement and investigate ways for it to be used in adaptation.

**Trinidad and Tobago:** In March 2022, the Tobago Emergency Management Agency (TEMA) and Office of Disaster Preparedness and Management (ODPM) began preparing for MCR2030 activities in Tobago, with the aim of developing a local DRR strategy for the island. Tobago was also selected as the pilot for the new displacement addendum to the MCR2030 Disaster Resilience Scorecard, providing

an opportunity to understand its applications, and potential areas for strengthening it.

**Fiji’s** National Planned Relocation Guidelines are made operational by developing standard operating procedures that establish ways to address the risk of climate and disaster-driven displacement. Communities at risk are successfully relocated and supported. National procedures for assessing and implementing planned relocation are enabled by relevant financial mechanisms.

**Colombia’s** national plan has a strong focus on displacement, particularly with regard to migration from Venezuela. It also includes elements of public education, gender, cultural diversity, social communications and legislation for different levels of government with regard to DRM.

Most strategies analysed in Africa do not address the issues of displacement and migration. Few strategies mention displacement as a consequence of hazards. Nonetheless, most do not have operational or strategic activities aiming to address displacement or migration.



a



b

Risk mapping exercises to identify disaster safe relocation areas: a) Community flood risk map created by residents in the Sankatti community in the Karnali River basin, Nepal as part of an NGO-initiated, community-based vulnerability assessment conducted by Practical Action; b) GIS-based risk map made by the Indonesian Red Cross Society, Palang Merah Indonesia (PMI) in the Bengawan River basin, Central Java, Indonesia



**Mozambique** is a particularly successful case as it is highly committed to addressing disaster-induced displacement issues as part of its DRR strategy. The Government of Mozambique adopted the national Policy and Strategy for Internal Displacement Management (PSIDM) on 8 September 2021. It includes measures to find durable and sustainable solutions, reinforces mechanisms for multisectoral engagement and coordination, and endorses the protection of human rights for internally displaced people. It mandates action once displacement has occurred and, crucially, focuses on prevention and resilience-building for displaced people.

In collaboration with the Department of Disaster Management of the **South Africa** Local Government Agency (SALGA), Oxfam South Africa, representing the project to implement the Words into Action on disaster displacement, organized a dialogue for the heads of nine provincial disaster-management centres and 44 districts and municipalities in December 2021. Twenty local DRM managers participated from Gauteng and North-West

provinces. Disaster-displacement management was addressed as a cross-cutting theme for three interconnected issues: (i) Elaboration of local disaster-management plans; (ii) undertaking risk assessment and (iii) risk financing. The discussion aimed to align existing local practices for developing the risk-assessment and disaster-management plan to the national DRM guidelines, and its finance implications.

As the national guidelines on displacement are in their final draft, the workshop offered an opportunity to present its content and consult with relevant stakeholders. The presenter conveyed the importance of including displacement in the risk-assessment and disaster-management plan, and its implications on operations and finance. During the workshop, the Words into Action on Disaster Displacement (WiA) was presented, to provide the heads of centres with a wider perspective on displacement than in the current draft national guidelines, which focus mainly on preparedness and response.



# GOOD PRACTICES

## 4. DRR financing and de-risking investments

The significant increase in disaster risk in recent years – due to the unintended consequences of policies and investments that are not risk-informed, and the increased frequency and intensity of disasters from climate change – further underscores the urgency of greater investment in reducing risk and de-risking investment. There is an urgent need to realign financing to before the event rather than after, to improve the efficiency, predictability and speed of delivery, and to ensure a specific budget is systematically attached to DRR strategies as a way to facilitate their implementation.

The international response to disasters has mainly concentrated on emergency efforts and preparedness, with a much smaller share of official development assistance (ODA) going to disaster risk reduction. In the last ten years, ODA to DRR averaged 0.1 per cent of total ODA, while 10 per cent was for emergency response. Unless there are more investments in DRR, pressure on humanitarian aid is expected to mount as the climate crisis intensifies.

Yet with more than 125 countries with national DRR strategies, there is no clear evidence of whether these strategies are backed by a financing plan that will ensure implementation, apart from three Arab countries that have developed a costed plan for implementing their national DRR strategies: **Jordan, Morocco and Tunisia**. The overall issue of DRR financing and budgetary allocation to DRR has been identified across all regions, and at the GP22, as a weak area requiring higher attention from governments and donors.

The national reviews on the status of implementing the Sendai Framework, undertaken voluntarily by governments as part of the Midterm Review, clearly

refer to governments' inability to implement their DRR strategy due to a number of reasons. These range from political will, legal challenges or general level of DRR knowledge and understanding, to the limited training of the people who should deal with implementing the strategy and the general lack of financial resources.

To add, capital-market investments do not yet account for disaster risk and are, in essence, bankrolling future catastrophes. There is a misconception that preventing disaster risk is the sole responsibility of the public sector and not an issue for the private sector. The true costs of disasters remain external to private-sector investment decisions, and it remains difficult to include these costs and benefits in financial modelling and on balance sheets.

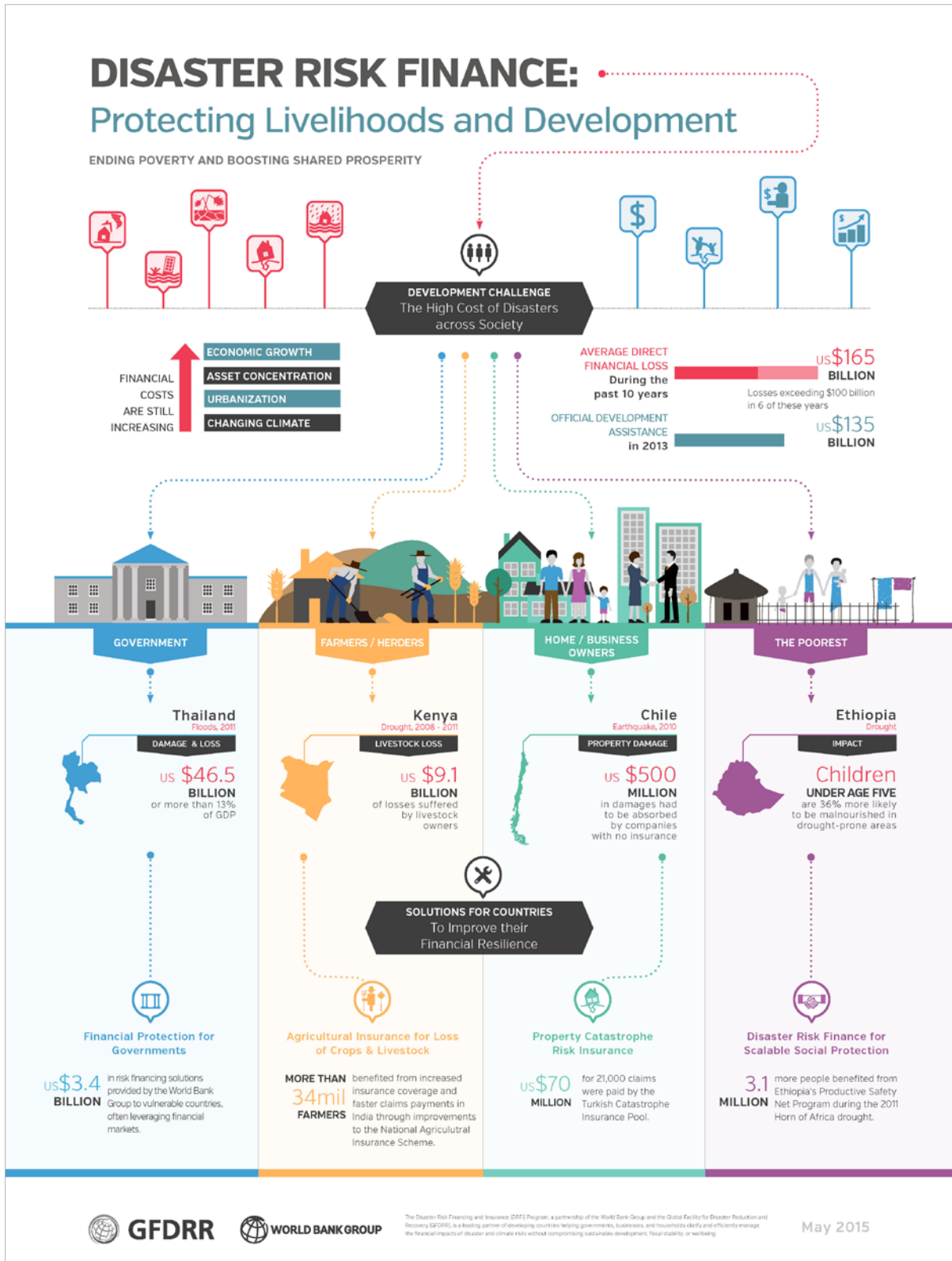
While there has been some progress, such as in the development of new financing mechanisms, and better linkages with climate action, the data still points to insufficient investment and progress in disaster risk reduction in most countries, especially in investing in prevention”

*Bali Agenda for Resilience, adopted at the 2022 Global Platform for Disaster Risk Reduction, May 2022, Bali, Indonesia.*

Current deed are not appropriate for the sheer scale of the challenge – the rapid accumulation of disaster risk that is systemic, interconnected and cascading. Governments need to reverse this trend if they want to achieve the outcome and goal of the Sendai Framework efficiently and effectively.

Only by including specific commitments to national financing for DRR (especially when integrated

into development investments), will they make sustained progress in reducing disaster losses. International financing of DRR needs to fully complement national financing and should serve to catalyse action and support engagement with private finance where appropriate. Building long-term resilience is critical. But it cannot be done without adequate financing.



For this to happen, countries must first develop their DRR financing strategy and integrate into their annual budget. It is critical to raising policymakers' awareness of the exact financial needs for DRR, and to motivate and convince them to allocate resources to DRR as part of their domestic budget. An emerging trend in the ECA region is that finance and economic ministries are engaging insurance, financing and banking markets to offer green, sustainable and resilient investments that consider future disaster and climate risk. Standards and reporting obligations for economic and financial systems and incentives increasingly account for environmental, social and governance. There is a growing recognition among stakeholders, including investors, owners, operators and regulators of critical infrastructure systems, that investing in resilient (and green) systems will pay dividends in the long run.

**There are good examples and a set of good practices of governments having secured, allotted budget, or set up selected financial mechanisms to implement their strategy, that could be derived from national DRR strategies as follows:**

- In **Burundi**, the national DRR strategy (Stratégie Nationale de Réduction des Risques de Catastrophes 2018-2025), addresses the need to enhance Priority 3 of the Sendai Framework through various activities that set the groundwork for mobilizing resources for DRR. It increases understanding of sources of funds that can be mobilized, such as public budget, subsidies, grant, public-private partnerships and innovative finance mechanisms. The strategy also notes that the national DRR platform will have a sub-commission on mobilizing resources, which will be responsible for developing a strategy for this, and plans to include private sector and financial stakeholders in the platform's meeting. Finally, the strategy aims to develop risk-transfer mechanisms and plans to increase awareness of them through specific training. Although the strategy does not yet guide the allocation of resources to targeted activities in sectors, it sets the necessary basis for the strategy to be implemented.

- In **Madagascar's** national DRR strategy (Stratégie Nationale de Gestion des Risques et des Catastrophes 2016-2030) priority 3 of the Sendai Framework is well addressed in Axis 1, with result 2 aiming at substantially increasing financial resources allocated for DRR. Emphasis is put on increasing domestic finance for DRR through activities aimed at securing budget for DRR as well as sectoral budget. It also includes a diversification of sources of finance as well as creation of financial mechanisms for prevention, response and reconstruction at all levels, through emergency funds and risk-transfer mechanisms. The strategy also guides the allocation of financial resources. In addition, a plan was developed to operationalize and guide the implementation of the national strategy, which includes a budget and costed activities.

- The **Nepal Climate Change Financing Framework (CCFF)** (MOF 2017) provides key measures adopted by its government in integrating climate

Africa is taking seriously – and responding to – the challenge of allocating a budget and financial resources to ensure effective implementation of DRR strategies. The **budgetary reviews undertaken in 2021 in 17 African countries** to identify the level of financial allocation to DRR demonstrated a general low level of investment in it. On average, direct budgetary allocations targeting DRR policy objectives were about 1 per cent of national budgets. With DRR a cross-cutting area, when broadening the scope of the analysis to areas that indirectly benefit DRR policy objectives, such as poverty reduction and social safety nets, on average, those allocations were 4 per cent of national budgets. High-level advocacy has been undertaken since then, including on the occasion of Regional Platforms for DRR<sup>14</sup>, calling on governments for more systematic and sustainable investment and budgetary allocation to DRR.



<sup>14</sup> Regional Platforms for Africa (Nairobi), Americas and the Caribbean (Jamaica), Arab States (Morocco) and Europe (Portugal) took place in November 2021. The Asia Pacific Ministerial Conference on DRR took place in Australia in September 2022.



change and climate finance into national planning and budgeting. It outlines the reforms already implemented and a plan for where, how and by when further reforms to government processes and institutional set-ups would occur. This will facilitate integration of national policies and strategies relating to climate-change finance in budgeting processes, and help the government to channel all climate – and related DRR – projects, and streamline investments through the national system for a long-term scaled-up approach.

- An example of a locally led financing mechanism is the **Philippines** People's Survival Fund (PSF), which was created by Republic Act 10174 as an annual fund intended for local government units and accredited local and community organizations to implement CCA projects that will better equip vulnerable communities to deal with the impacts of climate change. The PSF supplements the annual appropriations allocated by relevant government agencies and local government for climate-change-related programmes and projects.



- Additionally, the Philippines National Climate Change Action Plan 2011-2028 aims to create risk-transfer mechanisms through weather-based or index insurance and social-protection mechanisms for agriculture and fisheries, as well as insurance and catastrophe (CAT) bonds and innovative conservation financing such as payments for PES.
- **India** has established a National Disaster Risk Management Fund (NDRMF) and State Disaster Risk Management Funds (SDRMF). In November 2020, the 15th Finance Commission introduced changes to the disaster-response funds to make it possible to allocate additional funds for disaster mitigation. The Commission recommended that the State Disaster Response Fund (SDRF) should be allotted 20 per cent of the total allocation for the NDRMF. If required, the Ministry of Home Affairs

may examine the need for amending the Disaster Management Act to create three sub-windows within the NDRMF to create some flexibility for re-allocation within these sub-windows.

- Further, India has recently changed its methodology for determining state-wide allocation for DRM in its national five-year finance plan. The new methodology is a combination of capacity (as reflected through past expenditure), risk exposure (area and population) and hazard and vulnerability (disaster-risk index). The Government of India has allocated US\$4.5 billion to reducing risk during 2021-2026.
- **Tonga**, informed by their Disaster Risk Financing Strategy 2021-2025<sup>15</sup>, has created US\$5 million of revolving finance, funded by the ADB, which provides finance for joint DRR and CCA activities directly to communities on a competitive basis. Community leaders need to present a case to the JNAP Task Force, which vets all submitted applications and forwards selected proposals to the fund. Applications need to fulfil the requirements of the JNAP and the national development framework, which is aligned with the SDGs. Applications are typically for health, water harvesting, and coastal-protection projects.
- Prior to the fund, communities depended on two separate funds, the national emergency fund and the national climate-change fund, both government funds with limited resources. This financing arrangement is a big change to the way DRR and CCA is funded at community level. It has resulted in greater accessibility, flexibility and transparency in financing projects and has also strengthened the voice of communities in the decision-making process. Because of its success, there are now plans to increase the fund to US\$50-100 million.
- In the Americas and the Caribbean, **Uruguay's** national plan (currently awaiting formal ratification) was developed jointly between the National Emergency System and the National Office of Planning and Budgeting.
- The Andean Community's Regional Strategy for Disaster Risk Management (multi-country: **Bolivia, Colombia, Ecuador and Peru**) has financing to implement work through the corresponding operational plans, with priorities and indicators for each Member State. **Mexico** has a fund, backed by law, for preventing disasters.

<sup>15</sup> <https://www.preventionweb.net/publication/tonga-disaster-risk-financing-strategy-2021-2025>

## 5. Capacity development

Developing capacity continues to play a crucial part in supporting national and local governments in strengthening DRR and resilience-building. As such, capacity development is a key element and should be central to all plans guiding implementation of DRR strategies.

In the regions, providing capacity-building and training opportunities have been key activities over 2020 - 2022. In **Europe** and **Central Asia**, UNDRR provided guidance and support on using peer-review strategy-assessment tools to ensure national strategies are inclusive and in line with Sendai Framework recommendations. It did this for Bulgaria, Moldova, Belarus, Croatia, Armenia, Romania, Kyrgyzstan, Tajikistan and Uzbekistan. Further, through regional initiatives, experts and policymakers were trained to use the SFM. In Central Asia, the EU-funded Central Asia Initiative focused on assessing and building capacities of national authorities and CESDRR Almaty through a number of activities related to risk governance - risk perception, capacity assessment, strategy development, strategy assessment, national platform development or strengthening and peer exchanges.

Overall, the activities of the regional office led to an increase in efficiency and relevance, ensuring sustainability and building confidence in, and ownership of, the DRR agenda at national, regional and international levels. Country-level efforts were complemented by the regional facilitation of technical discussions at the European Forum for DRR, and collaboration with the European Commission on joint work plans. They also led to an increased awareness of the importance of



UNDRR staff supporting African Governments delegates at a UNDRR/GETI cross-regional experience sharing workshop, Republic of Korea, 2021

national and local strategies for DRR in the region, resulting in growing substantive exchanges on this topic between stakeholders. This included national and local authorities, UN Country Teams and development partners, working together to update or develop strategic plans in all ECA sub-regions.

New training products and activities to build capacity of, and enhance communications with, Member States remotely, were also produced in 2021 in **Africa**. SFM Support Days acted as monthly virtual meetings to provide regular support to SFM focal points and to foster a community of practice on SFM monitoring and reporting in Africa.

Direct bilateral support was also provided to a number of Member States, including Mauritius, Madagascar, Liberia, Benin, Cote d'Ivoire, Mozambique, Guinea and Cabo Verde. As a direct result, four of these joined the reporting process in 2021, and UNDRR received requests for further support, including to advocate for and strengthen sectoral coordination for collecting disaster-loss

data and SFM reporting. In addition, newsletters and flyers were developed and provided to countries for advocacy and building capacity. This allowed them to mobilize countries on key reporting milestones, notably on target E.

In response to the need to support efficient implementation of the 2030 Agenda and the Sendai Framework in sub-Saharan Africa, UNDRR is supporting closer engagement of DRR and CCA practices, communities and institutions. Building upon the report *Disaster Risk Reduction and Climate Change Adaptation: Pathways for policy coherence in Sub-Saharan Africa*, the UNDRR Regional Office for Africa moved from a continental approach to a national approach, aimed at enhancing the understanding of policy design and implementation practices, and fostering a comprehensive climate and DRM approach.

As part of this work, it developed four national case studies, on Benin, Malawi, Niger and Uganda, to enhance the understanding of policy and planning in support of DRR and CCA, identify good-practice examples and provide recommendations to advance coherence between DRR and CCA strategies and practices at country level. As a result, at least two countries have reported they have enhanced collaboration between DRR and CCA at national level, notably on planning processes. In particular, Niger reported that following a UNDRR workshop on policy coherence between DRR, CCA

and the SDGs held in Niamey (2020), the national DRR strategy was reviewed by the CCA-leading institution to ensure policy coherence. Benin, Niger and Uganda have also requested multisectoral training and workshops to build capacity of DRR, CCA and sectoral stakeholders on this, including for planning, risk assessments and budget purposes.

At local level, UNDRR GETI's ability to customize training modules and move them online contributed greatly to increasing their outreach. Trained trainers have demonstrated they can apply what they have learnt, and also increase its impact with their networks. For example, trained trainer, Ms Liza Velle B Ramos, Head of the Research and Planning Division of Makati City's Disaster Risk Reduction and Management Office, has served as a trainer, and spoken of the experience in Makati City, not only in courses led by UNDRR GETI, but also to other city networks in the Philippines, and regionally through CityNET. Based in Yokohama, Japan, CityNET, has published its capacity-development initiatives as voluntary commitments on the Sendai Framework Voluntary Commitments online platform, to showcase its contribution to the Sendai Implementation from the Target E perspective<sup>16</sup>.

Partnerships with universities have been important to increasing impact. For example, the training participants from the Federal University of Juiz de Fora (UFJF) who attended UNDRR GETI training in 2020 applied the learning and provided technical support to the municipality of Juiz de Fora in developing the resilience baseline using the Disaster Resilience Scorecard for Cities. With support from UNDRR GETI and the UNDRR Regional Office for Americas and the Caribbean, UFJF has translated all training materials and tools into Brazilian Portuguese, and offered two courses on MCR2030 in 2021. In October 2021, UFJF launched an updated version of its online course that was a more accessible and flexible MOOC platform (open through mid-January 2022). This MOOC attracted hundreds of municipal officers from many Portuguese-speaking countries.

UNDRR GETI facilitates virtual and online training workshops for strengthening the capacity of local



Source: UNDRR

Training in Colombia – Engaging communities in risk identification and mapping

<sup>16</sup> "Community Based Adaptation and Resilience Against Disasters (CBARAD) in the City of Iloilo in the Philippines" ([https://sendaicommitments.undrr.org/commitments/20191121\\_002](https://sendaicommitments.undrr.org/commitments/20191121_002)), "CITYNET Disaster Cluster" ([https://sendaicommitments.undrr.org/commitments/20191121\\_001](https://sendaicommitments.undrr.org/commitments/20191121_001)), "Training on Structural and Seismic Engineering between Japan and Nepal" ([https://sendaicommitments.undrr.org/commitments/20191122\\_001](https://sendaicommitments.undrr.org/commitments/20191122_001)), "Mitra Disaster Risk Reduction Learning Center in Nepal" ([https://sendaicommitments.undrr.org/commitments/20200828\\_001](https://sendaicommitments.undrr.org/commitments/20200828_001)).





Source: UNDRR/GETI

governments and stakeholders using the Disaster Resilience Scorecard for Cities. Virtual training, held in collaboration with the UN Office for South-South Cooperation (UNOSSC) and the World Health Organization (WHO), offered simultaneous interpretation in six languages (Arabic, Chinese, English, French, Portuguese and Spanish) to 3,000 participants from 155 countries. The training reached not only local government agencies (17 per cent), but also academia and youth (24 per cent), national governments (18 per cent), community representatives and non-governmental organizations (12 per cent), private sector (12 per cent) and other United Nations and international organizations (10 per cent).

In addition, UNDRR is working with partners to enhance the reach and breadth of the training material. For instance, with the United Cities and Local Governments (UCLG) and UN-HABITAT, in delivering training of trainers sessions on risk-

informed local development strategies, with representatives of local governments and national municipal associations; and with UNITAR on the six-week online local training. The course is made fully accessible to people with disabilities and stimulates self-paced learning.

Additionally, UNDRR provided a series of webinars to address critical knowledge and capacity gaps, benefiting 2,913 participants from 158 countries. The webinars covered a wide range of topics such as reducing risk and resilience financing, including tools to support the development of bankable projects and using green bonds to finance climate and risk-reduction; using rating tools to enhance building and infrastructure resilience, plastic-waste management and a circular approach to strengthening local resilience; and using digital tools to address multi-hazard risk management; all contributing to better implementation of DRR strategies under Target E.



## 6. The impact and influence of regional IGOs

The past seven years have witnessed a stronger mobilization and an enhanced engagement with regional partners, in particular regional inter-governmental organizations (IGOs) and regional economic communities (RECs). Together they have advocated, advanced and monitored the implementation of the Sendai Framework, and supported governments in developing and implementing national DRR strategies, towards achieving Target E by 2020.

Regional IGOs represent valuable political bodies at regional and sub-regional levels, committed to DRR. They have developed DRR policies or aligned their existing disaster-management policies and plans to the Sendai Framework objectives and priorities. They have demonstrated over the years the significant added value and influential power they have in guiding, supporting and urging their respective Member States towards action. Regional IGOs also benefit from effective consultative systems with their Member States. As such, they represent valuable communications and consultation mechanisms to promote effective implementation of the Sendai Framework at regional and sub-regional levels, and to mobilize political support for achieving its targets. These mechanisms also play a critical role in exchanging DRR expertise and knowledge, and replicating good practices across countries, as well as supporting the Midterm Review of the Sendai Framework. With varying levels of coverage, regional organizations are supporting system-wide approaches for establishing resilience standards, recognizing that, as a public good, resilience needs to be inclusive and accessible to all.

In Europe, the growing commitment of the European Commission (EC) to DRR has come through the adoption of the Union Disaster Resilience Goals (DRGs) that were aligned with the Sendai Framework targets and priorities, with particular focus on Targets E and G. This initiative has significantly

helped and increased European governments' efforts in achieving Target E by 2020 and overall monitoring of the Sendai Framework. Work has focused on the two initial priorities set by the EC in expanding its work on the DRGs - disaster-risk management plans, early-warning systems and risk information - as well as the potential development of customized regional indicators within the SFM. UNDRR and the EC also worked closely to bring coherence on peer-review methods, putting development of national DRR strategies at the heart of national DRM and DRR agendas. In Central Asia, UNDRR supported government partners in strengthening coordination at sub-regional level. The key achievements were the Regional DRR Strategy for 2022-2030 and plan for its implementation, developed by experts of CESDRR Almaty and approved by the Working Group of the Regional Forum Meeting of the Heads of Emergency Authorities of Central Asia (five countries).

### Union's Disaster Resilience Goals



Source: European Union



Source: ASEAN

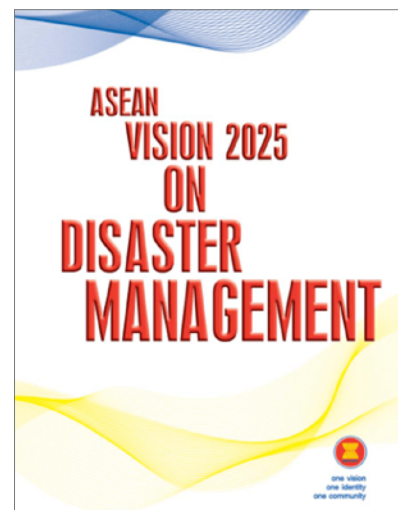
These documents codify a commitment at sub-regional level to accelerate sustainable development, to create and integrate resilient mechanisms for regional cooperation in prevention, preparedness and response to transboundary emergencies, and to improve the system of relationships in risk assessment, disaster monitoring and early warning at regional level on transboundary disaster hazards. This first ever regional DRR strategy for Central Asia will promote cooperation between countries in the region and support the national platforms of each country in their efforts to strengthen DRM systems. They will ensure a whole-of-society approach is applied in DRR governance, including in developing and implementing national and local DRR strategies.

UNDRR also established the UNDRR Friends of DRR Parliamentary Group in Europe, as a useful network for improving integration of DRR in EU legislative and parliamentary frameworks. Through the group, UNDRR secured DRR language and Sendai Framework references in the European Parliament COP26 resolution, as well as in EU legislation, such as in the EU Climate Change Adaptation Strategy and Sustainable Finance Strategy. Parliamentarians were also increasingly involved in integrating DRR into the private and finance sectors. Important successes included MPs' participation in the webinar on supporting DRR and resilience practices in small and medium-sized enterprises (SMEs), and continued engagement of the UNDRR SRSG in key parliamentary events, including the GLOBE COP26 Legislators Summit in November 2021.

In addition, UNDRR works regularly with governments that hold the Presidency of the Council of the European Union, including Finland, Germany, Portugal, Slovenia, the Czech Republic and Sweden, to promote DRR at the Working Parties on Humanitarian Aid & Food Aid (COHAFA), the Working Party on Civil Protection (PROCIV) and the Working Party on Development Cooperation

(CODEV). These are attended by the EU Group of Member States and form important venues to inform EU discussions.

In **Asia Pacific**, the ASEAN Vision 2025 on Disaster Management outlines the directions that may be considered by ASEAN in the next 10 years, and identifies the key areas to move forward the implementation of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) towards a more people-centred, people-oriented, financially sustainable and networked approach by 2025. The AADMER Work Programme (AWP) 2021-2025 promotes efforts to improve coherence between regional and global frameworks and policy agendas for humanitarian action, reducing vulnerability and sustainable development. The AWP is aligned with the SFDRR, the Paris Agreement, and the 2030 Agenda on Sustainable Development. One of its guiding principles is a multi-hazard approach, with the aim of assessing, mitigating, preparing for and responding to a wider range of hazards and disaster risks. The five priority programmes contain several entry points for coherence, such as risk governance, localization, risk assessment, multi-hazard early warning systems, and sharing regional knowledge and experience.



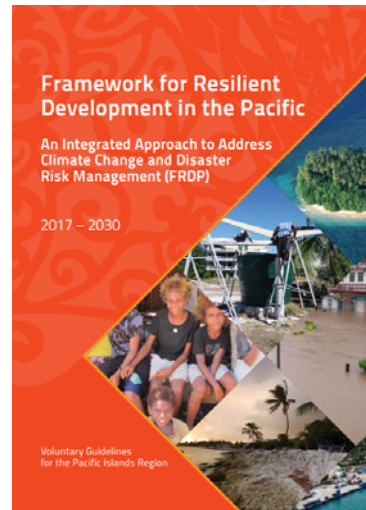
Source: ASEAN

The SAARC Disaster Management Centre (SDMC)<sup>17</sup> was originally established in New Delhi, India, in 2006. It is currently hosted by the Gujarat Institute of Disaster Management. SDMC serves The South Asian Association for Regional Cooperation (SAARC Member Countries) by providing policy advice, facilitating capacity-building services -

including strategic learning, research, training, system development, promoting expertise and exchanging information for effective DRR - and for planning and coordinating a rapid regional-response mechanism to disasters within the region. In 2016, following the adoption of the Sendai Framework, the SDMC was re-established with a mandate to support Member States in their DRR initiatives by applying science and technology, knowledge from multiple disciplines, exchange of best practices, capacity development, collaborative research and networking, in line with the Global Priorities and Goals and other relevant frameworks adopted by Member States.

The Pacific Resilience Partnership (PRP)<sup>18</sup>, established in 2017, superseded the Pacific Disaster Risk Management Partnership Network (PDRMPN) and is the umbrella implementation mechanism for the Framework for Resilient Development in the Pacific (FRDP). The PRP Taskforce synchronises guidance and advice for a consolidated leadership that supports successful development of resilience. To ensure participation of key stakeholders identified in the FRDP, the PRP Taskforce consists of a maximum of 15 members (and an alternate) as follows: five positions for countries and territories, five for civil society and the private sector, and five for regional organizations and development partners, where UNDRR is one of members. The objective of the PRP Support Unit, which includes PIFS, SPREP and SPC with the support from other stakeholders, is to provide support to enable efficient and effective functioning of the PRP Taskforce. A key feature of the PRP governance arrangements endorsed by the Pacific Island Forum Leaders in 2017, to support effective implementation of the FRDP, is the biennial Pacific Resilience Meeting (PRM).

The four main DRR intergovernmental organizations in the **Americas** and **Caribbean** region all have sub-regional strategies in place (these are Andean Ad Hoc Committee for Disaster Prevention - CAPRADE/CAN, the Caribbean Disaster Emergency Management Agency - CDEMA/CARICOM, the Coordination Centre for Disaster prevention in Central America and the Dominican Republic - CEPREDENAC/SICA and the Southern Common Market's Meeting of Ministers and High-Level Authorities on Comprehensive Disaster Risk Management - RMAGIR/MERCOSUR). Those of CAPRADE, CDEMA and CEPREDENAC are legally binding and have plans and triggers that support implementation, as well as pushing for these at country level. In the English-speaking Caribbean, all national strategies adhere to the method established by the Caribbean Disaster and Emergency Management



Source: South Pacific Applied Commission (SPC)



Source: CDEMA

Agency as in the Caribbean Comprehensive Disaster Management (CDM) Strategy, with a mapping between CDM and Sendai targets, indicators and priorities.

### Multiplier impact and added value of regional frameworks in boosting governments' action in achieving Target E

The years since the adoption of the Sendai Framework have highlighted the strong added value and high multiplier impact of the regional frameworks for DRR in encouraging governments to implement it, including Target E. In 2020, UNDRR ROAS and the League of Arab States along with all Arab Sendai Framework focal points, developed a regional policy brief on integrating biological hazards into DRR. In addition, UNDRR ROAS and the WHO Regional Office for the Eastern Mediterranean (EMRO), had been developing a regional policy brief on health-system resilience and building back better from disasters after COVID-19.

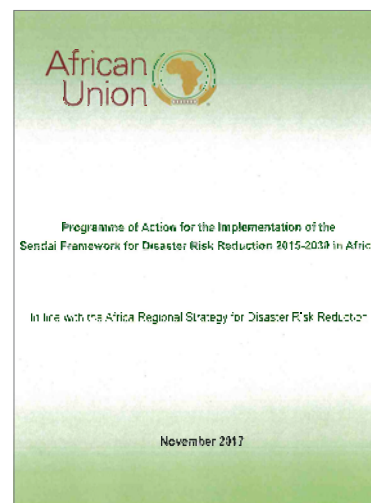
The Regional Action Plan (RAP) for the Sendai Framework implementation in the Americas and the Caribbean was adopted at the 2017 Regional Platform hosted by Canada. The updated RAP adopted during the 2021 Regional Platform in Jamaica puts forward specific actions at regional level.

For Europe and Central Asia, the EFDRR Roadmap 2021-2030 has catalysed work towards implementing the Sendai Framework. Created in 2021 with the participation of 1,250 delegates from 49 European and Central Asian Member States, the roadmap endorses the four key priority areas of the Sendai Framework, identifies five approaches to accelerating implementation and outlines 16 common areas for development and investment. It lays out challenges, lessons, opportunities and pathways for incentivizing

<sup>17</sup> <http://saarc-sdmc.org>

<sup>18</sup> [www.resilientpacific.org](http://www.resilientpacific.org)





and supporting more risk-informed and inclusive regional, national and local DRR policies, strategies and actions for regional collaboration. Regarding the implementation of strategies, the roadmap commits to supporting them by identifying shared gaps and challenges to, and opportunities for, enhancing disaster resilience in the region.

To accompany the Roadmap, Member States run a number of regional dialogues, aiming to strengthen key themes to accelerate implementing the Sendai Framework. These have been organized in Greece (September 2022), focusing on forest fires and heat with a regional focus on the eastern Mediterranean sub-region; in Croatia (October 2022), focusing on risk financing with a regional focus on south-eastern Europe; and in Romania (February 2023), focusing on disaster-risk information and communication, with a regional focus on countries' engagement in the Union Civil Protection Mechanism and beyond.

Other regional frameworks and networks have also flourished in the region, including successful examples of regional DRR collaboration through the Disaster Prevention and Preparedness Initiative for South-Eastern Europe (DPPI-SEE) and the Council of Baltic Sea States (CBSS). As noted above, in Central Asia, government partners resolved to develop and strengthen coordination at sub-regional level by adopting the Regional DRR Strategy for 2022-2030 and plans for its implementation. Common frameworks – such as the SFM, MCR2030 initiative, the INFORM Risk Index or other shared resilience goals and strategies – can help a common understanding and facilitate sharing experiences. These types of frameworks support the use of disaggregated data and scientific evidence from diverse disciplines, as well as engagement with a wide range of communities and stakeholders. They provide systems for improving evidence-driven understanding and the inclusive communication of

existing, emerging and future systemic disaster and climate risks.

A very close cooperation is also established in Africa with the African Union and the various regional economic communities (SADC, ECCAS, ECOWAS), with a focus on supporting the implementation of the Sendai Framework across the continent. This is within the framework of the Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa (PoA) adopted by the African Union Heads of State and Government in 2017. Regular reviews of progress in implementing the PoA, including through the Africa Working Group on DRR, have resulted in the development of a new Matrix of the PoA for 2021-2025, which was adopted at the 8th Africa Regional Platform and 7th High-Level Meeting on DRR in November 2021 as part of the Nairobi Declaration. The Africa Framework for Multi-Hazard Early Warning Systems and Early Action, which was also adopted at the above events, was a major step forward, paving the way for establishing and operationalizing the African multi-hazard early-warning and action systems, with fully functional situation rooms at AUC, African Centre of Meteorological Applications for Development (ACMAD) and IGAD Climate Prediction and Application Centre. Efforts are underway to establish similar systems in RECs, including SADC.

A coordinated United Nations system support to the implementation of the PoA was also provided through OIBC, focusing on fostering climate action and resilience.

To streamline UNDRR's support to implementing the PoA effectively, an MoU with AUC is under discussion, while an MoU with SADC was signed to support, among others, the alignment and harmonisation of SADC Member States' policies and programmes to the Sendai Framework for Disaster Risk Reduction, Africa Strategy on Disaster Risk Reduction and Programme of Action and regional strategies to ensure coherence.



## 7. The role of international cooperation

The role of all partners and stakeholders, including governments themselves, in-country United Nations, scientific and technical partners, and United Nations resident Coordinators Offices, has been critical over the past two years. They have advocated the importance and central role of national and local DRR strategies in advancing implementation of the Sendai Framework through better governance of risk, aiming for increased resilience and safety from the devastating impact of disasters. Work has focused on fostering links, coherence and integration between DRR, climate change and sustainable development (including through NAPs and SDGs plans). Also the importance of ensuring a systemic risk approach and facilitating a truly participatory, multi-stakeholder, multi-sectoral, whole-of-government and whole-of-society decision-making process. This includes collecting and managing disaster and climate-risk data to build evidence-based DRR strategies that address the countries' vulnerability and exposure to natural hazards.

In 2021, the social and economic impact of COVID-19 continued to magnify risk exposure and vulnerability worldwide, with at-risk populations hit hardest, as the world entered its second year of the pandemic. Amidst the changing geopolitical landscape and public-health crisis, UNDRR continued to emphasize its message that prevention saves lives, leading the way in planned risk-reduction strategies to strengthen resilience, enhance technical cooperation and increase capacity-building efforts with partners. In line with its Strategic Framework 2016- 2021, UNDRR supported Member States in implementing the Sendai Framework and investing in preventative action, to accelerate SDGs targets.

This section elaborates on **how UNDRR, as the guardian of implementing the Sendai Framework, has acknowledged these challenges and has been working with partner organizations to promote integrated strategies and plans** through the following initiatives:



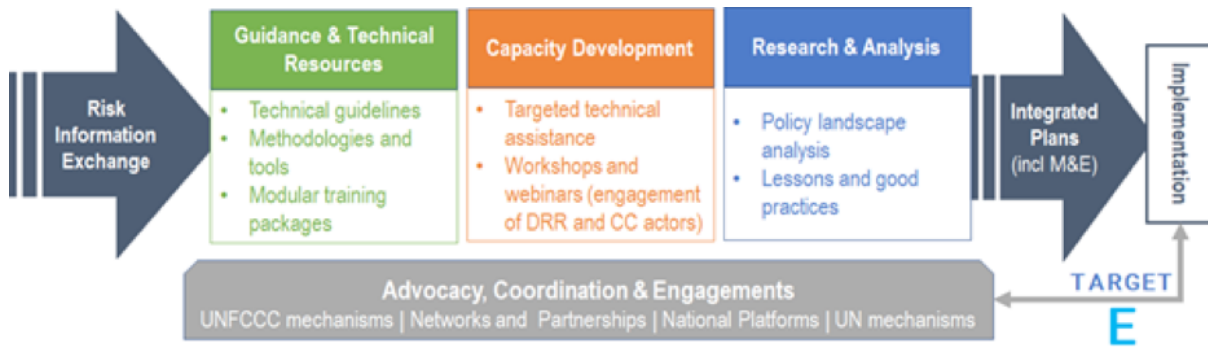
Source: UNDRR

2015 multi-stakeholder World Conference on Disaster Risk Reduction, Japan

A **comprehensive disaster and climate-risk-management (CRM) approach** that considers a number of factors to strengthen synergies between DRR and CCA, by identifying mutually beneficial opportunities across policies and programmes, while developing capacities of governments for cross-sectoral planning.

The CRM programme seeks to integrate risk-centred approaches into NAPs, and climate or forecast information into national and sub-national DRR strategies. The CRM programme, hence, focuses on risks across different timescales – short, medium, long term – and therefore, using information from weather, seasonal and climate forecasts and predictions to enable more-comprehensive planning and implementation.

Building on risk understanding, including through the planned Risk Information Exchange portal, the CRM programme promotes applying a full-spectrum analysis of risk in a country, provision of



technical resources and guidance, and targeted capacity development. This is based on analysis of the existing policy landscape between DRR and climate change at various levels, while good practices are documented and disseminated.

Across the five regions, UNDRR supported approximately 40 governments in implementing the CRM approach as per the steps below, and pillars towards the development of integrated DRR, climate change and development strategies and plans.

Policy landscape mappings and stocktaking exercises of progress of national DRR strategy implementation were undertaken in Africa, the Arab States, Asia Pacific and Europe and Central Asia. In Arab States, these were undertaken in four LDCs: Djibouti, Comoros, Mauritania and Sudan, to assess coherence in the available

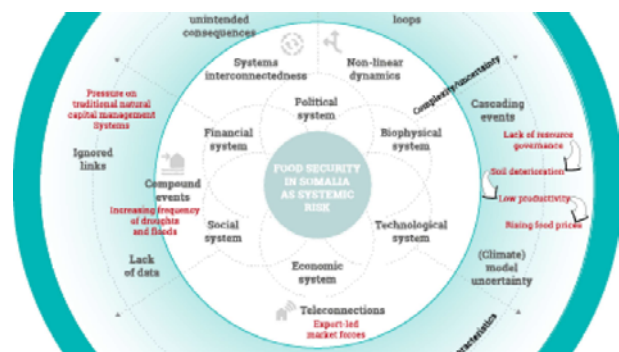
policies and strategies, and examine entry points for achievement. The policy-landscape-mapping reports have been provided to a wide range of governmental entities and stakeholders, and form the basis of upcoming plans to support the four countries, mainly in enhancing DRR governance in national platforms and national DRR strategies and adaptation plans.

Four case studies in Africa (Benin, Malawi, Niger, Uganda) enhance the understanding of policy design and implementation practices in support of DRR and CCA, identify good-practice examples and provide recommendations to advance coherence between DRR and CCA practices. In addition to the policy and planning perspective, the case studies also aimed at gaining a better understanding of the role that budgeting, finance and risk assessments can play in bringing DRR and CCA practices and communities together at national level.

## Disaster and climate data collection, management and analyses as backbones of DRR strategies and risk governance

Recent international geo-politics presented an unprecedented test of governments' ability to manage inter-connected and systemic risks. It led to the realization that reliable historical disaster and climate data were not systematically available at country level, nor were they openly exchanged across countries for to help cooperation. The COVID-19 pandemic, coupled with the ongoing climate, ecological and conflict crises, also demonstrated the need to broaden the spectrum of risks and to put more scientific reflections and analyses into compound risks such as the biological and technological hazards generated by disaster and climate risks, but also by conflict

situations. The exchange of data across countries and regions, as well as the interoperability of data, also remains an issue.



Source: 2022 Global Assessment Report from Thalheimer et al. (2022)

## Improved coordination and vertical integration between national and local DRR strategies

Most Pacific countries have policy commitments to integration and have made considerable efforts to strengthen coherence by preparing Joint National Action Plans on Climate Change and Disaster Risk Management (JNAPs). The JNAP approach has proven very successful in Pacific countries because of the limited resources of small island states, which need local human resources. This process has been run by the countries with support from the Secretariat of the Pacific Regional Environment Programme (SPREP) and the Pacific Community (SPC), and the development of the Framework for Resilient Development in the Pacific (FRDP). The experience of the Pacific region could be a model for other countries, particularly small countries and small islands states, across Asia and the Pacific, as well in the Indian Ocean, African and Caribbean regions.

Equal success was achieved in supporting Target E implementation at local level, including by creating the MCR2030's Regional Coordinating Committee (RCC) for Europe and Central Asia. The RCC involves 15 regional partners, including UNDP, WHO, UNECE, UN-Habitat and UNEP. The RCC coordinated the roll-out of the MCR2030 in the region and provided advisory support on emerging urban trends to the Regional Secretariat as well as to the Global Coordinating Committee of the MCR2030.

By contributing to Target E, Queensland Reconstruction Authority in Australia has been advancing the development of locally led, co-designed regional resilience strategies to support the coordination and prioritization of future resilience building and mitigation projects across 14 regions in Queensland. This initiative has been published as one of Queensland Reconstruction Authority's voluntary commitments titled Delivery of Regional Resilience Strategies in Queensland<sup>19</sup> on the Sendai Framework Voluntary Commitments (SFVC) online platform. Queensland Reconstruction Authority has successfully used the SFVC platform to encourage participation at community level by showing their direct contribution to the implementation of a global agreement on disaster risk reduction - the Sendai Framework.

MCR2030 cities are already making progress attributed to the opportunities available for learning and sharing. In **Africa**, a good connection is being established through MCR2030 between 96 service providers and 21 municipalities representing a population of over 12.5 million. For example, the municipality of Beau Bassin Rose Hill is now developing its local DRR strategy through multi-stakeholder engagement. Cities are also keen to mentor their peers in resilience, as exhibited by Kampala Capital City Authority, which is bringing together the cities in Uganda for resilience-building efforts.

In **Asia**, MCR2030 training for Ormoc and Baguio City in Philippines is another example of peer-to-peer learning. Makati of Philippine and Incheon Metropolitan of South Korea played vital roles at MCR2030 Resilient Hub to offer their experience on their resilience roadmap and how to use innovation on DRM at local level.

The MCR2030 dashboard is being used by national governments, associations of municipalities, and partners as a connecting platform. Other national ministries are now promoting the inclusion of resilience in the development agenda, such as the Ministry of Lands, Housing and Urban Development in Uganda and the State Department of Housing and Urban Development in Kenya. These national ministries are in addition to traditional DRR-mandated government agencies, such as the National Disaster Management Agency of the Gambia and Liberia. The Kenya Space Agency,



Source: UNDRR Library

<sup>19</sup> [https://sendaicommitments.undrr.org/commitments/20210223\\_001](https://sendaicommitments.undrr.org/commitments/20210223_001)

the Ethiopia Public Health Institute, the Nigeria Security and Civil Defence Corps, and the Zimbabwe National Statistics Agency (ZIMSTAT) are just a few of the specialized government organizations that have joined the effort.

Municipality groups like the East African Local Governments Association (EALGA) are designed to act as catalysts in the area by strengthening the agenda of the East African Local Governments Forum (EALGF). EALGA wants to encourage adopting local strategies that are prepared for implementation by collaborating with ministries and the associations of local governments in the Member States.

In **Europe** and **Central Asia**, UNDRR has provided strong support at national level to integration platforms and mechanisms, and a close interaction is being built between national coordination mechanisms and local DRR platforms. The regional office is working to support the development of national platforms in Albania, Turkmenistan and Slovakia, the reorganization of national platforms in Belgium, Finland and Luxembourg, and increased stakeholder participation in national-platform processes in Armenia, Croatia, France, Portugal, Kyrgyzstan and Tajikistan. To date, 35 countries in the region are equipped with DRR-coordination mechanisms.

Since 2015, empowerment of local government has continued in Europe and Central Asia. UNDRR oversaw the launch and implementation of the MCR2030 initiative, bringing together 68 participating cities and 46 regional entities from previous years. As of 2022, over 55 million people live in one of the 141 MCR2030 cities in the region. The regional office also successfully supported establishing global Resilience Hubs in Barcelona, Greater Manchester, Helsingborg, Malmoe, Matosinhos, Milan and Potenza (with Wroclaw's application pending). The hubs are networks of innovators from business, investment, civil society,

academia and urban-development communities, who are committed to mobilizing financing and raising the resilience of all urbanites in meaningful and inclusive ways. Through specific project-based engagement, UNDRR guided MCR2030 implementation through the roll-out of Disaster Resilience Scorecard for Cities and Public Health Resilience Scorecard assessments. UNDRR is supporting four capital cities in Central Asia – Ashgabat, Bishkek, Dushanbe and Nur-Sultan – through the Central Asia Initiative, funded by the EU, inspiring local stakeholders to initiate the development of home-grown disaster-resilience strategies and plans. The province of Potenza's work has also been recorded in the SFVC online platform, showcasing their support to building municipal and community resilience.<sup>20</sup>

The number of local activities and partnerships in the region, through and beyond the MCR2030 initiative, confirms cities are often taking leadership for tackling DRR issues and reducing risk in urban areas. The initiatives taken by authorities on the front line of events and impacts, often represent good practices and innovative measures that could be replicated at other geographic levels.

However, in most cases local authorities face important funding gaps in implementing local plans and preventive measures. Discussion between national and local levels, both in governance and budget, remains a priority to address for improving coherence and efficiency of measures.

In some countries, like Colombia in the Americas and Caribbean region, vertical articulation between national and local governments is entrenched in law 1523. While other countries of the region include this component in their national DRR plans and strategies, passing towards national DRM systems and services (Argentina, Bolivia, Ecuador, Chile and others), the existence of a law ensures its actual application.

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20 [https://sendacommitments.undrr.org/commitments/20190308\\_007](https://sendacommitments.undrr.org/commitments/20190308_007)



## Increased mobilization of in-country partners in supporting Target E at national and local levels

Since 2015, UNDRR has progressively fostered a closer collaboration with in-country partners to support governments in developing and implementing their DRR strategy to achieve Target E. This included governments themselves as well as United Nations partners such as UN Resident Coordinators Offices, and technical and scientific institutions, and was established at governments' request.

**For the United Nations**, 17 organizations reported supporting countries in developing, updating or implementing national, local and sectoral DRR strategies in 2021 under the reporting mechanism of the [UN Plan of Action on Disaster Risk Reduction for Resilience](#) including FAO, ILO, IOM, ITU, UNCTAD, UNDCO, UNDP, UNDRR, UNFPA, UNITAR, UNESCO, UN-Habitat, UNICEF, UN-Women, WFP, WHO and WMO, and covering 232 reported strategies.

Of the 90 countries supported in DRR strategies in 2021, 76 received assistance for national or local DRR strategies. Of these, 68 were supported on national strategies (85 in 2020), 33 on local strategies (16 in 2020) and 25 for both (Figure 1). The second most supported DRR strategy type was sectoral (43 countries); and 12 countries received support for all three types.

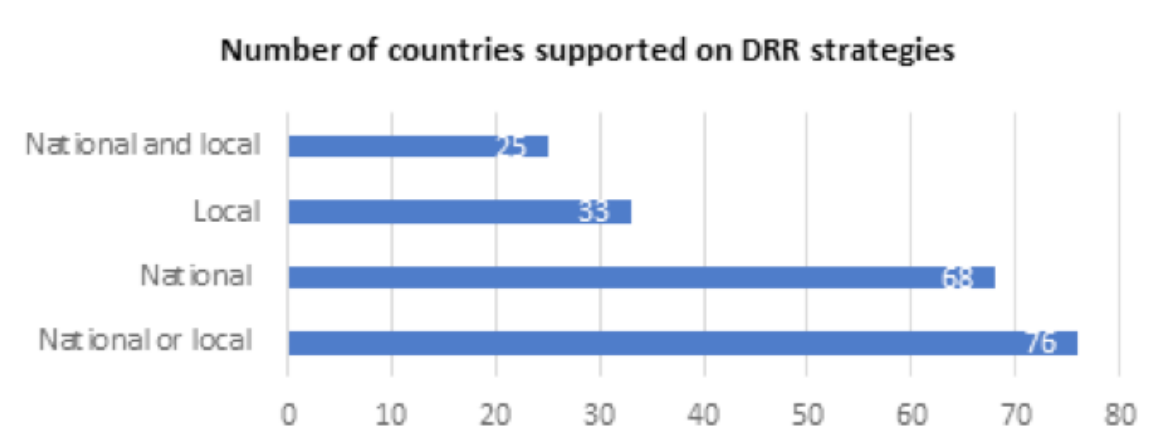
Overall, a slightly larger number (85; 37 per cent) of reported DRR strategies was indicated

as incorporating a coherent approach (CCA alongside DRR) compared to those with a singular DRR approach (82, 35 per cent). At the same time, a higher number of reported national and sectoral DRR strategies reflected a singular DRR approach than a coherent approach. The analysis revealed the opposite for local DRR strategies: a larger number of supported local DRR strategies integrated a coherent approach.

Analysis of reported data indicate a dominant multi-hazard approach for DRR strategies supported by reporting United Nations organizations (190 of 232; 82 per cent) in 2021, with only a few strategies including a single-hazard approach (13: mainly sectoral DRR strategies, a few local ones and only one national DRR strategy). There were also eight trans-boundary hazard-related DRR strategies reported.



Figure 1: Distribution of support to countries by reporting UN organizations under the UN Plan of Action on Disaster Risk Reduction for Resilience in relation to the different type of DRR strategies in 2021



In 2021, engagement of reporting United Nations organizations in DRR strategy-related processes most frequently was to articulate specific DRR activities (144) and organize capacity-building workshops (132). Support provided to hazard, vulnerability or risk assessment (109), and to increase gender equality, or women's empowerment or leadership integration, were cited in relation to the least number of reported strategies (96)<sup>21</sup>. At the same time, DRR strategy processes were often reported as benefiting from multiple types of support from United Nations organizations.

In recent years, agreements have been signed among UN Agencies to establish a clear basis for cooperation and division of responsibilities for accelerating the Sendai Framework implementation at country level. Such initiatives have proven to provide a quite effective mechanism to enhance complementarity and effectiveness, and to foster alignment and coherence with other core development frameworks such as the Paris Agreement or the SDGs. The signature of the cooperation agreement between UNDRR and UNDP, for instance, has exponentially facilitated the provision of targeted technical expertise and support to countries in implementing the Sendai Framework at national level. The latter has ranged from supporting the development of DRR strategies

to guiding their steps in undertaking the Midterm Review of their progress and achievements in support of the global Midterm Review process of the Sendai Framework implementation in the lead up to the High-Level Political Forum on the MTR SF in May 2023 in New York.

Such a global initiative has clearly highlighted the added value of formalizing cooperation between United Nations partner entities on achieving common development goals as it cascaded down to regional, national and local levels. As an example, in the Arab States, UNDRR collaborated with UNDP Country Office in Somalia in 2020-2021 and ensured it is represented in all its national consultation workshops on updating the national DRR strategy. This has provided a good basis for complementarity, which is demonstrated in a new project proposal developed by the office and funded in 2022 to complement the work done and support implementation of the strategy. A similar collaboration took place with UNDP Country Office in Jordan to co-organize national consultation workshops on updating the national DRR strategy and its action plan, to become more aligned with Sendai Framework and biological hazard and to be risk informed. In the Americas and Caribbean region, Peru's national DRR plan and strategy was also developed with UNDP's support.

## IBCs as effective new mechanisms that positively influence developing national DRR strategies

Through issues-based coalitions (IBCs), the United Nations regional reform process is providing a platform in each region for UNDRR to have a more direct and greater impact at field level. IBCs represent an important opportunity for UNDRR to elevate DRR to a strategic level in the United Nations system and maximize its impact at regional and national levels. UNDRR Regional Offices Heads' engagement in the IBCs is key to UNDRR's work within the United Nations system and to achieving its mandate at regional and national levels.

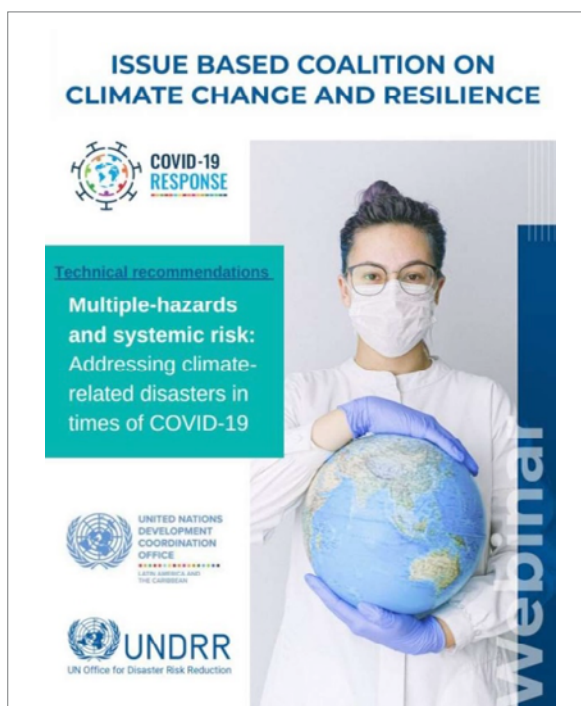
Recent discussions have highlighted that, with the COVID-19 outbreak, all governments and United Nations partners' priorities at the political level, but also in financial support and efforts to mobilize resources, are being redirected towards mitigating, preparing for and responding to the pandemic. The COVID-19 crisis has already had implications for



Source: ESCWA

available budgets and is leading to new contexts such as a) countries no longer interested or in a position to engage and support regional or global problems (including climate change) given the perceived need to dedicate resources to domestic

21 The 'UN Joint Study 2021 Beyond Vulnerability': <https://www.undrr.org/publication/beyond-vulnerability-gender-equality-and-womens-empowerment-and-leadership-disaster> (recommendations 1-4 and 7 on pp 60) continues to inform the UN DRR Plan of Action agencies:



Source: United Nations Office for Disaster Risk Reduction – Regional Office for the Americas and the Caribbean

economic recovery from COVID-19; b) some countries deciding to ease environmental standards that would in the long run affect the increase in disasters' intensity and frequency (as US and China, could involve others); and c) increased pressure on the natural environment and natural resources caused by the fear of food insecurity and its related impacts on the whole food supply and food chain.

Though the COVID-19 crisis demonstrates that risk is systemic and crises are becoming more complex and deadly, (hence the need to address risk in the widest possible sense), there is a danger that environmental authorities and disaster-risk-management institutions might not necessarily be

part of debates about future paths of development. Some IBCs' initiatives to integrate COVID-19 and the overall issue of pandemics as part of their TORs, like in Asia Pacific, might be a way of bringing health and risk-reduction partners together to address risk from a systemic approach. In the Americas, the IBC for climate change and resilience is also strategically positioned to systematically address short and mid-term government concerns on risks and multisectoral approaches for building resilience.

To address the COVID-19 crisis and provide appropriate support at country level, some IBCs are now integrating COVID-19 as part of the CCA or resilience work, thereby addressing the pandemic's aspects as part of a systemic risk approach (Asia Pacific, Americas). Other IBCs were specifically developed on COVID-19, independently from overall country efforts on DRR, CCA and resilience (Africa).

UNDRR made effective contributions to a number of thematic IBCs in all regions. In Asia Pacific, UNDRR worked with the Asia-Pacific IBC on Building Resilience in advocating at the 77th session of the Economic and Social Commission for Asia and the Pacific (ESCAP) for improved national multi-hazard disaster-risk governance. As a result, Member States agreed in April 2021 to a resolution (ESCAP Resolution 77/1) that called for better integration of health into DRR by implementing the Bangkok Principles for the health aspects of the Sendai Framework. This advanced perspectives on this, in support of improving overall disaster-risk governance through increased coordination between health and DRR sectors. Another example has been the co-leading role of UNDRR in the Task Team of Climate Change of the IBC on Environment and Climate change in Europe and Central Asia. This produced a review of good practices in DRR-CCA integration across the region, to support RC Offices and Country Teams.

## UN support to countries to risk-inform United Nations Sustainable Development Cooperation Frameworks (UNSDCFs), including reference to DRR strategies

UNDRR is a member of the United Nations Development Cooperation Office (UNDCO) Peer Support Group (PSG) that supports countries in developing high-quality and standardized UNSDCF that embraces all the United Nations programming principles. UNDRR carried out quality checks on the draft CF and Common Country Analysis to ensure they are risk-informed, coherent with the SDGs, and

integrate DRR and climate-change information in their formulation. UNDRR carried out a quality check for Uganda, Ethiopia, Zambia, Nigeria, Kenya, Malawi, Mozambique, Cote D'Ivoire and Gambia. Specifically, UNDRR trained programme management officers in Madagascar on how to integrate DRR and CCA in the development of a Cooperation Framework using the UNDRR guidance tools.

Of the 30 UN Sustainable Development Cooperation Frameworks (CFs) signed in 2021[1], 14 incorporate a reference to adopting or implementing national DRR strategies, plans or policies in their Results Framework indicators (Table 1). Of these, three also refer to adopting or implementing local DRR

strategies or plans, and one to sectoral DRR strategies. Additionally, six include indicators that foresee the adaption and implementation of local DRR strategies or plans. In total, 20 CFs signed in 2021 refer either to adopting or implementing local or national DRR strategies or plans.

Table 1: References to the adoption or implementation of national, local or sectoral DRR strategies, plans or policies in the Result Frameworks of UN Sustainable Development Cooperation Frameworks signed in 2021

UN Sustainable Development Cooperation Framework		Results Framework / Results Matrix Indicators		
	Country	National DRR strategies	Local DRR strategies	Sectoral DRR strategies
1	Albania	X	X	
2	Azerbaijan	X		
3	Barbados	X		
4	Belize	X		
5	Democratic Republic of the Congo		X	
6	Honduras	X		X
7	Guyana	X		
8	Jamaica	X		
9	Suriname	X		
10	El Salvador	X		
11	Eritrea		X	
12	Kuwait	X		
13	Lao PDR		X	
14	Liberia		X	
15	Malaysia	X		
16	Maldives	X		
17	Mozambique		X	
18	South Africa	X	X	
19	Serbia	X	X	
20	Thailand		X	
		<b>14</b>	<b>9</b>	<b>1</b>



Table 2: Examples of indicators in Results Frameworks of CFs signed in 2021 that refer to national, local or sectoral DRR strategies

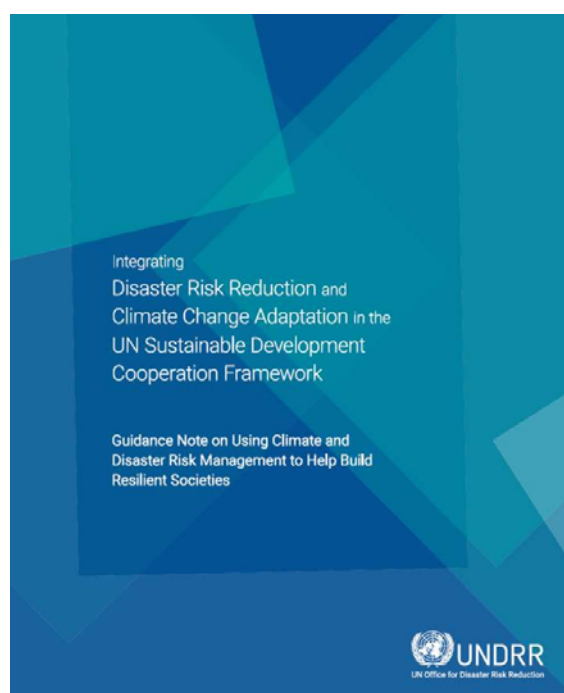
<b>National and local DRR strategies</b>	<b>Albania</b>	Outcome B. 'Indicator j. Availability of i. National disaster risk reduction strategy and updated national emergency plan, and ii. Proportion of municipalities with disaster-risk reduction strategies in line with the Sendai Framework and incorporating gender equality and child-rights considerations and sex disaggregated data'
<b>Local DRR strategies</b>	<b>Lao PDR</b>	'Indicator 51. Number of local governments that have adopted and implemented local disaster risk reduction strategies, disaggregated by province, district and village'
<b>Sectoral DRR strategies</b>	<b>Honduras</b>	Indicator '2.3.4.c Sectoral policies in disaster-risk management and climate-change plans and strategies developed'

*Note: The list of signed UN Sustainable Development Cooperation Frameworks reflects the status of December 2021 as included on the UN SDG Knowledge Portal*

Closer cooperation with, and engagement of, UN Resident Coordinators' Offices has also been made, to heighten the countries' political dynamics and DRR realities. In Europe and Central Asia, technical assistance is provided at different scales to 18 UN Country Teams through focal points and results groups for developing and implementing UNSDCF. In Ukraine, such collaboration enabled the development of a national risk profile, aiming to inform national implementation of CCA and the 2030 Agenda, as well as the next national strategy for DRR. In Moldova and Serbia, in-country collaborations contributed to raising local health and disaster resilience by supporting localized UN Socio-Economic Response and Recovery Plans for COVID-19 and the uptake of public-health addendum scorecards.

Specifically, UNDRR and the UNDP Regional Hub published a joint study on the impact of COVID-19 on national disaster-management agencies in the Europe and the Commonwealth of Independent States (ECIS) region, which served as the basis for targeted events with the UNCTs, Sendai Framework focal points in the ECIS region, and the 2021 European Forum for DRR.

Stakeholders' engagement in supporting the development and implementation of DRR strategies



Source: UNDRR

While each State has the primary responsibility to prevent and reduce disaster risk, the Sendai Framework emphasized that this is a shared responsibility between governments and other stakeholders. Given the multi-sectoral and systemic-risk nature of DRR, a whole-of-society approach is the way forward, to tailor DRR action and maximize impact.

## STAKEHOLDER ENGAGEMENT MECHANISM

### SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION 2015-2030

In this, the UNDRR Stakeholder Engagement Mechanism (SEM) represents an important and recognized mechanism that brings all stakeholders together in support of implementing the Sendai Framework at national and local levels. At the second edition of the Stakeholder Forum held at the GP22, stakeholders, member states and United Nations actors convened to share good country examples and understand the forces that lead to the success of effective and inclusive DRR governance, the factors which limit the impact, and what can be shared as others also seek to benefit from increasingly diverse participation. Representatives from the Philippines, Vanuatu, IOM, NRC, SLOCAT Partnership on Sustainable, Low Carbon Transport, and youth groups shared experiences, good practices and lessons learnt on inclusive governance in implementing the Sendai Framework. The session also identified elements of successful governance and inclusion that could be replicated, and helped understand how previous barriers to good governance and inclusion were addressed.

In private-sector engagement, recognizing the fact that working with private-sector practitioners creates opportunities to learn from each other in how to prepare, anticipate and respond to impacts of disasters and make DRR part of the whole manufacturing and supply chain, UNDRR put a global ARISE Network in place in 2015, to support the private sector in becoming a key partner in reducing disaster risk. It has grown to over 450 members and 29 networks across the world, with energy and appetite to grow ARISE and to equip it to effect change in how the private sector invests in a risk-informed sustainable future.



There are several examples of how ARISE members are contributing to DRR implementation. For instance, ARISE-Mexico's initiative Unidos por Ellos (together for them) is a digital platform that aims to connect communities in need of private-sector solutions. ARISE-Mexico supports action on prevention while the Connecting Business Initiative (CBI) supports response and recovery, with overall coordination by CENACED (National Center for the Support in Contingencies). ARISE members also contribute with concrete tools and knowledge. For example, ARISE-USA developed the Critical Asset Management Tool (CAMS) and contributed to the Food System Resilience Addendum to the Disaster Resilience Scorecard for Cities. ARISE-India has developed a flood early-warning system that helps assess potential savings in flood damage to private and public assets, with the Government of Tripura being one of the first users. ARISE members also develop partnerships with local authorities. AISR, an ARISE member in Brazil, is working with the city of Campinas on a United Nations Coherence Living Lab supporting a Making Smart Cities Social Responsibility Initiative to reduce vulnerability and increase community resilience. ARISE-Philippines supports the Adopt-a-Municipality Project by Aboitiz Foundation, to develop a comprehensive, science-based approach to community disaster and CCA in the municipality of Tiwi, Philippines. ARISE-India contributed to the Tech Emerge Resilience India Challenge led by Resilience Innovation Knowledge Academy, in collaboration with the Indian Institute of Technology, that started in 2021.

The micro, small, and medium enterprise (MSME) sector is one of the focus areas of ARISE. Bearing in mind that the private sector, especially MSMEs, contributes up to 90 per cent of the gross domestic product (GDP) in many African countries, UNDRR established in early 2020 the ARISE Africa Network with the aim of promoting, enhancing and supporting the implementation of the Sendai Framework through advocacy, sharing knowledge and resilience programming in projects for the integration of DRR into business strategies and management practices. ARISE Networks in Africa include: (i) ARISE South Africa (SADC Region); (ii) ARISE East Africa (EAC and IGAD Region); (iii) ARISE CORAF (The West and Central Africa Council of Agricultural Research and Development) – CORAF as an Affiliate member. A similar process was set up in all other regions, and even at national level (Philippines). Good practices by members of

ARISE are also published on the Sendai Framework Voluntary Commitments online platform to highlight their contribution to the Sendai Framework and to target E.<sup>22</sup>

Similarly to ARISE, but engaging scientific and technical institutions to support building the evidence base and fostering relevant risk understanding and mapping exercises, the Scientific and Technical Advisory Group (STAG) was created at a global level in 2018 and was replicated at regional level to ensure coherence of action and to foster collaboration across regions. The establishment in 2018 of the European Scientific and Technical Advisory Group (E-STAG) greatly participated to this effort, in highlighting national experts and including them in national decision-making processes, and also in producing regional evidence-based guidance notes that address the question of national and local strategies. Today, the E-STAG is composed of experts from 20 Member States, and several thematic experts who regularly contribute to regional, sub-regional, national and local DRR activities. E-STAG co-produced an important and timely policy paper on the research needed to address climate-adaptation gaps. This paper explored options for implementing adaptation for reducing multi-hazard risks, in the context of cascading risks and the compound nature of disasters locally and across national frontiers. Other successful integrative projects of the E-STAG that have provided thought leadership across thematic areas include an analysis of the evolving risk of wildfire in the region, an official contribution to the development of the next European Union Forest Strategy, a position paper on the possibilities of the Horizon Europe initiative for disaster risk reduction and a working paper mapping a green and resilient recovery from the COVID-19 pandemic for Europe.

In 2019, UNDRR, jointly with the African Union Commission (AUC), established both the Africa Youth Advisory Board (AYAB) and the Africa Science and Technology Advisory Group (Af-STAG) to promote youth involvement and the engagement of educators, scientists, researchers and technology experts in developing and implementing regional and national DRR policies, strategies and plans. Each group has 15 members recruited from all corners of Africa, but taking the gender perspective in the process. The two entities support member states and other stakeholders in formulating policy and developing DRR capacity, as



well as being members of the Africa Working Group on DRR, the continental body for DRR coordination and overseeing Sendai Framework implementation in Africa. Af-STAG is composed of well-known professors and lecturers from African universities.

AYAB supported developing some resources for schools and colleges in Africa; Know DRR and Know Climate Change are two smartphone apps for training on those two subjects. Additionally, AYAB also supported developing the youth-friendly POA for implementing the Sendai Framework in Africa. AYAB showcased its initiatives as a voluntary commitment published on the Sendai Framework Voluntary Commitments online platform,<sup>23</sup> to receive higher visibility for these activities.

**Voluntary commitments made by non-State actors and stakeholders** to support governments in developing and implementing national and local DRR strategies also represent an important contribution to advancing Target E of the Sendai Framework implementation. As requested by the Sendai Framework and UNGA resolution (69/283), all stakeholders were encouraged to publicize their commitments and their fulfilment in support of implementing the Sendai Framework, or the national and local DRM plans. These are properly acknowledged and consolidated through the Sendai Framework Voluntary Commitments online platform operated by UNDRR. At December 2022, there were 107 voluntary commitments publicly available on the online platform, of which 57 were reporting their support to the implementation of Target E of the Sendai Framework, involving 472 organizations as implementers or partners and including 244 deliverables.

22 [https://sendaicommitments.undrr.org/commitments?umbrellainitiatives=UNDRR%20Private%20Sector%20Alliance%20for%20Disaster%20Resilient%20Societies%20\(ARISE\)&selectedTargets=E](https://sendaicommitments.undrr.org/commitments?umbrellainitiatives=UNDRR%20Private%20Sector%20Alliance%20for%20Disaster%20Resilient%20Societies%20(ARISE)&selectedTargets=E)

23 [https://sendaicommitments.undrr.org/commitments/20191201\\_001](https://sendaicommitments.undrr.org/commitments/20191201_001)

**Many other external United Nations partners have been supporting similar efforts at country level.**

In Bangladesh, for instance, efforts to strengthen institutional coordination for mainstreaming DRR into development planning have been made under the National Resilience Programme (NRP). The NRP is a partnership between the Government of Bangladesh, UNDP, UN Women, and the United Nations Office for Project Services (UNOPS), that aims to provide strategic support to develop national capacity to keep pace with the changing nature of disasters. Activities under the NRP aim to strengthen multi-hazard national and sub-national disaster and climate-risk assessments, to inform development planning and programming.



Source: World bank/GFDRR, SPC-SOPAC and ADB

The Pacific Catastrophe Risk Assessment and Financing Initiative (PCRAFI)<sup>24</sup> aims to provide Pacific island countries and territories (PICTs) with disaster-risk modelling and assessment tools. It also aims for dialogue with the PICTs on integrated financial solutions for reducing their financial vulnerability to natural disasters and to climate change. The initiative is part of the broader agenda on DRR and CCA in the Pacific region. It is a joint initiative of the Pacific Community Applied Geoscience and Technology Division (SPC-SOPAC), World Bank and ADB, with the financial support of the Government of Japan, Global Facility for Disaster Reduction and Recovery (GFDRR) and the ACP-EU Natural Disaster Risk Reduction Programme, and technical support from AIR Worldwide, New Zealand GNS Science, Geoscience Australia, Pacific Disaster Center (PDC), OpenGeo and GFDRR Labs. One of the initiatives under the PCRAFI was to establish the Pacific Catastrophe Risk Insurance Company (PCRIC), designed to provide climate and disaster-risk insurance to member countries. It aims to assist PICs with post-disaster funding needs without compromising their economic stability. The current member countries include Cook Islands, Marshall Islands, Samoa, Tonga and Vanuatu.

<sup>24</sup> <http://pcrafi.spc.int>

<sup>25</sup> [www.pacific-r2r.org](http://www.pacific-r2r.org)

<sup>26</sup> Platform for Disaster Displacement includes xxxx

<sup>27</sup> <https://www.undrr.org/publication/words-action-guidelines-disaster-displacement>

<sup>28</sup> [https://www.undrr.org/sites/default/files/2021-02/WiA\\_Displacement\\_Checklist\\_En\\_0.pdf](https://www.undrr.org/sites/default/files/2021-02/WiA_Displacement_Checklist_En_0.pdf)

<sup>29</sup> <https://kayaconnect.org/course/info.php?id=3028>

The Pacific Ridge to Reef programme<sup>25</sup> is a Global Environment Facility (GEF) multi-focal area programme guiding coordinated investment of GEF grant-funding across its focal areas of biodiversity conservation, land degradation, CCA and mitigation, sustainable land management, sustainable forest management, and international waters in Pacific SIDS. It is a multi-agency initiative involving UNDP, United Nations Food and Agricultural Organisation (FAO), and UNEP as GEF implementing agencies.

Several national DRR strategies in Latin America were developed based on findings of the Inter-American Development Bank's Index for Public Policy Governance (iGOPP), such as Mexico, Ecuador, Paraguay and others. In the case of Peru, UNDP and the World Bank were quite instrumental.

**Some thematic aspects of DRR have benefited from dedicated capacity and cooperation from targeted groups of partners, to integrate these as part of DRR strategies.**

In the area of disaster displacement, for instance, the cooperation between the Platform for Disaster Displacement (PDD)<sup>26</sup>, the Norwegian Refugee Council (NRC) and UNDRR led to the development of a Words into Action (WiA) Guidelines on Disaster Displacement<sup>27</sup>, focusing on how to reduce risk, address impacts and strengthen resilience. More recently, under the leadership of NRC, a WiA checklist<sup>28</sup> and an eLearning course<sup>29</sup> on disaster displacement were also developed in multiple languages. Throughout 2021 and 2022, UNDRR promoted the WiA guide through its website and participated in a social-media launch of its checklist and eLearning in 2021. The guidelines are being rolled-out in several regions and countries (Horn of Africa, Central America, South Africa, Mozambique, Nepal, Trinidad and Tobago) in collaboration with NRC, PDD, Intergovernmental Authority on Development (IGAD), Coordination Center for the Prevention of Natural Disasters in Central America (CEPREDENAC), and Andean Disaster Prevention and Response Committee (CAN-CAPRADE), to help governments and other stakeholders address displacement in their DRR strategies and plans. Relevant UNDRR regional offices have contributed to the country roll-outs in collaboration with NRC and PDD.



In the midst of the pandemic, disaster displacement continued to be a pressing challenge to the disaster-prone countries of Asia and the Pacific. In response, UNDRR ROAP, working with IOM as part of the working group on disaster displacement of the IBC on Building Resilience, developed concrete suggestions for policymakers to prevent, mitigate and respond to disaster-related internal displacement in health crises, drawing also on lessons learnt in conflict situations. Sharing practical insights from the experiences of Afghanistan, Bangladesh, the Philippines and Vanuatu, the analysis reinforced the importance of context-specific, collective, and multi-hazard approaches<sup>30</sup>

In 2022, the group produced four educational videos to summarize what governments and stakeholders can do to reduce disaster displacement. The videos, available in English, Tetum (Timor-Leste), Tagalog (the Philippines), and Bahasa Indonesia, are based on the Checklist on Disaster Displacement and are meant to complement the Words into Action Guidelines on Disaster Displacement as well as the accompanying e-learning course. UNDRR ROAP and IOM also organized, in collaboration with PDD, IFRC and the Raoul Wallenberg Institute (19 November 2020), a Regional Exchange on Disaster-Induced Displacement to inform the UN SG High-Level Panel on Internal Displacement. A policy brief

was developed (published in Feb 2021), providing recommendations on preventing displacement, response and long-term solutions, building on the experiences in Afghanistan, Bangladesh, Indonesia, Mongolia, the Philippines, and Sri Lanka.

At country level, members of the working group on disaster displacement of the Issue Based coalition on Building Resilience provided feedback (June 2021) on developing a plan for the recently adopted Bangladesh National Strategy on the Management of Disaster- and Climate-Induced Internal Displacement. The strategy, which invokes the Sendai Framework, sets out a comprehensive and realistic rights-based framework that respects, protects and ensures the rights of disaster and climate-induced internally displaced persons (DCIIDs) in different stages of displacement and during the search for durable solutions.

Under the leadership of UNDRR ROAP and IOM, a virtual discussion was organized (4 December 2020) between 12 Resident Coordinators in the region and the United Nations Special Rapporteur on Human Rights of Internally Displaced Persons, on the findings and recommendations of her report to the General Assembly entitled “Internal displacement in the context of the slow-onset adverse effects of climate change”.



Source: Getty Images

30 <https://knowledge.unasiapacific.org/our-work/knowledge-resources/weathering-storms-covid-19-disasters-and-internal-displacement-asia>

## Enhanced donors' interest and efforts to mobilize resource in support of implementing DRR strategies and Target E of the Sendai Framework

Recognizing that accelerating the implementation of the Sendai Framework at national and local levels involves not only ensuring that DRR strategies are integrated effectively with climate-change considerations and the SDGs, but are also attached to an appropriate budget. Several donor governments have increased investments in DRR, including to UNDRR and other United Nations partners, to increase technical support to governments, whether through targeted cooperation agreements or specific projects.

Selected donor governments and partners, while contributing to enhancing DRR financing overall, have allocated budgets and funding to specific priorities and regions as in the following (non-exhaustive) examples:

- In Africa, the Swedish Government continues to support developing and implementing an institutional and legal framework that establishes a clear chain of responsibility a continent-wide multi-hazard early-warning system (MHEWS) to function as a key component in enhancing national and sub-regional risk-governance systems. This was validated by experts during the Multi-Hazard Early Warning/ Early Action Conference in Nairobi in October 2021. Aligned with that framework, the Intergovernmental Authority on Development has established a disaster-operations centre in Nairobi that, together with the African Centre of Meteorological Applications for Development situation room in Niamey, forms the genesis of a continental multi-hazard early-warning and early-action system connected to the African Union continental situation room for disaster risk, in Addis Ababa.
- In addition to Sweden, Italy, ECHO, and the EU are supporting the implementation of the Africa Road Map for Improving the Availability, Access and Use of Disaster Risk Information for Early Warning and Early Action, including in the Context of Transboundary Risk Management. Support has been provided to the AUC, ACMAD, IGAD-ICPAC, and now plans are underway to provide the same to ECOWAS and some Member States.
- CREWS - a mechanism jointly coordinated by the WMO, the World Bank and UNDRR, that funds LDC and SIDS for risk-informed early-warning systems - is being spread out across regions, with particular focus on Africa, Asia, the Caribbean and Pacific. In the Caribbean, the MHEWS roadmap is under development, with a focus on moving from standard early-warning systems to impact-based forecasting that can lead to anticipatory and early action. In the Pacific, the CREWS Pacific SIDS aims to strengthen the ability of the Regional Specialised Meteorological Centre (RSMC Nadi) within the Fiji Meteorological Service to support other Pacific islands, enhance the capacity of the national hydrometeorological agencies of PICs and territories, to provide impact-based forecasts of extreme weather events (such as floods, droughts, cyclones and storms) and to enhance the effectiveness of Pacific island and regional early-warning systems for local and vulnerable populations.
- In 2020, Italy provided funding for implementing a comprehensive DRR capacity-building project in the Arab region. It included support to establish a national DRR platform, undertaking policy-landscape mapping to examine coherence of policies across DRR, climate change and SDGs global frameworks and agendas, the development of the national DRR strategy, the assessment of local resilience and development of a local resilience plan for Jawhar city, as well as establishing and updating of the national disaster-loss database using DesInventar, and developing a feasibility study on early-warning systems.
- European countries continue to provide a key source of funding for DRR. In 2021, Luxembourg and Sweden renewed commitments to UNDRR through new cooperation agreements for the period 2022-2025. As a result, USD 33.5 million





has been pledged for 2022 onwards. Of the top-ten donors to UNDRR, six are within the ECA region. Further, Portugal made a significant in-kind contribution to UNDRR by hosting the Regional Platform for Disaster Risk Reduction in Matosinhos.

- Key stakeholders such as the EU place critical efforts on building on the impact of past and current crises such as COVID-19, for developing plans that address climate-change action, greening efforts and sustainability. The percentage of investments incorporating these issues has raised from 20 per cent to 45 per cent since the adoption of the Sendai Framework.

The EU is supporting many regions and countries throughout the world. The EU's islands project, Resilience Building and Disaster Response Management in the Indian Ocean, is contributing to moving from developing national DRR frameworks aligned with the Sendai Framework, toward the implementation phase. One of the main activities is supporting countries in implementing their plans and increasing their institutional capacity for DRR. In 2022, UNDRR organized national workshops in Mauritius, Madagascar and Seychelles on Sendai Framework monitoring and disaster-loss data-collection as part of implementing their plans. The objective of these workshops was to strengthen Member States' capacities in disaster-loss data-collection and use of disaster-loss data.

- The Europe and Central Asia region is at the forefront of thinking on innovative and private-sector-orientated finance mechanisms. Financing, (re)insurance, banking, investment and business decisions increasingly consider disaster, and future climate and cyber risks, as well as recognize the growth and profitability of environmental, social and governance investments. Water, transport, communication, health and energy systems, policies, agreements, and standards and directives, increasingly support green and resilient investments for a more disaster-resilient future, including for future climate scenarios.



Japan is a strong supporter and part of the global leaders in the area of DRR, with top technological and scientific innovations in support of disaster and climate risk reduction, and hosted the foundational global fora for DRR (Yokohama Conference in 1994; Kobe World Conference on DRR, 2005; and Sendai World Conference on DRR, 2015) and provides general financial support for implementing the Sendai Framework. It has demonstrated over the years a particular interest in achieving Target E across regions. The Sendai Cooperation Initiative for Disaster Risk Reduction is an illustration of a dedicated donor's support to enhance disaster-risk governance through the contribution to Target E.

The Sendai Cooperation initiative was announced by the Japanese government, just before the 3rd UN World Conference on DRR in Sendai, Japan in March 2015. This initiative has mainly been implemented by Japan's International Cooperation Agency (JICA) and seeks to establish enhanced collaboration to advance DRR at a global level and accelerate implementing the SF in a holistic manner across Member States at national and local levels, and to support them in developing their DRR strategies, along the lines of Target E. As part of the initiative, 7,732 experts in various DRR skills were dispatched to different regions: 5,535 (71.6 per cent) to Asia, 805 (10.4 per cent) to Latin America and the Caribbean, and 510 (6.6 per cent) to Africa<sup>31</sup>. Guidance about the eight steps for Developing a Local DRR Plan<sup>32</sup> was also developed and aligned with the Sendai Framework as a practical and feasible method to develop local DRR strategies, including concrete measures for proper investment. The initiative consists of training government officials, local leaders and the next generation on DRR through technical cooperation projects, training and feasible methods to develop local DRR strategies, including concrete measures for proper investment.

31 JICA's Cooperation for Disaster Risk Reduction: Disaster Resilient Society for ALL, JICA, 2021

32 See more on <https://www.jica.go.jp/activities/issues/disaster/ku57pq00001p03o3-att/8steps.pdf>, [https://www.jica.go.jp/english/our\\_work/thematic\\_issues/disaster/agenda.html](https://www.jica.go.jp/english/our_work/thematic_issues/disaster/agenda.html)

# EMERGING ELEMENTS

Governments have made good progress in setting up or reviewing risk governance mechanisms, institutions and strategies to ensure the resilience and optimal protection of communities from the combined impact of disaster, climate, health and biological hazards, among others.

There has been a steady increase in the number of national DRR strategies since the adoption of the Sendai Framework for DRR 2015-2030. In 2015, only 55 countries reported having adopted them, while in April 2022, 125 had, an increase of 127 per cent.

This is encouraging. However, there are still opportunities for improvement and achieving the target fully requires accelerated efforts, and a more systemic and multi-hazard approach to DRR strategies – as highlighted by the COVID-19 crisis – not just in developing them, but in securing the resources for their national and local implementation.

Assessing national strategies across regions reveals a pressing need for detailed plans to support implementation, for predictable funding, timescales, agencies responsible and specific tasks. There is also a need for more-systematic planning, monitoring and evaluation that incorporates a wide variety of stakeholders, including non-traditional partners.

To change course, new approaches are needed. This will require transformations in what governance systems value and how systemic risk is understood and addressed. Doing more of the same will not be enough.

– 2022 Global Assessment Report

The experience of the past seven years has shown that working across ministries and departments at all levels can help governments break institutional silos, build coherence with other key development agendas at national level and foster a multi-risk or systemic-risk approach.

More broadly, strategies often do not account for future risk. This was demonstrated most starkly by the challenges caused to national disaster-management authorities by the COVID-19 pandemic, which underscored a lack of preparedness for complex, cascading biological hazards. In this context, there is an ongoing need for inter-ministerial cooperation to support implementing DRR and to build coherence amongst sectoral strategies and plans.

Across all regions and countries, DRR financing and investment remains an area of urgent priority for national governments, as part of their governance mechanism. A better understanding is required of current regulatory environments and fiscal policies, as well as the amount of financing spent on DRR, to enhance advocacy, decision-making and budgets for prevention, including innovative ways to increase financing for resilience. In this regard, DRR-sensitive budgetary reviews provide a good sense of the financial gaps in DRR. They should be included in DRR financing strategies to support budgeting decisions, and be increased in all regions.

Looking ahead, we can be sure that disasters – be it caused by pandemics, climate change or other risks – will continue to disrupt the world's population. Our response will also be made more difficult as COVID-19 prevails. We must do more to ensure we can meet the needs of the growing number of people who will be affected, including those most at risk (the very poorest, older persons, those living with disabilities, children and those on the move, as well as women and people of diverse genders in situations of gender inequality).

The unknowns are many, but after years of working to prevent devastation by disasters, here are a few lessons we must consider:



## Developing innovative, forward-looking and inclusive integrated strategies

- Building on the various mapping and stocktaking exercises of DRR strategies in Africa, the Arab States and Asia Pacific, it is clear many were not developed using a comprehensive national multi-hazard risk assessment methodology. Rather, they identified hazards of concern based on past disasters and their impacts. Scenarios and potential impacts of these hazards are likely to be contained in sector-specific or hazard-specific strategies and plans, for example agricultural strategies.
- Implementing DRR strategies requires further concerted effort, including through coherent institutional architectures, clear legislative mandates, partnerships, and sufficient financial resources at national and sub-national levels. A whole-of-nation, inclusive, multi-stakeholder, multi-sectoral and human-rights-based approach to disaster and climate-risk reduction is critical, to foster ownership and sustainability in implementation.
- The evolving risk profile of all regions over 2015 - 2022 has represented a challenge for developing and implementing many national DRR strategies. They rarely take account of the realities of systemic risk, with its non-linear and ambiguous properties, as well as the multi-sectoral action required for mitigation. This was most starkly demonstrated in the initial response to the COVID-19 pandemic.
- Every government has the primary responsibility to prevent and reduce disaster risk by strengthening institutions that respond to and prevent the devastating impacts of disaster. However, before the COVID-19 pandemic, few countries had made concrete commitments to include biological risks – such as risk management for pandemics – in their plans for DRR. A study on the role of national disaster-management authorities (NDMAs) during COVID-19, co-authored by UNDRR and UNDP, found that while NDMAs had acted flexibly and improvised, a lack of preparedness and experience led DRR authorities to play a limited role[1].
- Government strategies must be designed to operate under a range of risk scenarios. Governments need to upgrade climate and disaster-risk analytics to better account for systemic risks and the medium to long-term effects of various climate scenarios. DRR financing strategies and related cost-benefit analyses, must integrate the real projected costs of future disaster impacts, so an appropriate budget is allocated to address these through an effective strategy.
- It is urgent that countries build stronger and more-resilient risk-governance systems that are climate-sensitive, inclusive and integrate a systemic-risk approach to preventing future crises. To mitigate risk and reduce as much suffering as possible, governments must ensure their national and local strategies for DRR account for challenges posed by biological hazards like COVID-19, and include all relevant stakeholders and vulnerable populations, including migrants and displaced persons, in their long-term DRR and recovery plans.
- In line with the recent findings by the Intergovernmental Panel on Climate Change (IPCC), DRR strategies and national adaptation plans should further align with a shared understanding of risk, and enhanced efforts to adopt a more systemic risk approach. In this respect, the COVID-19 crisis has further triggered global awareness and the realization of the urgency to adopt a systemic-risk approach through multi-hazard DRR strategies that address and take better consideration of all natural hazards and their cascading impacts.

The ongoing stocktaking and midterm review of key United Nations development processes such as the Sendai Framework, the Paris Agreement, the Sustainable Development Goals (SDGs), the Water Decade and the Samoa Pathway, represents a major opportunity to enhance alignment, coherence and mutual support between disaster risk reduction, climate change and sustainable development, and to renew political commitment for integrated action to support risk-informed development and achieving the SDGs by 2030.

## Associating systematically DRR strategies with concrete and well-resourced implementation plans

- The assessment of national strategies implementation across regions reveals a pressing need for detailed plans to support it, for predictable and specific funding, timescales, responsible agencies and specific tasks.
- There is also a need for more-systematic implementation of planning, monitoring and evaluation that incorporates a wide variety of stakeholders, including non-traditional partners.

## Enhancing unified risk understanding and approaches

- The understanding of risk and DRR concepts must be enhanced and unified across governments and stakeholders. In particular what a systemic risk, a whole-of-government and whole-of-society approach to DRM, multi-sectoral mechanisms and other terms mean in practice, so DRR strategies refer to the relevant concepts and approaches with a coherent approach and understanding.
- To prevent major pandemics like the one recently experienced, DRR strategies should encompass biological hazards - or at least some categories such as pandemics, epidemics, communicable diseases, animal diseases and pests - within the larger hazard scope of the strategy, not just as references but with concrete activities and timeframes attached to them.
- DRR strategies should specify clearly the roles and responsibilities of key organisations, in particular of respective sectors in implementing the strategies, and of national DRM entities in supporting health agencies or agriculture departments in the event of human disease outbreaks, pandemics, animal diseases or pest outbreaks. They should also include details of economic losses or the social impacts of the disruptions caused by the past pandemics, epidemics, pest-related disasters or health emergencies, and refer to the International Health Regulations (IHR).
- Many disaster-prone countries have not made DRR concerns part of development practices as an underlying principle. The failure to prioritize DRR and the resulting absence of its inclusion in country development policies, planning and implementation, leads to new or heightened patterns of disaster risk and, ultimately, an increased risk of the loss of lives and livelihoods.

## Scaling up capacity development efforts on disaster risk reduction

- Capacity-building and development are critical to guide national and local governments and others effectively in integrating DRR into national and local development planning and programming, by developing appropriate tools such as scorecards (like those linked to the MCR2030), specialist training, practical case studies and peer-to-peer exchanges, among others.
- Effective capacity development, advocacy and programming require thorough analysis. This includes sectoral policy papers, DRM financing analysis covering public-sector spending on DRR relief and response, as well as risk-mapping to identify the key gaps in DRR capacity and knowledge. These provide the basis for appropriate budgeting and decision-making.
- National governments need to adopt a strategic approach and ensure there is follow up to the training provided by partners. The follow-up support could be via national and local training institutes in the public sector, by universities and by research institutes. It should target the relevant ministries in charge of DRR (including the national women's machinery and networks where it relates to gender-responsive DRR and capacity-building). Governments must promote partnerships to institutionalize such arrangements and formalize the technical support and follow up from training. Otherwise, the benefits of training are lost when personnel leave. Establishing institutional mechanisms for a strategic approach to capacity development, especially training provided by partners, is a key recommendation for the Midterm Review process of the Sendai Framework.

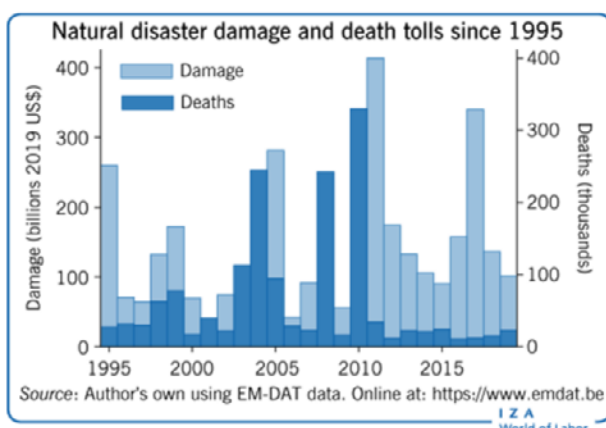
## Facilitating the collection, exchange and analysis of, and access to, reliable data to build evidence for tailor-made DRR strategies

- Disaster-risk management continues to be hindered by siloed governance, leading to challenges with disaster-related data.
- Fewer than half the countries reporting to the SF targets indicate having fit-for-purpose or accessible disaster-risk information.
- Disaster statistics and monitoring are critical to assisting evidence-based policy-making and implementation. For that purpose, increased efforts are needed to increase stock-taking of Target E and communicate good practices and lessons for transforming DRR strategies into action, particularly planned DRR investments.
- New and enhanced risk-assessment approaches, such as predictive analytics and strategic foresight, should be supported at all levels. Countries need to be able to better assess the risk associated with cascading, compounding hazards and complex crises, by making data more readily available to influence long-term strategies, decisions and investment. Assessment of biological, environmental and technological hazards, including those related to frontier risks, should be strengthened in line with a multi-hazard approach to DRM.



The Science of Climate Change Explained: Facts, Evidence and Proof

- Data gaps in general – and disability, sex and age disaggregated data gaps in particular – hinder meaningful monitoring of progress in Sendai implementation. Monitoring, evaluation and learning need to be institutionalized to regularly improve DRR policies and plans. While Target E, for example, has demonstrated significant progress, countries must rigorously assess whether adopted strategies are effective enough.
- Countries are encouraged to ensure regular monitoring of the implementation of their DRR strategy through the SFM, to ensure a truly participatory approach, to enhance their coherence with key development processes by integrating climate change and sustainable development, and to attach a specific budget to help implementation.
- Recent international geopolitics has also demonstrated the need to broaden the spectrum of risks and to put more-scientific reflections and analyses to compound risks such as technological disasters generated by disaster and climate risks, but also to conflict situations.
- The exchange and interoperability of data remains an issue.



World of Labor – Evidence-based policy-making  
Source IZA



**A stronger engagement of stakeholders and local communities is critical to designing and implementing the desired transformative integrated approach to reducing disaster and climate risk**



Source: UNDRR



Source: FEMA

Engaging Faith-based and Community Organizations in identifying and reducing disaster risk

- There is a need for a new social contract on disaster and climate-risk management, that sets out responsibilities and what can be expected from governments, cities, the private sector and others. The DRR community has decades of experience in managing extreme events and reducing risk related to potential climate-related disasters. Their experience needs to be used for planning and growing DRR and adaptation.
- The Sendai Framework emphasized a shared responsibility between governments and stakeholders in implementing national and local DRR. Acknowledging non-State stakeholders' contributions to supporting governments in pursuit of Target E is therefore critical, and all stakeholders are strongly encouraged to promote their commitments and fulfilment in support of implementing the Sendai Framework – including national and local DRM plans – through the Sendai Framework Voluntary Commitments online platform operated by UNDRR (UNGA resolution 69/283).
- A closer collaboration must be established with the private sector and regional inter-governmental organizations and regional economic communities (RECs) as major influencers, to enhance Member States' understanding of risk and implementing the Sendai Framework, including influencing enhanced DRR investments and budgets and in guiding and building capacities in DRR. In this regard, networks of regional IGOs to pursue this objective are welcomed.
- New partnerships should also be established such as with indigenous and faith-based leaders, insurance companies, certification agencies.



Community Resource Mapping, Peel Region, 2018, <https://fspeel.org/wp-content/uploads/2019/03/Community-Resource-Mapping-Report-2018-1.pdf>



## Increasing DRR financing



The overall issue of DRR financing and budgets has been identified across all regions, and at the GP22 for DRR, as a weak area requiring more attention from governments and donors.

The regional policy landscape analysis of the data undertaken in Africa, as well as exchanges with governments and stakeholders contributing to the reporting, have also highlighted that there is a strong need for strengthening Priority 3: Investing in disaster risk reduction for resilience. On average, this element has the lowest scores across regions. In the Africa region, countries often mention in their strategy the need for resources to fund DRR activities, and identify potential sources of finance (such as development partners and public-private partnerships). However, countries rarely add costs

to their strategy and plans, nor address the strategic allocation of resources. In addition, key element 9: Promote policy coherence relevant to DRR – notably the 2030 Agenda, Paris Agreement, New Urban Agenda, and poverty-reduction policies – is also identified as a weak element in DRR strategies, which requires further effort.

Efforts should be made not only to further increase the number of countries having DRR-financing strategies, but also to improve the quality of these so they can trigger and guide governments to accelerate pre-disaster DRR investments. While there has been some progress in developing new financing mechanisms and better links with climate action, there is still insufficient investment and progress in DRR in most countries, particularly in middle-to-low-income countries. There is also a distinct need to develop assessments of these strategies to determine the level of inclusion of gender and disability, notably in fund allocation and usage.

Only through systemic change can we account for the real cost of disasters as well as the cost of inaction, and weigh it against investments in DRR. Good examples are emerging of demonstrated political commitment in legislated budgetary targets and tracking mechanisms for DRR, which should be promoted and replicated. Dedicated DRR financing strategies direct and prioritize investment and should be included in integrated national financing frameworks and budgeting.

## Accounting for investments in resilient infrastructure and critical services as part of DRR strategies

- In view of the massive investments required to grow or retrofit disaster-resilient critical infrastructure, assets should be prioritized and planned for as part of DRR strategies, so they can be designed to account for climate changes and potential disasters, and considered as part of the budget allocated. Services provided through infrastructure systems (energy, water, health) should also account for potential climate and disaster-related disruptions, and encompass the blue-green options that support climate-change mitigation as well as environmental ecosystems.
- Comprehensive risk assessments should inform these investments, to ensure they are resilient and do not create or exacerbate future risks.

Scaling-up nature-based solutions and prioritizing sustainable ecosystem management will allow for reduced costs and be critical for success.



Mosque standing right in the middle of the destruction caused by the 2004 Indian Ocean tsunami in Banda Aceh, Indonesia

Source: Wikipedia

## International cooperation in support of Target E

- International cooperation and 'south-south and triangular cooperation' (SSTC) are seen as relevant mechanisms to support and guide governments in setting up appropriate DRR-governance systems, including those supporting gender equality and human-rights-based approaches, and in increasing implementation of DRR strategies. In particular, further efforts are needed to promote and grow SSTC beyond the traditional sharing of good practices or peer-review processes, by fostering more investments, capacity-building and exchanges of expertise in DRR across south and north.
- Governments are, however, reminded of the urgency to secure and systematically attach a dedicated (domestic) budget and resources to facilitate and sustain the implementation of national and local DRR strategies.



Source: Getty Images



Source: UNDRR

