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**Sustainable development: disaster risk reduction**

## **Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030**

### **Report of the Secretary-General**

#### *Summary*

The present report has been prepared as requested by the General Assembly in its resolution [76/204](#) on disaster risk reduction. It contains an overview of progress made towards the goal, global targets and priorities for action of the Sendai Framework for Disaster Risk Reduction 2015–2030. The report provides an update on the midterm review of the implementation of the Framework, including early findings, to inform deliberations of the high-level meeting of the General Assembly on the midterm review in May 2023. The report also contains an overview of the global response to address the impacts of the El Niño phenomenon, pursuant to General Assembly decision 74/537 B.

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\* [A/77/150](#).



## I. Current state of disaster risk

1. Seven years into the implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030, progress continues to be made towards the achievement of its goal and seven global targets. Disaster risk governance and understanding of risk are being strengthened, supported by advancements in technology, modelling and tools for multi-hazard risk assessment and early warning. The engagement of stakeholders is growing through the participation of the private sector, civil society, academic and research institutions and the scientific community at all levels.

2. The pace of action, however, is not fast enough. The number of disaster events is rising just as ecosystems are at risk of collapse<sup>1</sup> and fiscal space is stretched to its limits in many countries. Current societal, political and economic choices are not in line with the commitments to reduce risk contained in the Sendai Framework, the 2030 Agenda for Sustainable Development, the Addis Ababa Action Agenda of the Third International Conference on Financing for Development and the Paris Agreement. The cost of inaction is being felt in all countries. It is critical that reducing risk and building resilience be placed at the core of the United Nations and a strengthened multilateral system, as outlined in Our Common Agenda ([A/75/982](#)).

3. Data reported by countries to the Sendai Framework monitor on progress towards four of the global targets that track the reduction of disaster impacts, show that countries are not on track to achieve a substantial reduction in disaster losses by 2030. Disaster-related mortality and the number of missing persons per 100,000 people (global target A) has decreased from 1.77 between 2005 and 2014 to 0.84 between 2012 and 2021. However, while 37 countries have reported on coronavirus disease (COVID-19) related mortality through the monitor, those figures are significantly underreported. Over the same periods, the number of persons affected by disasters per 100,000 people (global target B) has risen from 1,147 to 2,066. Economic losses owing to disasters (global target C) remain high, and the number of critical infrastructure units and facilities destroyed or damaged by disasters (global target D) averaged 142,582 per year between 2015 and 2021.

4. The climate emergency and the socioeconomic crisis triggered by the COVID-19 pandemic demonstrate the potential for catastrophic global consequences when risk is not well understood and effectively managed. Maladaptation to climate change is locking in vulnerability, exposure and risks over the long-term that will prove difficult to change.<sup>2</sup> The lessons learned from the COVID-19 pandemic and other disasters should be applied before the window of opportunity closes to transform systems and reduce risk. Failure to do so may render the decade of action to deliver the Sustainable Development Goals a lost decade. As stipulated in the outcome document of the seventh session of the Global Platform for Disaster Risk Reduction, known as the Bali Agenda for Resilience, the full implementation of the Sendai Framework can help countries achieve the 2030 Agenda.

5. Progress towards the implementation of commitments made in 2015 will be assessed at the high-level meeting of the General Assembly on the midterm review of the Sendai Framework, the Sustainable Development Goals Summit and the global stocktaking of the Paris Agreement. Those inflection points are opportunities to reflect on the creation or reduction of disaster risk through decisions made at all levels and to call for collective action to integrate disaster risk reduction into policies,

<sup>1</sup> United Nations Office for Disaster Risk Reduction, “Global Assessment Report 2022: Our World at Risk” (Geneva, 2022).

<sup>2</sup> Intergovernmental Panel on Climate Change, *Technical summary, Climate Change 2022: Impacts, Adaptation and Vulnerability*, Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change (Geneva, 2022).

programmes and investments in all sectors. The proposed Summit of the Future could also be an important opportunity to renew and accelerate commitment to better prevention, preparedness and management of global risks, including through strengthening capacities for foresight and futures literacy.

## **II. Midterm review of the implementation of the Sendai Framework for Disaster Risk Reduction**

6. The midterm review of the implementation of the Sendai Framework is an opportunity to assess the extent to which disaster risk reduction has been integrated into sustainable development, climate action, environmental protection, financial systems, humanitarian affairs and sustaining peace, among others. It is the last chance before 2030 to identify and begin implementing innovative solutions, policies and course corrections needed to prevent and prepare for new and emerging risks that threaten current and future generations.

7. National and local Governments, non-State stakeholders and the United Nations system are actively engaged in the midterm review process. The United Nations Office for Disaster Risk Reduction developed guidance documents for countries and stakeholders to conduct inclusive consultations and a review that includes all institutions of Government and all of society. The United Nations Office for Disaster Risk Reduction, the United Nations Development Programme (UNDP) and United Nations resident coordinator offices are providing technical assistance for countries to conduct midterm reviews and produce voluntary national reports. As at June 2022, 84 countries have announced a commitment to conduct voluntary national midterm consultations and reviews.

8. A consultation of 24 United Nations entities, as an input to the midterm review, has produced recommendations that the United Nations system can take forward. Those include the need to increase capacities for risk-informed programming and policy support within United Nations country teams; to shift from a focus on preparedness and response to a prevention-oriented approach; and to strengthen system-wide coherence on disaster risk reduction. The United Nations Office for Disaster Risk Reduction and the World Meteorological Organization (WMO), under the auspices of the Centre of Excellence for Climate and Disaster Resilience, are conducting a global stocktaking of global target G of the Sendai Framework to substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030. The stocktaking will provide input to the midterm review of the Sendai Framework and the United Nations action plan to ensure that everybody on Earth is covered by early warning systems within five years. The United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), the United Nations Office for Disaster Risk Reduction and the United Nations Population Fund have established a global consultative group of gender experts and developed a guidance document to support a gender-responsive midterm review of the Sendai Framework.<sup>3</sup>

9. The Bali Agenda for Resilience and other outcomes of regional platforms for disaster risk reduction, hosted by the Governments of Jamaica, Kenya, Morocco and Portugal in November 2021, have provided valuable inputs to the midterm review. The promotion of a whole-of-government approach that integrates disaster risk reduction at the core of policies, legislation and plans in all sectors, as well as the

<sup>3</sup> United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), United Nations Office for Disaster Risk Reduction and United Nations Population Fund, "Midterm review of the Sendai Framework for Disaster Risk Reduction 2015–2030: gender guidance" (2022).

need to enhance public and private finance for risk reduction and prevention, are common issues across the outcome documents. There are also calls to strengthen regional and transboundary cooperation on disaster risk reduction; increase the availability of disaster loss and risk data and multi-hazard early warning systems that lead to anticipatory and early action; scale up disaster risk reduction to address the climate emergency; apply a participatory and human rights-based approach to disaster risk reduction; and ensure that lessons learned from the COVID-19 pandemic are applied in disaster risk reduction policy and practice. The outcome of the Asia-Pacific Ministerial Conference on Disaster Risk Reduction, to be held in Brisbane, Australia, from 19 to 22 September 2022, will also provide input to the midterm review.

10. Stakeholder consultations are a critical component of the midterm review of the Framework. Stakeholder consultations convened by the United Nations Office for Disaster Risk Reduction<sup>4</sup> and discussions among civil society and the private sector at the Global Platform for Disaster Risk Reduction<sup>5,6</sup> rated the application of the Sendai Framework's all-of-society approach moderately well, with scope for better engagement of stakeholders in the monitoring and follow-up of disaster risk governance, in particular the engagement of local communities. The consultations and discussions highlighted several issues to be addressed through the implementation of the Framework, including gaps in covering the full scope of hazards in the Sendai Framework; building better from the start; developing standards for multi-hazard risk disclosure; financing for prevention, specifically at the local level; incentivizing ex ante investments in long-term risk reduction and resilience; removing legal and regulatory instruments that permit risk-blind investments; and promoting the value of resilience and risk reduction to the public, especially when making choices as consumers.

### III. Applying the Sendai Framework for Disaster Risk Reduction in the coronavirus disease response and recovery efforts

11. The COVID-19 pandemic has accelerated the creation of new risks, including by exacerbating vulnerability, undermining debt sustainability and limiting the ability of many countries to invest in sustainable development,<sup>7</sup> including disaster risk reduction and climate adaptation. The pandemic has highlighted the disproportionate impact of disasters on the most marginalized and the need for transformative action through risk-informed economic and development policy that is inclusive, gender-responsive and promotes human rights ([E/HLS/2021/1](#)).

12. The United Nations system is facilitating knowledge-sharing and providing countries with technical support and tools to apply the Sendai Framework through COVID-19 recovery. For example, the Food and Agricultural Organization of the United Nations (FAO) is supporting countries to reduce the risk of future zoonotic disease spread through the provision of diagnostic equipment and training to laboratories and support to farmers and animal health workers on the risk of animal exposure. The United Nations University Institute for Environment and Human

<sup>4</sup> United Nations Office for Disaster Risk Reduction, "Report for consultations: Stakeholder perspectives – Midterm Review of the Sendai Framework" (Geneva, 2022).

<sup>5</sup> Sendai Stakeholder Engagement Mechanism, "Whole of Society; Whole of Government. A Statement of the Stakeholder Engagement Mechanism for the Global Platform for Risk Reduction 2022" (Bali, 2022).

<sup>6</sup> Private Sector Alliance for Disaster Resilient Societies, "Statement to the 2022 Global Platform for Disaster Risk Reduction" (Bali, 2022).

<sup>7</sup> Intergovernmental Panel on Climate Change, *Technical summary, Climate Change 2022: Impacts, Adaptation and Vulnerability*, Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change (Geneva, 2022).

Security contributed to advance knowledge for future risk governance by developing a risk framework for the analysis of the cascading impacts of hazards, drawing lessons learned from COVID-19. A study by the United Nations Office for Disaster Risk Reduction and UNDP on the impacts of and response to the COVID-19 pandemic in Europe and Central Asia underlined the need to design new multisectoral models for preparedness, response and recovery from complex disasters and high-consequence, low-probability events, and to enhance joint scenario planning and training exercises for such disasters across national institutions.<sup>8</sup>

13. In 2021, the Senior Leadership Group on Disaster Risk Reduction for Resilience requested the United Nations Disaster Risk Reduction Focal Points' Group to undertake a review of the integration of disaster risk reduction in the United Nations system's coordination mechanisms for COVID-19. The review identified the need to enhance the system's support for pandemic preparedness and COVID-19 recovery in greater alignment with national disaster risk reduction plans and institutions and to increase support to countries to develop and implement inclusive and risk-informed social protection systems. It concluded that a whole-of-United Nations system approach is needed to create mutually reinforcing risk reduction and resilience-building strategies across sectors and entities, including through the United Nations Sustainable Development Cooperation Frameworks and humanitarian response plans.

## **IV. Progress in implementing the Sendai Framework for Disaster Risk Reduction**

### **Priority 1: understanding disaster risk**

14. There is a growing recognition among policymakers of the need to strengthen understanding of the implications of complex and interconnected risks in decision-making. This is being supported by the increased availability of disaster loss and risk data.

15. As of March 2022, 110 countries have national disaster loss databases, using the DesInventar system; 155 countries are using the Sendai Framework monitor to report against the Framework's seven global targets, compared with 88 in 2015; and there has been an increase in the number of countries reporting data for all seven global targets. This increase has been accompanied by technical support and capacity development from the United Nations system, such as the annual technical forum on the Sendai Framework monitor, "support days" for Sendai Framework monitor national focal points, training at the regional and national levels, training-of-trainers and online training modules. During the reporting period, approximately 22,000 Government representatives and stakeholders were engaged in these events. Moreover, in 2021 the Inter-Agency and Expert Group on Disaster-related Statistics conducted an in-depth review of the state of and progress in collecting disaster-related economic loss data and data on environmental and ecosystem-related disaster losses, as well as disaster risk reduction expenditure satellite accounting, towards the development of a common framework for disaster-related statistics.

16. Using the monitor's data to track progress towards the implementation of the Framework, including Sustainable Development Goals 1, 11 and 13, and the SIDS Accelerated Modalities of Action (SAMOA) Pathway (Samoa Pathway), is reducing the reporting burden on countries. Work is under way to ensure coherence between

<sup>8</sup> United Nations Development Programme and United Nations Office for Disaster Risk Reduction, "Assessment Study of the Role of National Disaster Management Agencies in COVID-19 Crisis Response and Impact of COVID-19 on National Disaster Management Agencies' Operations" (Istanbul, 2021).

the Sendai Framework's global targets and a monitoring framework for the Doha Programme of Action for the Least Developed Countries and to use the monitor's data for the indicators to determine eligibility for graduation from the least developed country category. Engagement of national statistical offices to validate and integrate data from the Sendai Framework monitor into official national statistics enhances the use of disaster loss data by decision makers in all sectors.

17. A lack of disaggregated data remains a substantial barrier to understanding the differentiated impacts of disasters on population groups and to developing solutions for risk reduction that address underlying vulnerabilities. To address this challenge, a guide has been developed for Governments to collect and analyse sex, age and disability disaggregated disaster-related data and report on it through the Sendai Framework monitor.<sup>9</sup>

18. Progress continues to be made in improving the availability of multi-hazard disaster risk assessments that consider risk across systems and timescales and in developing capacity for risk analytics. The Global Risk Assessment Framework convenes national and global experts across sectors to strengthen understanding of risk and to promote risk-informed decision-making. It is currently being piloted in seven countries,<sup>10</sup> with planned roll-out to another 54 countries. The Risk Information Exchange is currently under development as one of the primary tools of the Global Risk Assessment Framework for strengthening national risk-informed decision-making. The Exchange will serve as a national risk information clearinghouse that aggregates open-source risk data sets and information to analyse interconnected and cascading impacts of multiple hazards in key sectors.

19. The *Global Assessment Report on Disaster Risk Reduction* is the flagship publication on disaster risk of the United Nations and provides an overview of the latest disaster risk reduction trends and thinking. The sixth edition, *Our World at Risk: Transforming Governance for a Resilient Future*, was launched in April 2022. The report provides recommendations to manage the challenges of the future and safeguard development by focusing on how governance systems can evolve to reflect the interconnected nature of people, the planet and prosperity. It provides recommendations on how existing tools and approaches for disaster risk reduction can be adjusted, enhanced and scaled up and for the reconfiguration of governance and financial systems so that they are a driving force for risk reduction across sectors. The report is one of the main inputs to the first Strategic Foresight and Global Risk Report, which is scheduled to be issued by the United Nations in 2023. Regular reporting on megatrends and catastrophic risks, including through the Global Assessment Report, the Strategic Foresight and Global Risk Report, as well as the Futures Lab, as outlined in the report on Our Common Agenda, will strengthen the role of the United Nations system in supporting Member States on risk-informed decision-making.

20. Launched in October 2021 by the United Nations Office for Disaster Risk Reduction and WMO, the Centre of Excellence for Climate and Disaster Resilience will make a significant contribution to strengthening understanding of disaster risk. The Centre will convene climate and disaster risk thought leaders and practitioners to advance joint research, policy guidance and capacity-building, with a particular focus on the least developed countries, landlocked developing countries and small island developing States.

<sup>9</sup> United Nations Office for Disaster Risk Reduction, "Sendai Framework Monitor Sex, Age and Disability Disaggregated Data" (Bangkok, 2021).

<sup>10</sup> Bangladesh, Costa Rica, Eswatini, Fiji, Somalia, South Sudan and the Sudan.

21. The United Nations system is supporting countries in the application of space-based technologies and geographical information systems to inform disaster risk assessments. The United Nations Platform for Space-based Information for Disaster Management and Emergency Response (UN-SPIDER) has launched a recommended practice on the use of space-derived digital elevation models and optical satellite imagery for flood hazard mapping. The United Nations Satellite Centre partnered with WMO, the Volta Basin Authority and the Global Water Partnership – West Africa to strengthen the capacities of national and regional authorities of Volta Basin Authority to apply geospatial information technology for flood and drought risk management. Countries can do more to capitalize on the benefits of space-based technologies and geospatial information systems as a cost-effective input to disaster risk assessments, including through accelerated implementation of the Strategic Framework on Geospatial Information and Services for Disasters.

22. Approaches to risk assessment and modelling should include the full scope of hazards and risks outlined in the Sendai Framework, such as emerging and frontier risks related to scientific and technological advancements, artificial intelligence and cybersecurity, as well as potential impacts of complex and concurrent disasters and transboundary risks. Interoperable and open-source data sets, common information platforms and advances in digital technology present opportunities to better model risks across hazards, locations and sectors. The private sector has a critical role to play as custodian of a significant amount of risk data and risk modelling capacity. The United Nations system is partnering with the private sector, including the Global Risk Modelling Alliance and the Insurance Development Forum, and through the InsuResilience Vision 2025, to improve multi-hazard risk modelling tools and methods and advance interoperability between data sets.

23. The implementation of the Sendai Framework will only be successful when everybody understands their role and responsibility for reducing disaster risk. The annual commemoration of the International Day for Disaster Risk Reduction and World Tsunami Awareness Day continue to gain greater attention, with the 2021 Twitter campaign #OnlyTogether reaching 500 million social media impressions.<sup>11</sup> The Global Platform received over 500 million social media impressions and references in 2,670 media articles. The engagement of the media in raising public awareness and understanding of disaster risk reduction is critical. The Disaster Risk Reduction Media Hub provides online training and tools for journalists to report on disaster risk reduction. The Media Saving Lives Project, in partnership with the World Broadcasting Union and the Asia-Pacific Broadcasting Union, has trained 400 journalists from 60 countries. Greater attention is needed to raise public awareness and create a culture of disaster risk reduction for the scale of social change needed to achieve the goal and global targets of the Sendai Framework.

24. Cognitive scientists and psychologists have highlighted that the heuristics (i.e. personal strategies derived from previous experiences with similar problems) that reinforce psychological motives and expectations may hinder people's ability to make sound decisions when it comes to managing risk. Understanding how cognitive biases (i.e. the simplification of information processing based on past personal experience) influence understanding of, and action on, risk information can help illuminate the gap between intention and action in reducing risk and averting disasters. This understanding of human decision-making can guide efforts to

<sup>11</sup> United Nations Office for Disaster Risk Reduction, "Annual report 2021" (Geneva, 2021).

strengthen policies and approaches for risk reduction by incentivizing good decisions and highlighting risky cognitive biases within social and economic systems.<sup>12</sup>

## **Priority 2: Strengthening disaster risk governance to manage disaster risk**

25. Advancements have been made in strengthening disaster risk governance since the adoption of the Sendai Framework in 2015. The number of countries with national strategies for disaster risk reduction (global target E) increased from 55 in 2015 to 125 in 2022. The United Nations system continues to provide technical support and capacity development for their enhancement and implementation.

26. Synergy between national disaster risk reduction strategies and climate change adaptation plans are essential to address the growing risks emanating from the climate emergency and to avoid maladaptation.<sup>13</sup> The Comprehensive Disaster and Climate Risk Management Programme is providing technical support and capacity development to integrate risk reduction into national climate change adaptation plans and integrate climate information into national and local disaster risk reduction strategies in 15 least developed countries and small island developing States. At the global level, technical guidance on comprehensive risk assessment and planning in the context of climate change<sup>14</sup> was prepared as a contribution to the Technical Expert Group on Comprehensive Risk Management under the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts.

27. Progress has been made in establishing and strengthening national platforms for disaster risk reduction, or similar coordination mechanisms. Effective risk governance requires national platforms for disaster risk reduction that engage a wide range of institutions from government and stakeholders and the expansion of the responsibility for disaster risk reduction beyond national disaster management authorities, or equivalent organizations. Integrating disaster risk reduction into national development plans, formulating guidelines that apply to all ministries and agencies and building responsibility for disaster risk reduction into job descriptions across ministries and sectors have proven effective in mainstreaming disaster risk reduction and strengthening cross-sectoral risk governance.

28. A lack of action in passing legislation for disaster risk reduction presents a significant obstacle to effective disaster risk governance. Enshrining disaster risk reduction as a legal obligation in domestic legislative frameworks, with duties and responsibilities of government entities clearly outlined and explicit references to disaster risk reduction in sectoral legislation and laws on spatial planning, will have a considerable impact on disaster risk governance at the national and local levels. The Inter-Parliamentary Union, with support from the United Nations Office on Disaster Reduction, has developed a toolkit to strengthen the capacity of parliamentarians to deliberate, legislate and scale up implementation of disaster risk reduction policy

<sup>12</sup> United Nations Office for Disaster Risk Reduction, *Global Assessment Report on Disaster Risk Reduction 2022: Our World at Risk: Transforming Governance for a Resilient Future* (Geneva, 2022).

<sup>13</sup> Intergovernmental Panel on Climate Change, *Technical summary, Climate Change 2022: Impacts, Adaptation and Vulnerability*, Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change (Geneva, 2022).

<sup>14</sup> United Nations Office for Disaster Risk Reduction, Deutsche Gesellschaft für Internationale Zusammenarbeit and Federal Ministry for Economic Cooperation and Development, *Technical Guidance on Comprehensive Risk Assessment and Planning in the Context of Climate Change* (Geneva, 2022).



through legal, financial and oversight frameworks.<sup>15</sup> Networks of parliamentarians can promote capacity-building for legislative action on disaster risk reduction, such as the global Climate Vulnerable Forum parliamentary group and the Friends of Disaster Risk Reduction network of Members of the European Parliament, which provide good practices that can be replicated at the regional and national levels.

29. Local disaster risk governance remains an area where greater attention and support are needed. This was recognized at the high-level meeting of the General Assembly to assess progress on the implementation of the New Urban Agenda, where Member States renewed commitments to implement local disaster risk reduction programmes. The Making Cities Resilient 2030 initiative is supporting local authorities to develop and implement disaster risk reduction strategies through a three-stage road map to resilience and the application of the Critical Asset Management System tool. Since its launch in 2020, 1,145 local governments have joined the initiative, covering 366 million people. Thirteen cities have achieved the status of Urban Resilience Hubs, which offer good practices, as well as technical assistance and seed funding to other local authorities.

30. Disaster risk governance is most effective when it is inclusive and reflects the contributions of non-State stakeholders in the development and implementation of disaster risk reduction priorities. The Sendai Framework voluntary commitments online platform allows stakeholders to report on the implementation of their contribution to the Framework's implementation. In 2021, 642 organizations published 100 commitments with 509 deliverables compared with 105 organizations, 34 commitments and 113 deliverables in 2019.<sup>16</sup> To ensure that disaster risk governance is gender-responsive, in the agreed conclusions and recommendations of the sixty-sixth session of the Commission on the Status of Women, Member States have called for the creation of a gender action plan to support the implementation of the Framework (E/CN.6/2022/L.7) and which can also be translated into national action plans.

### **Priority 3: Investing in disaster risk reduction for resilience**

31. There has been a chronic underinvestment in disaster risk reduction in every country over several decades. As a result, the impacts of disasters have become a systemic financial risk. They cascade through financial systems, prompting capital flight from exposed and vulnerable countries and sectors of the economy and triggering debt distress, among other impacts. The fiscal impacts of disasters severely limit the ability of many developing countries to invest in sustainable development. In the intergovernmentally agreed conclusions and recommendations of the 2022 Forum on Financing for Development, Member States have called for greater action to deliver on the commitment in the Addis Ababa Action Agenda and the Sendai Framework to strengthen the capacity of national and local actors to manage and finance disaster risk reduction as part of national sustainable development strategies (E/FFDF/2022/3).

32. For the least developed countries, landlocked developing countries and small island developing States, official development assistance remains one of the most important sources of financing for disaster risk reduction. However, between 2010 and 2019, only 4.1 per cent of disaster related official development assistance was allocated to ex ante prevention and preparedness, with the majority allocated to

<sup>15</sup> Inter-Parliamentary Union and the United Nations Office for Disaster Risk Reduction, "Disaster Risk Reduction to achieve the Sustainable Development Goals: A toolkit for parliamentarians" (Geneva, 2021).

<sup>16</sup> United Nations Office for Disaster Risk Reduction, "Sendai Framework Voluntary Commitments Synthesis and Analysis Report" (Geneva, 2022).

emergency response and relief.<sup>17</sup> Since the adoption of the Sendai Framework, international financial institutions, development banks and bilateral donors have taken steps to integrate disaster risk reduction and resilience into their official development assistance and climate financing. A more coordinated approach to financing disaster risk reduction and climate adaptation between and within institutions and development banks and bilateral donors can also improve efficiency and effectiveness of support. UNDP and the United Nations Office for Disaster Risk Reduction are developing a global taxonomy for tagging disaster risk reduction and climate change adaptation-related budgeting and finance to be applied through a global observatory on tracking financing for prevention.

33. The private sector has a key role to play in investing in risk reduction and prevention. By fully disclosing disaster risk, beyond only climate risk, in business operations, credit ratings and asset values, among others, the private sector can de-risk investments from a multi-hazard perspective in order to ensure that their investments and business models reduce, rather than create, disaster risk. Coherence and integration across the various climate risk disclosure initiatives currently in use, or under development, can ensure a more harmonized and impactful approach and strengthen monitoring of compliance. The development of resilience bonds and the integration of disaster risk reduction into the sustainable, green and catastrophe bond market, can also be an effective way to increase financing.

34. The United Nations system can strengthen existing partnerships and establish new ones with the private sector to raise awareness and develop their capacity to consider multi-hazard risk across all business operations and adopt risk-informed business behaviour. National and regional networks of the Private Sector Alliance for Disaster Resilient Societies (ARISE) are supporting this approach, including by furthering the integration of disaster risk reduction in the insurance sector, supporting small and medium enterprises to build their resilience and promoting resilient infrastructure investments.

35. Integrating risk reduction into all new infrastructure and retrofitting existing infrastructure is an essential component of investing in disaster risk reduction. The principles for resilient infrastructure,<sup>18</sup> designed in 2022 through consultation with over 100 government and private sector representatives, offer guidance for infrastructure investments that are resilient against current and future hazards. Moreover, a resilient infrastructure stress test can assist Governments in identifying vulnerabilities of critical infrastructure systems and services, interdependencies between sectors and services and prioritize sectors and assets for investment. Reducing risk and building resilience across systems and supply chains can ensure continuation of operations in the event of disaster. To this end, the Universal Postal Union has integrated disaster risk reduction into its 2021 to 2025 workplan. Disaster risk assessments should be requisite for all infrastructure investments and should be included when developing pipelines of investor-ready projects. The National Resilience Programme led by UNDP, the United Nations Office for Project Services and UN-Women in Bangladesh, is supporting this approach. The number of countries participating in the Coalition for Disaster-Resilient Infrastructure continues to grow. The Coalition is providing technical support and capacity development and facilitates peer learning in order to help to build resilient infrastructure in the power, telecommunications, transportation and health sectors. The Coalition also provides technical support to member countries to identify and access existing sources of

<sup>17</sup> United Nations Office for Disaster Risk Reduction, "International Cooperation in Disaster Risk Reduction" (Geneva, 2021).

<sup>18</sup> United Nations Office for Disaster Risk Reduction, "Principles for resilient infrastructure" (Geneva, 2022).

financing and to develop innovative solutions for financing resilient infrastructure, including through public-private partnerships.

36. The United Nations system, as well as international financial institutions and development banks, are working to develop tools, instruments and guidelines for risk-informed investing and financing for disaster risk reduction. However, the pace of action to integrate disaster risk reduction into budgeting and expenditure in all sectors and across the financial sector needs to accelerate considerably in order to meet the scale of financing needed to build resilience to current and future shocks and hazards. International lending institutions, both public and private, can play a more active role in shifting the focus of investments from ex post to ex ante by ensuring that financing and lending instruments are developed to support the implementation of national disaster risk reduction strategies. Investment plans, both public and private, must integrate prevention and risk reduction into decision-making.

**Priority 4: Enhancing disaster preparedness for effective response and to build back better in recovery, rehabilitation and reconstruction**

37. Countries have increasingly included provisions to build back better in disaster risk reduction strategies. The COVID-19 pandemic, however, has been a stark reminder that most countries are not sufficiently prepared to build back better from disasters. The Bali Agenda for Resilience includes calls to strengthen pre-disaster planning for recovery and rehabilitation to protect development gains and address poverty and inequality that determine vulnerability and exposure to disasters through a gender-responsive and human rights-based approach. Participants at the International Recovery Forum, held in 2022 in Kobe, Japan, made a strong call for pre-agreed financing arrangements to ensure available, timely and adequate resources, to support long-term disaster recovery and bridge the financing gap for recovery.

38. Delays in recovery exacerbate disaster losses and socioeconomic impacts and undermine recovery outcomes, in particular for those most vulnerable. In 2022, the International Recovery Platform launched the Recovery Help Desk through which Governments can request support pre- and post-disaster. As outlined in the Bali Agenda for Resilience, recovery and reconstruction are most successful when they are community driven. Community-level pre-disaster recovery planning should be scaled up and supported by the establishment of local institutional structures and policies and local capacity development for resilient construction and green recovery. The green works component of the Employment-Intensive Investment Programme of the International Labour Organization supports this approach by promoting climate resilient technology through disaster reconstruction, while also providing immediate income, skills development and social protection to support recovery.

39. Early warning systems continue to be established and strengthened thanks to increased technological advancements and coverage of hazards. The United Nations system is supporting countries in the development of multi-hazard early warning systems, including through global partnerships, such as the Climate Risk and Early Warning Systems initiative, Risk-Informed Early Action Partnership, the International Network for Multi-Hazard Early Warning Systems and the Systematic Observations Financing Facility. As at March 2022, 95 countries have reported the existence of multi-hazard early warning systems, in pursuit of Sendai Framework global target G. Coverage in the least developed countries, small island developing States and African countries is particularly low. The initiative by the United Nations system, led by WMO, to ensure that every person on Earth is protected by early warning systems within five years, will make a substantial contribution toward the achievement of global target G.

40. Progress has been made in strengthening regional multi-hazard early warning systems. In Africa, an institutional and legal framework that establishes a clear chain of responsibility for the effective functioning of a continental-wide multi-hazard early warning system was validated by experts during the Multi-Hazard Early Warning/Early Action Conference convened in Nairobi in October 2021. Aligned with that framework, the Intergovernmental Authority on Development has established a disaster operations centre in Nairobi. Together with the African Centre of Meteorological Applications for Development situation room in Niamey, this 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 the Caribbean, a multi-hazard early warning system road map is under development with a focus on transitioning from standard early warning systems to impact-based forecasting that can lead to anticipatory and early action.

41. Methods to evaluate the effectiveness of early warning systems should be strengthened to ensure that information is effectively communicated and reaches affected communities, accompanied with disaster risk data to guide anticipatory action. The Bali Agenda for Resilience and the outcome of the third Multi-Hazard Early Warning Conference offer concrete recommendations to strengthen multi-hazard early warning systems by including communities most at risk, enhancing quality of data, strengthening effective multi-stakeholder governance and coordination arrangements, and providing adequate financial and human capacity to act on early warnings.

## **V. Disaster risk reduction in least developed countries, landlocked developing countries, small island developing States and middle-income countries**

42. The least developed countries, landlocked developing countries and small island developing States continue to face numerous resource and capacity challenges that limit the implementation of their commitment to disaster risk reduction. For these three groups of countries, the Sendai Framework monitor recorded more than 24.9 per cent of deaths and missing persons (global target A), even though they accounted for only 11.6 per cent of the total population of countries reporting. Those countries also accounted for 11.3 per cent of reported economic loss (global target C) although they accounted for only 2.2 per cent of gross domestic product (GDP) of countries reporting; 46 per cent of the least developed countries, 59 per cent of the landlocked developing countries and 32 per cent of small island developing States reported having multi-hazard early warning systems in place (global target G).

43. The adoption of the Doha Programme of Action for the Least Developed Countries is a significant advancement towards a risk-informed approach to development. With resilience building and risk reduction as one of its guiding principles, disaster risk reduction is mainstreamed across the Programme of Action as a key enabler of sustainable development, climate adaptation, structural transformation, productive capacity development and sustainable graduation. Effective implementation of the Programme of Action will require the translation of targets and commitments into policies and programmes which mainstream disaster risk reduction, with the requisite support from development and trading partners.

44. International cooperation and innovative disaster risk reduction financing mechanisms are needed to create an enabling environment that can attract finance for disaster risk reduction and adaptation measures in the least developed countries, landlocked developing countries and small island developing States. In the Bridgetown Covenant of the United Nations Conference on Trade and Development

(TD/541/Add.2), Member States committed to continue to assist developing countries to enhance the sustainability and climate resilience of their transport systems and infrastructure. The Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States is developing pilot initiatives on debt swaps to finance climate adaptation, which can have co-benefits for disaster risk reduction. The work of the high-level panel of experts appointed by the President of the General Assembly to develop a multidimensional vulnerability index presents an opportunity to strengthen the use of disaster data and better target funds for risk reduction and resilience.

45. The reviews of the Samoa Pathway and the Vienna Programme of Action for Landlocked Developing Countries for the Decade 2014–2024 (Vienna Programme of Action) present opportunities to strengthen national commitment and international support to pursue a risk-informed approach to development. The midterm review of the Sendai Framework is an opportune moment to identify specific good practices, gaps, challenges, priorities and actions related to disaster risk reduction to be included in the next programmes of action.

## **VI. Disaster risk reduction in countries affected by conflict, protracted humanitarian crisis and disaster displacement**

46. Countries affected by protracted humanitarian crises and conflict are among those most vulnerable to the impacts of disasters and are furthest behind in implementing the Sendai Framework. They warrant particular attention and support. The application of the Sendai Framework in humanitarian and conflict-affected contexts can deliver multiple benefits in terms of reducing humanitarian needs and strengthening governance and community cohesion.

47. With its focus on addressing root causes of vulnerability and exposure, as well as strengthening inclusive and inter-institutional risk governance, disaster risk reduction can be utilized as a tool for sustaining peace at all levels, including cross-border initiatives. Coherence between post-disaster needs assessments and recovery and peacebuilding assessments can ensure that disaster rehabilitation is conflict-sensitive and supports peacebuilding goals, while peacebuilding initiatives capitalize on the benefits of disaster recovery to strengthen social cohesion and participatory governance.

48. Multidimensional risk assessments that integrate disaster and conflict risk and impacts can bring the expertise of disaster risk reduction and conflict prevention actors together for a more targeted and effective approach to prevention and resilience building. The United Nations Climate Security Mechanism is expanding the roll-out of its toolbox to systematically understand and address the linkages between climate change, peace and security, with pilots under way in Latin America, the Middle East and sub-Saharan Africa to support integrated analysis and develop strategies to prevent and manage climate-related security risks. In Asia and the Pacific, the Issue-Based Coalition on Building Resilience has developed a risk and resilience marker and guidance on multidimensional risk assessments to ensure considerations of conflict risk in disaster risk assessments. A system-wide approach is needed to provide conflict-affected countries with a common methodology and data portal for multidimensional risk assessments and analytics to inform integrated disaster risk reduction, climate adaptation, humanitarian and peacebuilding planning and programming.

49. The application of disaster risk reduction in humanitarian action can abate disaster impacts, reduce the time and resources needed for recovery and strengthen overall resilience. Integrating disaster risk reduction in humanitarian programming, including the work of the Inter-Agency Standing Committee, the Joint Intersectional

Analysis Framework and Humanitarian Response Plans, can support the operationalization of a risk-informed approach to humanitarian programming across United Nations humanitarian country teams. To facilitate this work, an inter-agency task team on scaling up disaster risk reduction in humanitarian action was launched in 2021, led by the International Organization for Migration, the Office for the Coordination of Humanitarian Affairs, UNDP, the United Nations Office for Disaster Risk Reduction and the United Nations Children's Fund.

50. The United Nations system continues to provide technical support to countries to reduce the risk of disaster displacement. For example, the Norwegian Refugee Council and the United Nations Office for Disaster Risk Reduction have developed an e-learning course based on the Words into Action guidelines on disaster displacement, which is being piloted by the Coordination Centre for the Prevention of Natural Disasters in Central America and the Andean Committee for Disaster Prevention and Response. The Asia-Pacific Disaster Displacement Working Group, co-led by IOM and UNDRR, has produced "Recommendations on managing risk and addressing disaster displacement: challenges, effective practices and solutions". These tools will support the implementation of the United Nations Action Agenda on Internal Displacement, issued in June 2022, which includes disaster risk reduction as a guiding consideration and a commitment to support Governments to integrate displacement within disaster risk reduction policies and plans.

## **VII. Coordination of disaster risk reduction across the United Nations system**

51. Guided by the United Nations Plan of Action on Disaster Risk Reduction for Resilience and the quadrennial comprehensive policy review of operational activities for development of the United Nations system (General Assembly resolution [75/233](#)) progress has been made to integrate disaster risk reduction into strategic plans and programmes across the United Nations system. This integration has strengthened the system's capacity to support Member States in adopting a risk-informed approach to sustainable development.

52. Based on the guide on integrating disaster risk reduction and climate change adaptation into common country analyses and the United Nations Sustainable Development Cooperation Frameworks, in 2021 the United Nations system provided training to more than 30 resident coordinator offices and United Nations country teams. As a result, disaster risk reduction and resilience have been integrated into the results frameworks of all 30 Cooperation Frameworks developed in 2021. At the regional level, issue-based coalitions continue to be instrumental in bringing together the resources of the United Nations system to provide coordinated and efficient technical guidance and risk knowledge products to country teams and Governments. For example, the Issue-based Coalition on Environment and Climate Change in Europe and Central Asia produced a regional review of good practices on the integration of disaster risk reduction and climate change adaptation to promote coherence and the strengthened application of both policy agendas in the development and implementation of Cooperation Frameworks.

53. Implementation of the statement of intent between UNDP and the United Nations Office for Disaster Risk Reduction is delivering results in terms of coordinated and effective support to countries. The latest joint workplan focuses on support to strengthen data ecosystems and risk analysis towards improving risk governance. Collaboration between the United Nations Office for Disaster Risk Reduction and the United Nations Framework Convention on Climate Change secretariat has also been strengthened by a cooperation agreement. Disaster risk

reduction has been integrated into the work and mandate of the Least Developed Countries Expert Group and the United Nations-wide rapid technical backstopping initiative for national adaptation plans (UN4NAPs) launched in 2021, which provides rapid technical support for least developed countries and small island developing States on climate change adaptation.

54. The United Nations Senior Leadership Group on Disaster Risk Reduction for Resilience provides strategic guidance to advance the integration of disaster risk reduction in the work of the United Nations system. An action plan has been developed to implement the recommendations of the United Nations joint study on the status of gender equality and women's leadership in disaster risk reduction, which was requested by the Senior Leadership Group to promote gender-responsive disaster risk reduction. The Senior Leadership Group has requested the United Nations system to produce a report with recommendations for strengthening collaboration between entities working on the disaster risk reduction and sustaining peace agendas to accelerate implementation of the Sendai Framework in countries affected by conflict.

## VIII. Addressing the impacts of the El Niño phenomenon through an effective global response

55. The El Niño-Southern Oscillation has highly consequential global impacts, influencing climatic conditions over the course of several years with impacts on ecosystems and communities. La Niña conditions, the cooling phase of the El Niño-Southern Oscillation, returned in October 2021, reflecting the historical tendency for a second period of La Niña to follow the first, which began in October 2020 and continued through May 2021. May 2022 was the second-strongest La Niña month on record,<sup>19</sup> even though, historically, second years of La Niña have been weaker than the first.

56. Human-induced climate change is amplifying the impacts of naturally occurring events like La Niña, in particular intense heat and drought, wildfires, heavy rainfall and flooding.<sup>20</sup> Although considered the weaker phase of the El Niño-Southern Oscillation, La Niña has significant impacts on climate and weather patterns worldwide. Without the impact of the 2020/2021 La Niña, it is estimated that 2021 would have been the warmest year on record. Even with the cooling impacts of La Niña, 2021 was one of the 10 warmest years on record, confirming the urgency of climate action.<sup>21</sup> The Intergovernmental Panel on Climate Change finds that the combined impact of climate change and the El Niño-Southern Oscillation on precipitation variability at regional scales is likely to intensify.<sup>22</sup>

57. In 2021 and 2022, the combination of La Niña and the impacts of the climate emergency have had wide ranging impacts. In the Horn of Africa, the March to May rainy season in 2022 was the driest on record. The current drought is likely the worst in 40 years, with devastating impacts on livelihoods and sharp increases in food, water

<sup>19</sup> National Oceanic and Atmospheric Organization, "June 2022 ENSO update: how does your garden grow". Available at: <https://www.climate.gov/news-features/blogs/june-2022-enso-update-how-does-your-garden-grow>.

<sup>20</sup> World Meteorological Organization, "Stubborn La Niña persists". Available at: <https://public.wmo.int/en/media/press-release/stubborn-la-ni%C3%B1a-persists>.

<sup>21</sup> World Economic Forum, "The La Niña weather pattern is here to stay, here's what you need to know". Available at: <https://www.weforum.org/agenda/2021/12/what-is-la-nina-weather-pattern-climate/>.

<sup>22</sup> Intergovernmental Panel on Climate Change, *Climate Change 2021: The Physical Science Basis*. Contribution of Working Group I to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change (Cambridge University Press, Cambridge, United Kingdom and New York, 2021).

and nutrition insecurity. Currently, 16.7 million people face acute food insecurity in the region.<sup>23</sup> La Niña has also been linked to drought conditions in Afghanistan.<sup>24</sup>

58. La Niña conditions affect the Atlantic hurricane season. In 2021, the Atlantic hurricane season had 21 named storms, versus an average of 14 between 1991 and 2020.<sup>25</sup> Hurricane Ida was the most devastating storm, causing 55 direct fatalities and 32 indirect fatalities and causing \$75 billion in damage in the United States of America.<sup>26</sup> Other parts of the United States experienced a severely dry winter.<sup>27</sup> In Asia and the Pacific, La Niña conditions have influenced historic rainfall and flooding in Australia.<sup>28</sup> In Indonesia, extreme and above-average rainfall between January and March 2022 caused floods, landslides and crop failures in several districts.<sup>29</sup> La Niña influenced above average spring tides, raising sea levels by 15 to 20 centimetres in some western Pacific regions, with widespread damage to buildings and food crops in the Federated States of Micronesia, the Marshall Islands, Papua New Guinea and Solomon Islands.<sup>30</sup>

59. Early El Niño-Southern Oscillation predictions are critical to timely action to anticipate and mitigate the adverse impacts of El Niño and La Niña episodes on lives, livelihoods and food security. The International Research Centre on El Niño, based in Guayaquil, Ecuador, continues to provide monthly bulletins on current and projected data to inform decision makers across sectors, the media and the general population with a timely summary of relevant information.

60. The United Nations system continues to provide coordinated support to countries affected by La Niña, guided by the “Standard operating procedures: early action to El Niño/La Niña episodes”, developed by the Inter-Agency Standing Committee. For example, in Afghanistan, FAO triggered a drought anticipatory response to the impact of reduced precipitation owing to La Niña, including cash-for-work programmes, cash transfers, anticipatory animal health care, livestock protection packages and crop yield and plant protection interventions before the official declaration of drought June 2021.

61. La Niña conditions are currently estimated to have a 52 per cent probability of continuing over the northern hemisphere summer.<sup>31</sup> The National Oceanic and Atmospheric Administration of the United States predicts that there is a 61 per cent

<sup>23</sup> World Meteorological Organization, “Meteorological and humanitarian agencies sound alert on East Africa”. Available at: <https://public.wmo.int/en/media/news/meteorological-and-humanitarian-agencies-sound-alert-east-africa>.

<sup>24</sup> World Economic Forum, “The La Niña weather pattern is here to stay, here’s what you need to know”. Available at: <https://www.weforum.org/agenda/2021/12/what-is-la-nina-weather-pattern-climate/>.  
<https://www.nhc.noaa.gov/climo/>.

<sup>25</sup> World Meteorological Organization, “Hurricane Committee retires Ida, prepares for 2022 season”. Available at: <https://public.wmo.int/en/media/press-release/hurricane-committee-retires-ida-prepares-2022-season>.

<sup>26</sup> World Economic Forum, “The La Niña weather pattern is here to stay, here’s what you need to know”. Available at: <https://www.weforum.org/agenda/2021/12/what-is-la-nina-weather-pattern-climate/>.

<sup>27</sup> Australian Government, Bureau of Meteorology, “Climate Driver Update: Models indicate increased chance of negative Indian Ocean Dipole for winter”. Available at <http://www.bom.gov.au/climate/enso/#tabs=Overview>.

<sup>28</sup> World Food Programme, “WFP Seasonal Bulletin – Impact Monitoring of Hydrometeorological Hazards January–April 2022”. Available at <https://www.wfp.org/publications/wfp-seasonal-bulletin-impact-monitoring-hydrometeorological-hazards-january-april-2022>.

<sup>29</sup> The Conversation Media Group, “La Niña Just Raised Sea Levels in the Western Pacific by Up To 20cm. This Height Will Be Normal By 2050”. Available at: <https://www.preventionweb.net/news/la-nina-just-raised-sea-levels-western-pacific-20cm-height-will-be-normal-2050>.

<sup>30</sup> National Oceanic and Atmospheric Administration, El Niño/Southern Oscillation (ENSO) Diagnostic Discussion, 9 June 2022”. Available at: [https://www.cpc.ncep.noaa.gov/products/analysis\\_monitoring/enso\\_advisory/ensodisc.shtml](https://www.cpc.ncep.noaa.gov/products/analysis_monitoring/enso_advisory/ensodisc.shtml).



probability for La Niña conditions to return from September to December 2022.<sup>32</sup> Some long-lead predictions suggest that a third La Niña may persist into 2023. If so, it would be the third triple-dip La Niña since 1950,<sup>33</sup> National Oceanic and Atmospheric Administration predicts a range of 14 to 21 named storms in the Atlantic for the 2022 hurricane season,<sup>34</sup> while drought conditions in the south-western United States could worsen, leading to elevated fire risk.<sup>35</sup> Long-lead seasonal forecasts indicate that the October to December rainy season in East Africa could also fail, deepening the existing humanitarian crisis.<sup>36</sup>

62. Droughts occurring at the same time across different regions as a result of a warming climate coupled with an increase in El Niño-Southern Oscillation events could place an unprecedented strain on the global agricultural system. This combination may have knock-on effects on the global agricultural market and could threaten the water security of millions of people. It demonstrates the importance of investing in strategic foresight and risk reduction on a global level, as outlined in Our Common Agenda.

## IX. Conclusions and recommendations

63. Since its adoption in March 2015, progress has been made in implementing the Sendai Framework. However, no country is on track to achieve the seven global targets of the Framework by 2030. Failure to implement the Sendai Framework puts the attainment of the Sustainable Development Goals further out of reach. Solutions that can overcome obstacles to effective implementation are already available. The greatest challenge lies in raising awareness, changing mindsets and increasing political will. Reducing risk and building resilience have been positioned as one of the priorities of “Our Common Agenda”. To support Member States in understanding and reducing disaster risk and developing tools for strategic foresight to prevent and prepare for global catastrophic events, the United Nations will continue to expand partnerships and build networks, including with the private sector, experts in science and technology, academia and civil society organizations.

64. Scientific and technological advances since 2015 have increased the availability of disaster risk information and loss and damage data. This has yet to translate into systems-based approaches to risk-informed planning and decision-making at all levels. Capacity development for risk modelling and analytics that assess interdependencies across systems should be a priority. Establishing interoperability between existing data sources can expedite this approach. Today’s complex and rapidly changing risk landscape demands a shift to incorporate the full scope of hazards outlined in the Sendai Framework in risk assessment and planning, including environmental, biological and technological hazards and risks, as well as emerging and frontier risks, such as breach of planetary boundaries, rapid and unprepared energy system transitions, rapid

<sup>32</sup> National Oceanographic and Atmospheric Administration, El Niño/Southern Oscillation (ENSO) Diagnostic Discussion, 12 May 2022. Available at:

[https://www.cpc.ncep.noaa.gov/products/analysis\\_monitoring/ens0\\_advisory/ensodisc.shtml](https://www.cpc.ncep.noaa.gov/products/analysis_monitoring/ens0_advisory/ensodisc.shtml).

<sup>33</sup> World Meteorological Organization, “Stubborn La Niña persists”. Available at:

<https://public.wmo.int/en/media/press-release/stubborn-la-ni%C3%B1a-persists>.

<sup>34</sup> National Oceanic and Atmospheric Administration, “NOAA predicts above-normal 2022 Atlantic Hurricane Season”. Available at: <https://www.noaa.gov/news-release/noaa-predicts-above-normal-2022-atlantic-hurricane-season>.

<sup>35</sup> The Washington Post, “La Niña could enter rare third straight year. Here’s what that means”. Available at: <https://www.washingtonpost.com/weather/2022/04/27/la-nina-triple-hurricanes-tornadoes/>.

<sup>36</sup> World Meteorological Organization, “Meteorological and humanitarian agencies sound alert on East Africa”. Available at: <https://public.wmo.int/en/media/news/meteorological-and-humanitarian-agencies-sound-alert-east-africa>.

technological change, cyber security and outer space governance, among others. Greater accountability is needed to ensure that decision makers consider available risk data and knowledge in their decisions.

65. Significant progress has been made in developing national disaster risk reduction strategies. To be most effective, they must be linked with national sustainable development, economic, environment and climate plans and strategies, as well as sector-specific plans. A comprehensive approach to disaster risk reduction and climate change adaptation is essential for the effective implementation of the Glasgow Climate Pact and in response to the warning from the Intergovernmental Panel on Climate Change on maladaptation. The approach should be scaled up and supported by capacity development and can benefit from further discussion at 27th Conference of the Parties to the United Nations Framework Convention on Climate Change.

66. The climate emergency and the COVID-19 pandemic demonstrate that no country has appropriate inter-institutional, multisectoral and multi-stakeholder governance mechanisms in place to effectively manage interrelated risks and complex crises. By expanding accountability for disaster risk reduction beyond national disaster management and civil protection authorities, or equivalent agencies, to include all branches of Government, countries can make tangible progress in implementing the whole-of-government approach included in their disaster risk reduction strategies. Joint planning exercises, more systematic coordination and the development of common disaster risk reduction performance and evaluation metrics can support integration across sectors. The role and convening power of national Sendai Framework focal points can be strengthened through political support from the highest levels of Government. Leadership for, and knowledge of, risk reduction can also be bolstered by appointing risk reduction officers in every government department or agency. Clear domestic legislation that clarifies roles and responsibilities for disaster risk reduction and the implementation of disaster risk reduction strategies in an inclusive manner, as well as the integration of disaster risk reduction into sectoral legislation, can be a game changer. Mandates to mainstream disaster risk reduction across the work of subnational and local authorities, supported by devolved authority and resources and national road maps for local capacity development, can strengthen local risk governance.

67. Financing for disaster risk reduction, including consideration of disaster risk within financial systems, presents one of the biggest challenges to the effective implementation of the Sendai Framework. Public finance for disaster risk reduction should be strengthened with dedicated national funds for national disaster risk reduction, financing strategies and risk-informed budgeting across sectors and at all levels. More innovative approaches across public and private finance are also needed, such as conducting analysis of national financial stability in the event of a disaster and the development of common standards, lexicon and taxonomy to tag and track expenditure and investments in disaster risk reduction and assess their resilience dividend. Monetary authorities can also promote investments in risk reduction and resilience through regulations attached to lending streams. Development partners, international financial institutions and development banks are called upon to support this by aligning their strategies and operations with the Sendai Framework and national disaster risk reduction strategies.

68. The resilience of new and existing infrastructure is a core component of disaster risk reduction. Stress testing the resilience of critical infrastructure and services is essential. Legal requirements for multi-hazard disaster risk assessments for capital investments, as well as regulations and guidance to

integrate risk reduction in the real estate sector, will also have a significant impact in reducing disaster risk. This can be supported by the application of global principles and standards for resilient infrastructure.

69. Planning for recovery and rehabilitation pre-disaster is the most effective way to ensure that necessary capacities, policies, legislation and financing arrangements are in place before a disaster event. Such an approach is also more effective in ensuring that recovery and rehabilitation are aligned with long-term national resilience building and development plans and priorities and account for current and future climate change projections. Pre-disaster planning and post-disaster needs assessments should go beyond damage and loss to include wider socioeconomic impacts in order to address poverty and inequality and build resilience. A stronger focus on a human rights-based and gender-responsive approach to recovery and rehabilitation should be pursued.

70. Multi-hazard early warning systems that are informed by risk information and supported by effective institutional arrangements, information and communications technology and finance are most effective in promoting early action that can reduce disaster impacts. The target, set by the United Nations system and led by WMO, to support Member States to ensure that every person on Earth is protected by early warning systems within five years, is a substantial acceleration towards the achievement of global target G of the Sendai Framework. The outcome document of the Global Platform for Disaster Risk Reduction and the third Multi-Hazard Early Warning Conference offers concrete recommendations to strengthen early warning systems that should be considered in the early warning action plan to be presented at the 27th Conference of the Parties to the United Nations Framework Convention on Climate Change.

71. The Doha Programme of Action is an opportunity to integrate disaster risk reduction across economic and development policy and build economies, societies and environments that are resilient to current and emerging risks. Implementation requires sustained support from development and trading partners, including technology transfer. Several countries in the process of graduating from the least developed country category have integrated disaster risk reduction into their smooth transition strategy to ensure sustainable graduation, an approach that should be replicated by all graduating countries. Reviews of the Samoa Pathway and the Vienna Programme of Action present opportunities to further integrate disaster risk reduction into economic and development. Deliberations on their successor agreements can benefit greatly from the findings of the midterm review of the Sendai Framework. The integration of disaster risk reduction into the humanitarian-development-peace nexus can also help countries build resilience as a pathway out of protracted crises.

72. The midterm review of the Sendai Framework is an opportunity to fundamentally assess how policy and investments decisions are creating risk, to take stock of progress and challenges, to increase commitment to integrating risk reduction into policies, plans and programmes in all sectors, and to galvanize the whole-of-government and all-of-society approaches needed to reduce disaster risk. This comprehensive and inclusive approach can be bolstered, in 2023 and beyond, by integrating risk reduction across the work of the Economic and Social Council and the General Assembly, as well as the regional forums for sustainable development. The high-level political forum on sustainable development, the Sustainable Development Goals Summit and the Summit of the Future are opportune moments to demonstrate a renewed commitment to accelerate the implementation of the Sendai Framework through its integration in development policy and action over the next seven years and beyond.

**73. It is recommended that:**

(a) Member States conduct national processes for a participatory, inclusive and multisectoral midterm review of the implementation of the Sendai Framework and share their findings with the United Nations Office for Disaster Risk Reduction, actively engage in the high-level meeting of the General Assembly on the midterm review with participation across sectors and ministries at the highest level possible and consider the political declaration of the midterm review in the deliberations and outcomes of the Sustainable Development Goals Summit and the Summit of the Future;

(b) The Economic and Social Council consider convening a special meeting on disaster risk reduction and include disaster risk reduction in its work in 2023 as a contribution to the midterm review of the Sendai Framework;

(c) Member States create or enhance multisectoral systems for collecting, validating and reporting disaggregated disaster loss data and, with the engagement of national statistical offices, increase the use of the Sendai Framework monitor to track progress on all indicators of the global targets of the Framework, the disaster risk reduction targets of Sustainable Development Goals 1, 11 and 13, as well as related goals and targets of other intergovernmental agreements;

(d) Member States, with support from the United Nations system and strengthened private sector partnership, conduct and regularly update disaster risk assessments and disseminate disaster risk information, invest in the development of science and technology and in strengthening capacities for multidimensional and multi-hazard risk assessment, risk analytics and strategic foresight and strengthen interoperability among data sets and risk assessment tools;

(e) Member States accelerate progress to develop and implement national and local disaster risk reduction strategies, promote coherence with the implementation and financing of sustainable development policies and strategies, increase the number of cities and local authorities participating in the Making Cities Resilient 2030 initiative, ensure that disaster risk reduction strategies are in place in all sectors and periodically assess and publicly report on and discuss progress on these strategies in the relevant institutional forums, including parliaments and local councils;

(f) Member States, with support from the United Nations system, apply a comprehensive approach to disaster and climate risk management, strengthen policy, programmatic and financing links between national disaster risk reduction strategies and national adaptation plans, and apply the Sendai Framework in the implementation of the Glasgow Pact and the global goal on adaptation, and consider including disaster risk reduction in the annual deliberations of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the deliberations of the Conference of the Parties to the Convention on Biological Diversity;

(g) Member States strengthen disaster risk reduction governance, including mechanisms for multisectoral and inter-institutional coordination with clearly defined roles, responsibilities and accountability for disaster risk reduction across ministries and institutions and at the national, subnational and local levels, ensure that national Sendai Framework focal points have the political support to coordinate across government, appoint disaster risk reduction focal points in all government ministries and institutions and consider formalizing roles for non-State stakeholders in national risk governance mechanisms;

(h) Member States consider making disaster risk reduction part of national legislation and developing disaster risk reduction regulations and

standards, including risk disclosure in public and private investments and transactions, the application of principles for resilient infrastructure, making multi-hazard risk assessments a legal requirement for new infrastructure and real estate investments in all sectors and routinely conducting stress testing of existing infrastructure, and ensure that any such regulations and standards are enforced;

(i) Member States, through ministries of finance and economic planning, increase investment in disaster risk reduction, consider integrating disaster risk reduction in the work of central banks and other monetary authorities, national budgetary and expenditure legislation and budget process across all sectors, and develop national disaster risk reduction financing strategies that are linked to integrated national financing frameworks for the Sustainable Development Goals and climate adaptation financing;

(j) The United Nations system work with international financial institutions and development banks, credit rating agencies, the insurance sector and the financial services sector, to accelerate the development of innovative instruments, tools and guidelines for de-risking investments and to enhance financing available for disaster risk reduction;

(k) Member States enhance the provision of the means to implement the Sendai Framework, including through international cooperation, global partnerships and North-South, South-South and triangular cooperation, in order to support the least developed countries, landlocked developing countries, small island developing States and middle-income countries facing specific challenges and, in that context, ensure that bilateral and multilateral development assistance is risk-informed and aligned with national disaster risk reduction strategies;

(l) Member States apply the Sendai Framework to ensure a prevention-oriented and risk-informed approach to COVID-19 socioeconomic recovery policies, strategies and financial packages and the United Nations system integrate disaster risk reduction into support provided to countries to build back better from the socioeconomic impacts of the COVID-19 pandemic;

(m) Member States consider augmenting financial contributions to the United Nations trust fund for disaster risk reduction and the United Nations Office for Disaster Risk Reduction in order to support countries in their efforts to manage and reduce disaster risk and to implement the Sendai Framework and to support the midterm review of the Framework.

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