UNDRR

UN Office for Disaster Risk Reduction

UNDRR Inputs in the First Global Stocktake

Technical Dialogue 1.3

March 2023

Issue: First Glasgow Dialogue – Technical Dialogue 1.3

Title: Calls for inputs from Parties and observer States, UN Agencies and other international organizations and non-Party stakeholders and observer organizations to its first global stocktake

Session Name: SBI/SBSTA 58

Mandate: 19/CMA.1 paragraph 19 requested the Chairs of the Subsidiary Body for Scientific and Technological Advice and the Subsidiary Body for Implementation to issue a call for the inputs referred to in paragraphs 36 and 37 of the same decision, taking into account that such inputs should be submitted at least three months before their consideration in the technical assessment

Summary and Key Messages

- To raise and achieve the climate ambition, policy synergy across complementary global frameworks, and integrated implementation at the national and local levels, is required. The concurrent Global Stocktake of the Paris Agreement and the Midterm Review of the Sendai Framework (MTR SF) offers a key opportunity to enable this.
- The year 2023 presents a critical inflection point, a unique opportunity for States and non-State stakeholders to course correct, to realize the expected outcome and goal of the Sendai Framework, and inculcate risk-informed decision-making, investment and behaviour to 2030 and beyond.
- The progress in climate action and resilience building should be benchmarked against progress in reducing losses and damages. This provides a clear basis for synergy between disaster risk reduction and climate change adaptation as disasters provide the evidence of climatic impacts. The metrics, data and statistical standards being used for monitoring the Sendai Framework for Disaster Risk Reduction, and related SDG targets are of great value and relevance to GST.
- Action against climate change and disaster risks should be synergized through a comprehensive risk management approach, based on a shared understanding and adaptive governance of risk. This enables collaborative actions by institutions, better efficiency in resilience building, and optimal utilization of resources.
- The year 2023 also offers a critical opportunity to undertake financial reforms with a view to reorienting international financial assistance from reaction to prevention; modernizing debt architecture for better shock response and long-term sustainability; mobilizing private investment for resilience; and make financial regulation and supervision risk-sensitive.

UNDRR Contacts:

Loretta Hieber Girardet
Chief, Risk Knowledge, Monitoring & Capacity Development Branch
hieber-girardet@un.org

www.undrr.org

Animesh Kumar
Head of Office, Bonn
animesh.kumar@un.org

Le-Anne Roper
Programme Management Officer, Bonn
Le-Anne.Roper@un.org

A. Background

The Paris Agreement, in Article 14, determined that Parties to the treaty will conduct periodic stocktaking activities with a view to assessing collective progress in achieving the purpose of the Agreement and its long-term goals. It further stated that this global stocktake (GST) will commence in 2023 and take place every five years thereafter. Parties are to approach the GST in a comprehensive and facilitative manner, and in light of equity and the best available science.

Subsequently, Parties adopted decisions regarding the GST, including 19/CMA.1 (adopted in 2018); the modalities of work and sources of input were identified. Party and non-Party stakeholders were invited to provide input into the GST, including the technical assessment phase. This submission is in response to this decision and is intended to inform the 3rd Technical Dialogue scheduled to take place during the 58th Subsidiary Bodies sessions in June 2023.

B. Overview of UNDRR's First Submission

A substantive submission was made by UNDRR in 2022 as a contribution to the first GST. It provided an overview of the linkages with the Sendai Framework for Disaster Risk Reduction and the climate change processes, including the GST. Other highlights include:

- The value of disaster risk reduction (DRR) metrics to the GST, including the Sendai Framework monitor with seven global targets and 38 indicators, which also have linkages with the Sustainable Development Goals (SDGs);
- The opportunities for the Mid-Term Review of the Sendai Framework (MTR SF) to provide input to, and benefit from, the GST; and
- The complementarity between the DRR and climate change agendas.

The information remains relevant and a source of input that should be reflected in the technical synthesis reports to be prepared later in 2023. This submission builds on the first with an emphasis on key messages emerging from the MTR SF.

C. Midterm Review of the Sendai Framework

By way of resolution 75/216, the United Nations General Assembly (UNGA) decided that the MTR SF will be held in 2023. The MTR SF will assess progress on integrating DRR into policies, programmes and investments at all levels, identify good practice, gaps and challenges, and accelerate the achievements of the goal and targets of the Sendai Framework. Resolution 77/164 further supported the MTR SF, with reference to inputs that include stocktaking, thematic reviews, and the outcome of regional and global platforms for DRR.

The Sendai Framework aims to substantially reduce disaster risk and losses; it seeks to prevent new and reduce existing disaster risk through a series of measures that prevent and reduce hazard exposure and vulnerability, and increase preparedness for response and recovery. The MTR SF is therefore taking stock of how countries are progressing in these areas with a view to recommending changes that will ultimately result in course-correction measures being implemented, where necessary.

The main findings and recommendations show mixed progress with respect to the seven targets. Nonetheless, the overall trend shows that countries are not on track to achieving the Sendai Framework goal. Improvements were noted in **Target A: Substantially reduce global mortality by 2030**, and **Target E: Increase national and local disaster risk reduction strategies**. Despite the latter not being fully achieved, there was notable increase in the number of countries (126 as of December 2022, up from 55 in 2015) with national disaster risk reduction strategies, the majority of which promote policy coherence with the Paris Agreement and 2030 Agenda for Sustainable

Development. Further, average proportion of local governments with disaster risk reduction strategies has remained around 70 per cent during 2015 – 2021.

A UNDRR report on **Target F**: **Enhance international cooperation for disaster risk reduction**, informs that only 4.1 percent of overall disaster-related official development assistance was spent on disaster prevention and preparedness. There were, however, thousands of technology transfer and capacity development initiatives provided to the reporting countries.[1]

The remaining targets are where concern is the greatest. Information provided for **Target B: Substantially reduce the number of affected people globally** is showing an almost two-fold increase in persons affected by disaster between 2012-2021 compared with the baseline period 2005-2015. The economic impact relating to **Target C: Reduce direct disaster economic losses in relation to global gross domestic product (GDP)** was also stark; the estimated impact of the reporting countries of over US$330 billion from 2015 to 2021 is grossly undervalued but still amounts to an average of **1 percent of GDP per year** of the reporting countries. These events contributed to the destruction or damage to critical infrastructure relating to **Target D: Reduce disaster damage to critical infrastructure and basic services disruptions**, as also the disruption of basic services (health and education, among others).

Of concern also is the progress in **Target G: Increase availability and access to early warning systems and risk information**. A UNDRR-WMO report on global status of multi-hazard early warning systems (MHEWS) informs that only half of the countries in the world have reported availability of early warning systems. Even among these countries, up to 75 percent have self-assessed their MHEWS as having 'limited to moderate achievement.' Small island developing States (SIDS), Least Developed Countries (LDCs) and Landlocked Developing Countries (LLDCs) faced the greatest capacity constraints. This was reflected in the severity of disaster-related deaths and economic losses.

Fig: Progress in Sendai Framework targets[2]

Target A: Substantially reduce global mortality by 2030

Target B: Substantially reduce the number of affected people globally

Target C: Reduce direct disaster economic losses in relation to global gross domestic product (GDP)

Target D: Reduce disaster damage to critical infrastructure and basic services disruptions

Target E: Increase national and local disaster risk reduction strategies

Target F: Enhance international cooperation for disaster reduction

Target G: Increase availability and access to early warning systems and risk information

In addition to the seven targets, the Sendai Framework is guided by four priority areas. They are outlined below, along with selected findings from the MTR SF that have relevance to the GST.

[1] There were 42 countries reporting on Target F. Approximately 1,113 instances of technology transfer and 2,203 capacity development initiatives were reported between 2005 and 2020.

[2] Indicative analysis based on Sendai Framework Monitor and Midterm Review input reports.

Priority Areas	Selected MTR SF Findings	Recommendations for Action
Priority 1: Understanding Disaster Risk	• Since 2015, there is a better understanding of risk. • The collection and use of data (including loss and damage data) have improved. • There are still significant challenges in generating disaggregated data with most notable data gaps on women, older persons, persons with disabilities and children. • Despite an increase in the number of risk models and risk assessments, countries are unable to use many of them due to accessibility, design and actionable risk information. • Monitoring, evaluation and learning, along with the use of knowledge management platforms, needs further strengthening. • Gender is widely recognized as a key target for disaggregated DRR data sets.[3] • Member States are aware that disaster risk reduction capacity-building within governments must be complemented by a broader-based culture of risk awareness and prevention.[4]	• The production of high quality, interoperable and accessible data and their use in risk assessments must be prioritized. • National level implementation and improvement of disaster losses and damages tracking systems and risk mapping must be pursued. • The establishment of central -level- bodies with sufficient budget and capacity for data collection and reporting must be prioritised. • Capacity for data collection and reporting must be improved as should official statistics on disaster risk, including in relation to risk assessment methodologies, and tools to assess resilience, among others. • Risk data and information must be systematically used to inform decision-making, including through integrated use of climate risk and GIS tools, and subsequent risk assessments, decentralization of roles and responsibilities, and the development of risk atlases. • Local level understanding of risk must be improved. • States must develop comprehensive risk assessments. • Focus should be placed on supporting the general public and the private sector to become active agents in risk reduction and management. To achieve this, mass media communication campaigns focused on specific hazards are an important tool, as is the development of educational materials to inform curricula at all levels of the education system.

[3] See, for example, the Voluntary National Report of New Zealand, available at https://sendaiframework-mtr.undrr.org/publication/new-zealand-voluntary-national-report-mtr-sf, and the submission from the United Nations Scientific and Technological Community Major Group for the MTR SF.

[4] See, for example, the Voluntary National Reports of Costa Rica, Guatemala, Liberia, Mauritius, Philippines, Sweden, Togo, Trinidad and Tobago, Tunisia, and Viet Nam, available at https://sendaiframework-mtr.undrr.org/mtr-sf-submissions-and-reports; and submissions from parliamentarians and United Nations Conference on Trade and Development for the MTR SF.

Priority Areas	Selected MTR SF Findings	Recommendations for Action
		• Integrating gender considerations into the mandates of agencies responsible for collecting and analysing disaster risk data and developing risk information should be a priority towards 2030. This would allow the development of policies and actions that include gender in design, funding, implementation, monitoring and evaluation, and therefore work to promote women and girls' participation and leadership in risk reduction, and mitigate disproportionate impacts.
Priority 2: Strengthening disaster risk governance to manage disaster risk	• National disaster risk reduction strategies have been or are being developed but local level strategies are lagging. • Regional mechanisms have helped to reduce implementation barriers, particularly in SIDS and LDCs. • At the country level, siloed approaches among DRR, climate change and development institutions and policies limit integrated risk-informed decision-making and the effectiveness of risk reduction measures, potentially amplifying the impact of disasters and shocks. • Recognition of the importance of legal frameworks for DRR implementation plans did not translate into progress for developing countries, due to challenges with financial resources, organizational capacity, etc.; high-income countries, however, reported progress in this area. • Legal frameworks for new and emerging risks are needed, including in relation to the intensifying impact of climate change. • Many countries have integrated vulnerable groups in DRR governance structures, although globally, more progress is needed.	• Shifts in the locus of responsibility and accountability for risk prevention and reduction from a single, centralized agency to "all State institutions" is necessary. • The legislative and regulatory frameworks must account for shared responsibility for risk-informed planning and investment. • DRR governance must include and apply local, traditional and Indigenous knowledge. • Strategic foresight that considers plausible futures, anticipatory action and more forward-looking policies and programmes, must be strengthened. • Strategic foresight activities, which are gaining ground in multiple strategic planning and policymaking contexts at national, regional and global levels, should be promoted. These explore different plausible futures to identify trends and emerging issues, visions and associated pathways to make better decisions and act in the present to shape a desirable future.

Priority Areas	Selected MTR SF Findings	Recommendations for Action
Priority 3: Investing in disaster risk reduction for resilience	• Investment in DRR and efforts to de-risk investment remain inadequate, even as climate-related disasters have doubled in the past two decades. • Despite calls from States for shifting investments to risk reduction and prevention, the majority of resources are still reactive; about 10% of ODA is geared towards prevention (ex-ante), while 90% is for recovery (ex-post). • There is often an underestimation of disaster losses, an issue that requires corrective action for better understanding of financing gaps. • There is need to strengthen formal disaster risk reduction financing frameworks. • Investment in anticipatory action such as adaptive social protection has increased. • Some investments exacerbate risks, and increase exposure and vulnerability of communities, supply chains and ecosystems. • The private sector has improved their engagement in some respects (e.g., reporting and disclosure relating to climate change), but requires more coherent engagement in risk reduction. • International and national development financing institutions are increasing investment in low and zero-carbon development as well as adaptation and resilience. • Insurance affordability and availability is proving increasingly challenging for developed and developing countries, particularly as some risks become uninsurable.	• As captured in the Sharm el-Sheikh Implementation Plan (COP 27) and the Glasgow Financial Alliance for Net Zero, the momentum for systemic reforms of the (global) financial system should be capitalized on to increase support for DRR and de-risking investments. • The financial sector must better account for and accurately price risks and increase transparency on its exposure to risks. • Collaboration at the global scale can make necessary amendments to financial regulations that support resilience. • There is need to scale incentives for private sector investment in DRR. • The uptake and access to insurance mechanisms must be expanded as residual risk will remain, giving due consideration to premium subsidies for vulnerable groups. • Finance for DRR, development and climate must be better integrated. • A facilitative environment for resilient infrastructure must be a priority. This requires quantification of the multisectoral benefits of such investment, drawing on the expertise and insights of diverse stakeholders, including private institutions.

Priority Areas	Selected MTR SF Findings	Recommendations for Action
Priority 4: Enhancing disaster preparedness for effective response and "Build Back Better" in recovery, rehabilitation and reconstruction	• Limited progress in this priority area has been noted, owing, in part, to greater (financial) emphasis on ex-post measures. • Regional corporation has improved to lend support to countries' response initiatives; this is noted in the Americas and Caribbean region. • Coverage for multi-hazard early warning systems (MHEWS) remains inadequate despite some progress made. • More progress is needed regarding gender considerations in disaster recovery, rehabilitation and reconstruction. • Post-disaster risk assessments (PDNAs) are increasingly risk-informed and integrated, but faces challenges with respect to data for the estimations of damage and loss (such as infrastructure damage and service disruptions); where data is lacking, losses are not estimated. • Coordination on DRR in the UN system has strengthened.	• There is need to review the funding mechanisms vis-à-vis disaster risk management, humanitarian and development activities, among others, with due regard to long-term resilience. • The mobilization of resources, technology and capacity for implementing multi-hazard early warning systems (MHEWS) must continue. • Where possible, States should link MHEWS with vulnerability data and social protection data with a view to addressing climate change impacts.

Source of information: A/77/640 – Main findings and recommendations of the midterm review of the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030.

An overarching recommendation is for broader stakeholder engagement in governing and managing risks, beyond traditional DRR stakeholders, at the national and sub-national levels. An approach that is multi-sectoral, multi-scalar and multi-stakeholder will promote convergence, enhance inclusion and facilitate more equitable outcomes.

The MTR SF benefited from the inputs and submissions of a wide range of stakeholders and actors including voluntary national reviews, as well as stocktaking, thematic reviews and outcomes of the global and regional platforms for disaster risk reduction. The conclusion of the MTR SF highlights the necessity of 2023 as an inflection point, where all stakeholders have an opportunity to pursue course correction up to 2030. This is in light of the existential threat posed by climate change. It further called for a reconfiguration of metrics of growth that are compatible with planetary boundaries and human wellbeing, and also a shifting of planning timeframes from short-term to long-term. Finally, the MTF recognized that other stocktaking exercises – of which the GST is one – are together exploring the most challenging issues of our time.

D. Further Implications of the MTR SF for the Paris Agreement and GST

The MTR SF and GST are in tandem. The GST is guided by the overarching objective of Article 2 of the Paris Agreement which seeks to reduce risks and impact from climate change, increase the ability to adapt and foster climate resilience, and make finance flows consistent with climate-resilient development. It is important, therefore, to also acknowledge the complementarity and synergy of this objective with the goal of the Sendai Framework: Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.

With the help of the SB chairs, guiding questions for the technical assessment phase of the GST have been prepared to streamline how information is collected. These questions are used as a framework to further elaborate the implications and relevant information from the MTR SF for the GST.

Adaptation

The GST seeks to identify, inter alia: i) the global levels of climate risk, impact and vulnerability at various timescales; ii) adaptation efforts, support, experience and priorities; iii) support needs of developing countries and efforts to meet them; iv) progress and efficiency in adequacy of adaptation and support; and v) methodologies (incl. metrics) for understanding progress in achieving the global goal on adaptation.

It is worth noting that among the targets of the Sendai Framework that observed improvement is Target E relating to the number of **disaster risk reduction strategies** that were produced by countries (see Section C above). Coherence with climate change is one of the key elements for the development and implementation of these strategies. This can be chiefly ensured through synergies of these strategies with the national adaptation plans (NAPs), one of the key tools used for streamlining adaptation and reducing disaster risk at the national and local levels. Countries have shown strong interest to increasingly build synergies between planning and implementation of disaster risk reduction and climate change adaptation and promote integrated approaches.

Comprehensive risk management (Box 1) is one such opportunity in this regard. The integrated approach to planning that is hallmark of this initiative is being implemented by UNDRR with partners in several developing vulnerable countries and regions. This builds on existing good practices: The Pacific region, for example, has developed the *Framework for Resilient Development in the Pacific: An Integrated Approach to Address Climate Change and Disaster Risk Management (FRDP): 2017 – 2030*. One of the goals of the framework is to strengthen the integration of adaptation and disaster risk, guided by the principle that this will contribute to resilience building. At the country level, Kiribati developed the *Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management, 2019 to 2028*, which adopts the integrated approach referenced above. Similarly, Tonga's *Joint Action Plan 2 on Climate Change and Disaster Risk Management, 2018-2028* was developed.

CRM seeks to address the finding of the MTR SF in relation to siloed approaches among DRR, climate change and development institutions and policies that limit integrated risk-informed decision-making and the effectiveness of risk reduction measures. Acknowledging this issue in the GST will facilitate greater levels of international and regional support for countries that want to adopt this approach.

While understanding of risk has increased, there remains challenges with data, and further, analysis of this data using various tools to inform decision making. As noted in UNDRR's submission to the Global Goal on Adaptation, and as captured in the UNFCCC Synthesis Report, data on disaster impacts, including losses and damages, and official metrics used to capture progress in the Sendai Framework, are also valuable resources for GST.

Inadequacy of risk assessments was identified as a gap/issues for accelerated action emerging from the findings of the MTR SF. The often-siloed approaches in institutions and financial systems for understanding and managing risks has not allowed for a truer picture of risks to be developed, and therefore, has implications for an integrated approach to DRR and climate change adaptation. UNDRR's Risk Information Exchange (RiX) offers technical support to countries to use open-source global, regional and national risk data and information to improve risk knowledge, risk literacy and risk analytics.

Box 1: Comprehensive Risk Management

UNDRR has recognized the value of comprehensive risk management (CRM) approaches in **enhancing country-level efficiencies and reducing barriers to addressing risks**. UNDRR's promotion of and technical support for CRM is designed to foster an integrated approach, where countries can develop integrated plans, or integrate DRR into NAPs and vice versa.

The success of the Paris Agreement is contingent upon advancements in mechanisms and implementation outside the purview of the Agreement and the Convention. The CRM approach helps strengthen synergies between disaster risk reduction and climate action, co-benefiting risk reducing, adaptation and resilience building measures. This approach can be scaled with adequate support as a potential outcome of the first GST.

Means of Implementation (MOI) and Support

Among other things, the GST is exploring: i) the state of as well as barriers and challenges with respect to finance, technology, and capacity building; ii) state of global climate finance flows and data gaps; among others. The MTR SF has explored various aspects of these areas, in particular, under Priority 3 (see table above). Selected highlights are as follows:

- Barriers and challenges with respect to finance include: i) disproportionate focus on reactive (ex-post) measures compared with preventive and adaptation (ex-ante) measures; and ii) inadequate investments in risk reduction measures and in re-risking investment.
- Gaps remain at the national level to provide data or more accurate reporting on losses and damage, therefore resulting in underestimations of impact.
- Private sector engagement in risk reduction measures has increased but

more remains to be done for stronger, more impactful engagement.

Options proposed for addressing some of the issues include providing incentives to de-risk investment and engage the private sector, and supporting stronger data collection and analytical capacities.

Cross-Cutting

Good practices, experience and potential opportunities to enhance climate action are among the areas being assessed for the GST.

Local action to build resilience is of high significance. UNDRR's Making Cities Resilient 2030 initiative helps build local resilience through advocacy, sharing knowledge and experiences, establishing mutually reinforcing city-to-city learning networks, injecting technical expertise, connecting multiple layers of government and building partnerships.

The MTR SF acknowledges that despite efforts to build resilience, residual risks remain. This speaks directly to efforts to avert, minimize and address loss and damage associated with climate change as in Article 8 of the Paris Agreement. There is congruence with recommendations for insurance, and the MTR SF recommends appropriate premium subsidies be provided to ensure that vulnerable populations are included in insurance schemes. Innovative financing instruments that involve risk pooling and other insurance solutions would also serve the Paris Agreement and Sendai Framework in mutually beneficial ways.

The Paris Agreement lists early warning systems among the areas for cooperation and facilitation with respect to loss and damage. Complementing the Global status of multi-hazard early warning systems: Target G report published in 2022, the MTR SF highlighted gaps in MHEWS, particularly in SIDS and LDCs. The launch of the UN Secretary General's Early Warnings for All" initiative Executive Action Plan at COP27 has direct application to the GST and the associated decisions to be made by Parties.

Box 2: Key Messages on Means of Implementation in SIDS

UNDRR partnered with the Alliance of Small Island States (AOSIS) and the UN Department of Economic and Social Affairs (DESA) to explore gaps, challenges and constraints in means of implementing (MOI) the Sendai Framework. The findings from this study complemented and reinforced the findings and recommendations of the MTR SF. Among the key messages are the following:

- Risk transfer mechanisms cannot be a substitute for financing to reduce existing risk and prevent new risk.
- There is need for harmonizing the application processes for accessing (concessional) financing.
- SIDS should be supported in pursuing a programmatic approach, particularly as a project approach increases burdens on already stretched human resources.
- The links between DRR and climate change adaptation financing, including data and metrics, need to be strengthened to allow SIDS greater access to financing opportunities.
- SIDS must be supported in future-proofing new development and retrofitting existing ones to withstand climate and disaster risk in a cost-effective manner.

Source: Small Island Developing States (SIDS): Gaps, challenges and constraints in means of implementing the Sendai Framework for disaster risk reduction