04

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UN Office for Disaster Risk Reduction

SENDAI FRAMEWORK
FOR DISASTER RISK REDUCTION 2015-2030

DEVELOPING NATIONAL DISASTER RISK REDUCTION STRATEGIES

WORDS INTO ACTION

WORDS INTO ACTION

Engaging for resilience in support of the Sendai Framework for Disaster Risk Reduction 2015-2030

The Words into Action (WiA) guidelines series aims to ensure worldwide access to expertise, communities of practice and networks of DRR practitioners. The guidelines offer specific advice on the steps suggested to implement a feasible and people-centered approach in accordance with the Sendai Framework for Disaster Risk Reduction 2015-2030. These guidelines are not meant to be exhaustive handbooks that cover every detail, and those who need more in-depth information will find references to other sources that can provide them with it.

Using a knowledge co-production methodology, WiA work groups take a participatory approach that ensures wide and representative diversity in sources of know-how. WiA is primarily a knowledge translation product, converting a complex set of concepts and information sources into a simpler and synthetized tool for understanding risk and learning. It is also meant to be a catalyser for engaging partners and other actors.

In summary, the WiA guidelines are pragmatic roadmaps to programming an effective implementation strategy. This is facilitated by promoting a good understanding of the main issues, obstacles, solution-finding strategies, resources and aspects for efficient planning. The guidelines can be a valuable resource for national and local capacity building through workshops and training in academic and professional settings. They can also serve as a reference for policy and technical discussions.

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DEVELOPING NATIONAL
DISASTER RISK REDUCTION STRATEGIES

WORDS INTO ACTION

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FOREWORD

Mami Mizutori

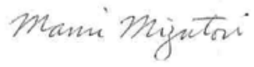
Special Representative of the UN Secretary-General for Disaster Risk Reduction

Between 1998 and 2017 climate-related and geophysical disasters killed 1.3 million people and left a further 4.4 billion injured, homeless, displaced or in need of emergency assistance. While the majority of fatalities were due to geophysical events, mostly earthquakes and tsunamis, 91% of all disasters were caused by floods, storms, droughts, heatwaves and other extreme weather events.[1] Disasters can reverse development gains, erode resilience and increase vulnerabilities. Most importantly they can wreck peoples' lives in an irreversible way. The World Bank has calculated that the real cost to the global economy is a staggering US$ 520 billion per annum, with disaster pushing 26 million people into poverty every year.[2]

In order to achieve a better and more sustainable future for all, the Member States of the United Nations agreed in 2015 on an encompassing and coherent 2030 Agenda for Sustainable Development. The Sendai Framework for Disaster Risk Reduction 2015-2030, the Paris Agreement on Climate Change, the New Urban Agenda, the Addis Ababa Action Agenda on Financing for Development, and the Agenda for Humanity are all in coherence with the United Nations' Sustainable Development Goals (SDGs) and together address the global challenges of poverty, inequality, climate, environmental degradation, prosperity, and peace and justice. In order to leave no one behind, it is important that we achieve each goal and target by 2030.

The Sendai Framework has broadened the scope of disaster risk reduction significantly to focus on both natural and man-made hazards and related environmental, technological and biological hazards and risks. The framework was conceived to prevent the creation of new disaster risk, to reduce existing risk and losses to lives and livelihoods, economic losses and damage to infrastructure. This is achieved by greater understanding of disaster risk, by strengthening resilience of people and communities, with a focus on those most at risk, and by decisive action by all of society to ensure risk-informed development, planning and investments. In order to achieve this goal, seven global targets and four priorities for action were agreed in the framework. Target E – to substantially increase the number of countries with national and local disaster risk reduction strategies by 2020 – is instrumental to achieving any of the other targets by 2030.[3]

I am pleased to share this Words into Action: Developing National Disaster Risk Reduction Strategies guidance with you, hoping that it will assist both policy-makers and practitioners in developing national disaster risk reduction strategies that are supporting the expected outcome of the Sendai Framework. It is intended to be a living resource, which I encourage you to use and to provide feedback on so it can evolve as a resource for all stakeholders.



1 CRED & UNISDR, 2018. Economic losses, poverty & disasters 1998-2017. https://www.unisdr.org/we/inform/publications/61119

2 The World Bank, 2017. Results Brief – Climate Insurance. https://www.worldbank.org/en/results/2017/12/01/climate-insurance

3 UNISDR 2015: Chart of the Sendai Framework for Disaster Risk Reduction 2015-2030, https://www.unisdr.org/files/44983_sendaiframeworksimplifiedchart.pdf

ACKNOWLEDGEMENTS

These guidelines build on lessons learned from countries' experience in implementing the Hyogo Framework for Action[4] and in aligning their national disaster risk reduction strategies to the Sendai Framework for Disaster Risk Reduction 2015-2030. This document became possible through the extensive contributions from partners and colleagues.

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4 UNISDR, 2013. Synthesis Report: Consultations on a Post-2015 Framework on Disaster Risk Reduction (HFA2). https://www.preventionweb.net/files/32535_hfasynthesisreportfinal.pdf

EXECUTIVE SUMMARY

These Words into Action guidelines offers practical guidance and good practice examples for aligning a national disaster risk reduction strategy with the Sendai Framework for Disaster Risk Reduction 2015-2030.[5]

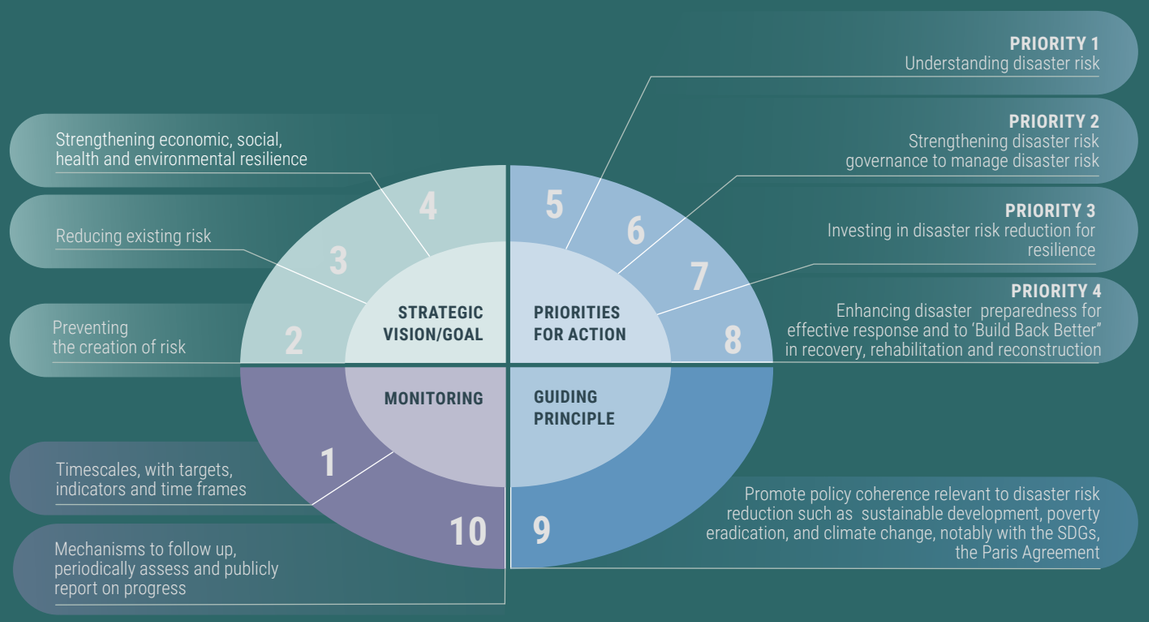
1. Key principles and overarching considerations for developing disaster risk reduction (DRR) strategies in the spirit of the Sendai Framework for Disaster Risk Reduction are:

- establishing a strong disaster risk governance system;
- adopting a multi-hazard approach;
- promoting inclusion and a whole-of-society approach;
- fostering coherence between disaster risk reduction, climate change and sustainable development;
- mainstreaming disaster risk reduction within and across sectors;
- linking national and local disaster risk reduction strategies;
- customizing approaches to fit the country context;
- and building capacities.

2. In order to contribute to the expected outcome of the Sendai Framework, national disaster risk reduction strategies should contain the following 10 key elements:

FIGURE A

10 key elements of alignment with the Sendai Framework

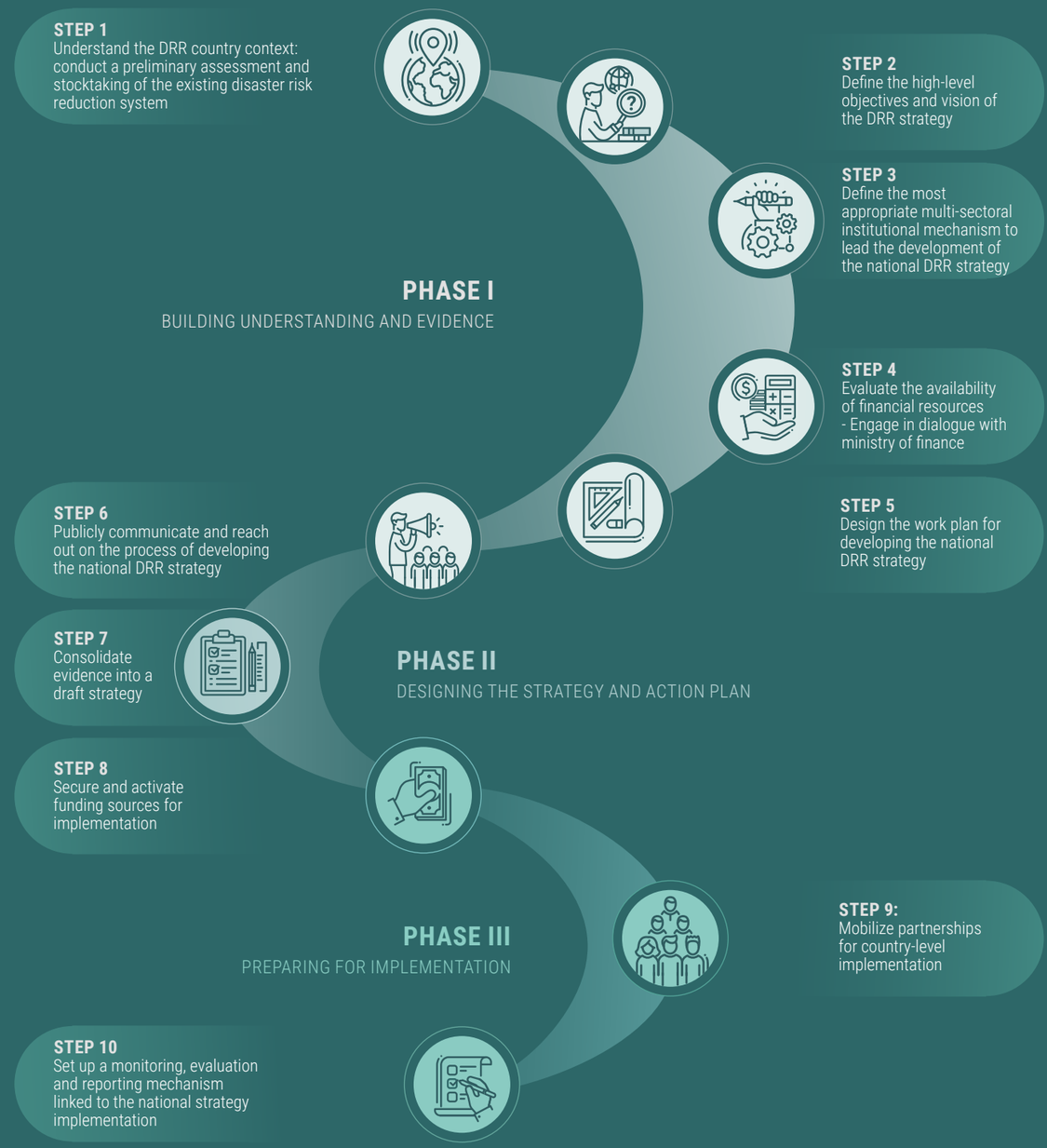


5 Sendai Framework for Disaster Risk Reduction 2015-2030, https://www.preventionweb.net/sendai-framework/sendai-framework-for-drr

3. A 10-step approach to developing a national disaster risk reduction strategy is proposed as follows:

FIGURE B

10-step approach to developing a national disaster risk reduction strategy



In addition to this guidance document, it is intended to provide an online toolkit where resources, tools, templates and examples can be accessed.

ABBREVIATIONS

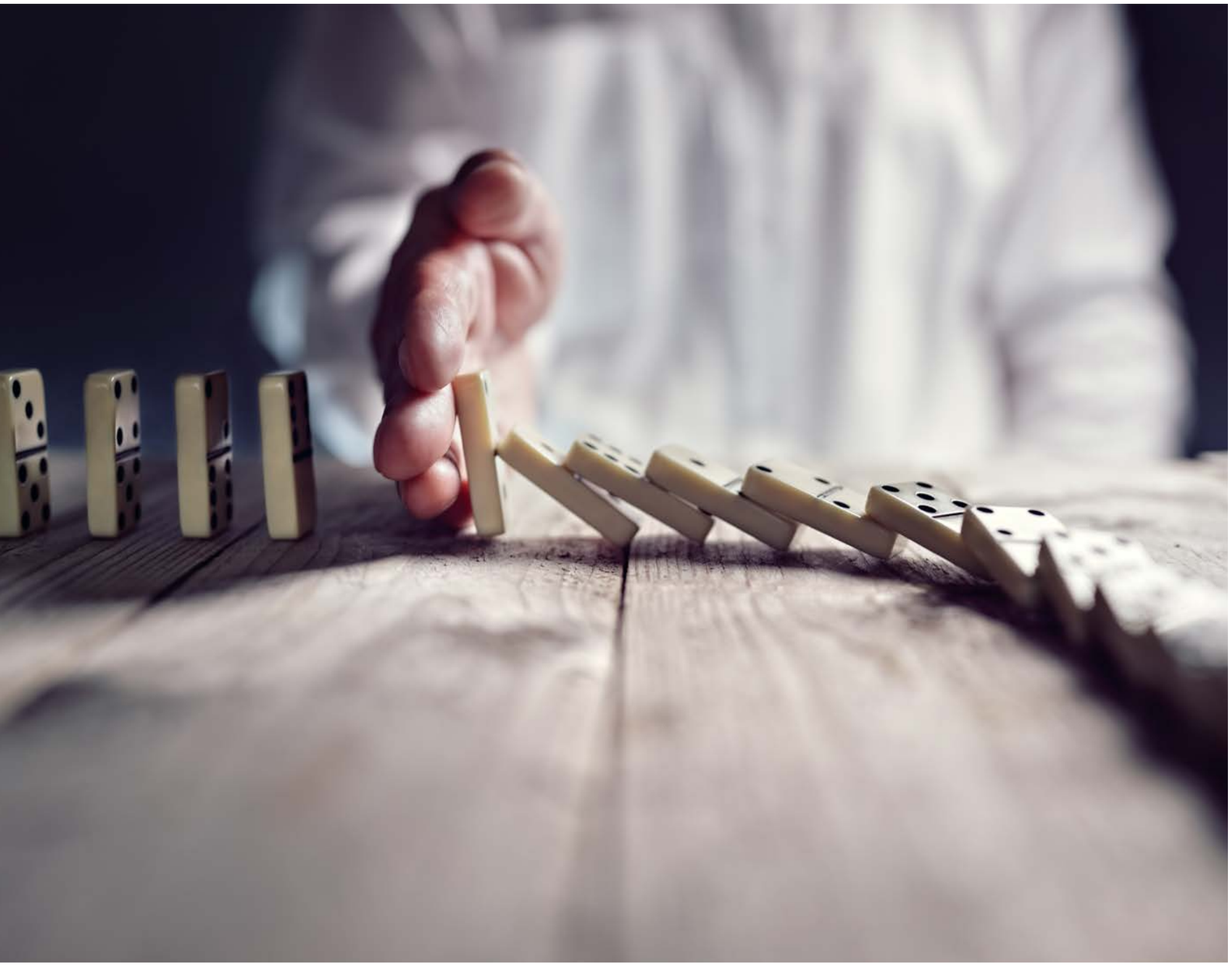
ARISE	Private Sector Alliance for Disaster Resilient Societies
CADRI	Capacity for Disaster Reduction Initiative
CBOs	Community-based Organizations
CRED	Centre for Research on the Epidemiology of Disasters
CSOs	Civil Society Organizations
DRR	Disaster Risk Reduction
GAR	Global Assessment Report
GDP	Gross Domestic Product
HFA	Hyogo Framework for Action
IFRC	International Federation of Red Cross and Red Crescent Societies
IGO	Inter-governmental organization
LDCs	Least Developed Countries
M&E	Monitoring and Evaluation
MCR	Makeing Cities Resilient campaign
NAP	National Adaptation Plan
NDC	Nationally Determined Contribution
NGOs	Non-Governmental Organizations
OIEWG	Open-Ended Intergovernmental Expert Working Group
PICs	Pacific Island Countries
RC	United Nations Resident Coordinator
SFM	Sendai Framework Monitor
SDGs	Sustainable Development Goals
SIDS	Small Island Developing States
STAG	Scientific and Technical Advisory Group
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations Office for Disaster Risk Reduction
VNR	Voluntary National Reviews
WiA	Words into Action guidelines

INTRODUCTION

In 2015, the Member States of the United Nations agreed on an encompassing and coherent 2030 Agenda for Sustainable Development. The Sendai Framework for Disaster Risk Reduction 2015-2030, the Paris Agreement on Climate Change, the New Urban Agenda, the Addis Ababa Action Agenda on Financing for Development, and the Agenda for Humanity are all in coherence with the United Nations' Sustainable Development Goals (SDGs)[6]. These agreements consider elements of disaster risk reduction and resilience in their scope. Though each agreement frames disaster risk and resilience from different perspectives, there is a common understanding that disaster risk management is one of the prerequisites to building resilience, which in turn is imperative to achieving sustainable development. Reinforcing the point, the United Nations Secretary-General António Guterres emphasized that disaster risk reduction must be at the core of sustainable development strategies and economic policies if countries are to fulfil the commitment in the 2030 Agenda and ensure that no one is left behind.

The Sendai Framework calls for strong political leadership, commitment, and involvement of all stakeholders at all levels (local, national, regional and global) in order to achieve substantial reductions in disaster risk and losses and strengthen resilience to natural and man-made hazards. The Sendai Framework recognizes the primary role of states and the shared responsibility of local governments, the private sector, civil society organizations, and others to achieve its goal to "prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience". It reinforces the shift from managing disasters to managing disaster risk and building resilience as a shared vision of the 2030 Agenda for Sustainable Development.

6 The Sustainable Development Goals are the blueprint to achieve a better and more sustainable future for all. They address the global challenges we face, including those related to poverty, inequality, climate, environmental degradation, prosperity, and peace and justice. https://www.un.org/sustainabledevelopment/sustainable-development-goals/



The relevance of disaster risk reduction to the post-2015 development agreements and the links between them create an opportunity to build international coherence and foster risk-informed policy and decision-making, to promote multi-hazard and cross-sectoral approaches to assessing risk, and to encourage a deeper understanding of social and environmental vulnerability across sectors and levels of government.[7]

National and local disaster risk reduction strategies are essential for implementing and monitoring a country's risk reduction priorities by setting implementation milestones, establishing key roles and responsibilities of government and non-government actors, and identifying technical and financial resources. In order to implement the priorities they are set out to achieve, they need to be supported by a well-coordinated institutional architecture, legislative mandates, political buy-in of decision makers, and human and financial capacities at all levels of society.

The development of national and local disaster risk reduction strategies and plans by 2020 is a dedicated target of the Sendai Framework: Target E calls to "substantially increase the number of countries with national and local disaster risk reduction strategies". The short deadline for Sendai Framework-aligned strategies and plans was set in recognition of their importance as enablers to reduce disaster risk and loss.

A strategic and inclusive whole-of-society approach is needed to ensure that all core actors active in DRR are mobilized and engaged in support of risk-informed policy, legal and technical measure and appropriate resource allocation towards:

- **Preventing the creation of new disaster risk**, i.e. addressing disaster risks that may develop in the future if disaster risk reduction policies are not put in place, including measures to ensure that all new investments are disaster and climate risk-sensitive, and measures to reduce inequality, which is often the cause of communities creating risk through informal settlements, informal economic activities, etc.;
- **Reducing existing disaster risk** through structural or non-structural measures, such as retrofitting of critical infrastructure, mitigation works, green infrastructure, or the relocation of exposed population or assets;
- **Strengthening economic, social, health, and environmental resilience** of individuals and societies in the face of anticipated residual risk. These include preparedness, response and recovery activities, but also a mix of different financing instruments, such as national contingency funds, contingent credit, insurance, reinsurance and social safety nets.

In some countries disaster risk management may be included in other multi-stakeholder processes, such as sustainable development or climate adaptation strategic planning. However, in other country contexts standalone DRR strategies and plans are needed because their objectives are not automatically addressed through the national development or sectoral policy framework. Considering that each country will have different needs, the process of developing a national and local disaster risk reduction strategy will be customized according to the country context and should be undertaken in close collaboration with domestic and international stakeholders, such as international and regional organizations, civil society organizations, technical institutions, academia and the private sector.

7 Definitions of prospective, corrective, compensatory disaster risk management are from the report of the Open-ended Intergovernmental Expert Working Group :OIEWG, 2016. Report of the Open-ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction (OIEWG).
https://www.preventionweb.net/drr-framework/open-ended-working-group

PURPOSE, STRUCTURE AND TARGET AUDIENCE

PURPOSE

The 'Words into Action' guidelines issued by the United Nations Office for Disaster Risk Reduction are designed to provide practical guidance on disaster risk reduction topics. The present guidelines are designed to support countries in developing a national disaster risk reduction strategy that is aligned with the Sendai Framework. The guideline complements the 'Words into Action implementation guide for local disaster risk reduction and resilience strategies'[8]; together they form the basis for achievement of Target E.

STRUCTURE

Firstly, the key principles and overarching considerations of strong disaster risk governance, a multi-hazard approach, and an inclusive whole-of-society approach are reviewed. Secondly, the 10 key elements for aligning a national DRR strategy with the Sendai Framework are introduced. Thirdly, a practical 10-step approach to the development or revision of an inclusive national disaster risk reduction strategy is proposed that is adaptable to country-specific contexts. In order to facilitate implementation and progress monitoring, templates, good practices, lessons learned, and related normative guidance are included.

TARGET AUDIENCE

These guidelines aim at supporting and guiding the following actors in ensuring a coordinated development of national DRR strategies:

- **National-level policymakers** leading the development and coordination of the national disaster risk reduction strategy.
- **Government officials, including those from the sectoral and line ministries**, at national and local levels, who implement disaster risk reduction measures through various means and at various levels.
- **National and local disaster risk reduction practitioners** from the development sector and non-state stakeholders who contribute to the process of developing and implementing the national DRR strategy and support its alignment with local disaster risk reduction strategies / action plans.
- **Disaster risk management and climate change practitioners** at regional and global level who will support the integration of disaster risk reduction and climate change adaptation in support of achievement of the SDGs by 2030.
- **Technical experts from all sectors** with a wide range of thematic specializations (e.g. multi-hazard risk assessments, critical infrastructure, climate change adaptation, agriculture resilience, land-use planning, social vulnerability, insurance and financial risk transfer mechanisms, emergency preparedness, gender, national statistics and results-based management, etc.) who are contributing their expertise to ensure the development of a comprehensive disaster risk reduction strategy that effectively supports risk-informed development.
- **Regional inter-governmental organizations** who support their member states in the development of a national disaster risk reduction strategy aligned with a sub-regional DRR policy, normative framework and roadmap, as well as regional DRR strategies / frameworks adopted at regional platforms for DRR.

An inclusive, "all-of-government" and "whole-of-society" approach towards the development of a national disaster risk reduction strategy ensures its legitimacy, ownership and buy-in by core national actors in DRR and development and its smooth adoption and sustainable implementation at the country level.

8 https://www.unisdr.org/we/inform/publications/57399

BOX 1

DRR strategy and action plan definitions

Disaster risk reduction strategies and policies define goals and objectives across different timescales and with concrete targets, indicators and time frames. In line with the Sendai Framework for Disaster Risk Reduction 2015-2030, these should be aimed at preventing the creation of disaster risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience. DRR strategies are planning tools that provide the vision and long-term perspective, identify goals and actions decided by a high-level authority at national or local level or a multi-stakeholder mechanism with the appropriate authority, building on the country context (governance structure, political and economic priorities) on an understanding of disaster risk (prevailing hazards, risk vulnerability, exposure, perception of risk and existing coping capacities of society) and an evaluation of current DRR systems and capacities at country level. DRR strategies should be closely linked with development plans so that underlying factors of risk and resilience-building can be fully addressed.

A plan / action plan /roadmap / framework is a document that provides operational orientation for implementation of the strategy by defining priority actions, timeframes, budget and resources, roles and responsibility of various entities in delivering results, identifying indicators and modalities for review and monitoring progress. It may be developed as one comprehensive national DRR plan, as risk-sensitive development plan, as sector-specific plans, or addressing specific hazards.

01

KEY PRINCIPLES AND OVERARCHING CONSIDERATIONS

This section provides a set of key principles and overarching considerations that are recommended to drive the development of a country's national disaster risk reduction strategy.

1.1. ESTABLISHING A STRONG DISASTER RISK GOVERNANCE SYSTEM TO ACHIEVE LONG -TERM RESILIENCE

Disaster risk reduction requires multi-sectoral and multi-stakeholder actions. To manage disaster and climate risk, a country needs a strong governance system duly owned by the relevant national entities and stakeholders. A strong governance system is characterized by relevant laws and policies, institutions and coordination mechanisms, strong leadership, clear roles and responsibility, resources, monitoring and accountability set up across all sectors, all actors and all levels.

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

Governance is an important determining factor in the success or failure of DRR and Climate Change Adaptation. Good DRR governance ensures accountability and that sufficient levels of capacity and resources are available to put in place appropriate measures to prevent, prepare for, manage and recover from disasters. Parliaments can play an important role in strengthening DRR legislation, enabling financial resources for DRR and enhancing accountability and oversight. DRR governance and related architecture should benefit from high-level leadership and buy-in as well as appropriate consultation and coordination mechanisms and processes for citizens to articulate their interests, express their views and exercise their legal rights and obligations. It is particularly important to promote the participation of groups living in conditions of vulnerability to ensure an inclusive approach.

BOX 2

Elements recommended as part of a good DRR governance system

- The national disaster risk reduction strategy:
  - clearly identifies priorities;
  - is owned by all relevant stakeholders and adopted at the highest level;
  - is aligned with the vision, long-term goals, targets and priorities of key national policies, such as national development plans, sectoral development plans, nationally determined contributions (NDC) and climate change adaptation plans;
  - helps increase the understanding of vulnerabilities, direct and indirect impacts, risk drivers to various assets, such as people, the environment and infrastructure etc.
- The action plan takes into consideration extensive and intensive disaster losses of the past to develop the goals.
- Links and synergies between national and local DRR strategies are established.
- Measures are identified to improve the national DRR governance system and its accountability to achieve good governance.
- Parliament is engaged in the development of the national DRR strategy and contributes to strengthening legislation, budgetary frameworks and accountability.

1.2. ADOPTING A MULTI-HAZARD APPROACH

The Sendai Framework calls on governments and stakeholders to invest in managing "risk of small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters caused by natural or man-made hazards, as well as related environmental, technological and biological hazards and risks"[9]. Countries are exposed to many different natural and human-induced hazards and risks. Even if the level of impact from certain hazards varies by sector, policymakers require information about all relevant hazards and risks in order to tackle them all in the most efficient manner.

Adopting a multi-hazard approach in developing a disaster risk reduction strategy and action plan contributes to building resilience to more than one type of risk and allows for a higher level of efficiency in the use of resources. Many steps in developing a DRR strategy can be more cost effective if conducted for multiple hazards instead of for single hazards in isolation. Such steps include: the process of collecting historical loss data; conducting risk assessments for more than one hazard; developing warning mechanisms as part of a multi-hazard early warning system, and; the process of evaluating existing DRR capacities and financial resources.

The main challenges for adopting a multi-hazard approach are existing "silos" between departments with different mandates, types of technical expertise and responsibility for different hazards or climate risks. It is critical to create a collaborative multi-stakeholder and multi-sectoral environment that engages the right experts and stakeholders from all relevant hazard-related approaches and sectors from an early stage in various disaster risk assessments and throughout the process of developing the DRR strategy.

9 The Sendai Framework for Disaster Risk Reduction 2015-2030, Paragraph 15, page 11. https://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf

BOX 3

Key elements to consider when developing a multi-hazard DRR strategy

- Draw up the complete list of hazards impacting the country;
- Involve relevant experts to advise on the prioritization of hazards and risks. This can be done through the national platform for DRR/relevant coordination mechanism, a dedicated science and technology grouping, or as part of the risk evaluation based on a multi-hazard disaster risk assessment;
- Include measures to break silos in the DRR strategy;
- Promote a multi-hazard approach as part of all steps in the strategy development to ensure more efficiency;
- Take into consideration potential cascading effects between several hazards.

1.3. PROMOTING INCLUSION AND A WHOLE-OF-SOCIETY APPROACH

Disaster risk reduction is a shared responsibility of all stakeholders, including non-state players. While the national government takes the leading role, stakeholders play an important role as enablers in providing expertise and support to the development of national and local DRR strategies. The Sendai Framework outlines the critical role played by various stakeholders to ensure its comprehensive implementation.

Ensuring a truly inclusive and participatory process to develop a national DRR strategy is critical to ensure that all voices – in particular those of the most vulnerable – are heard and that all expertise, knowledge, perceptions and contributions are taken into consideration as part of a comprehensive national DRR strategy. These should include:

- **CIVIL SOCIETY** (non-governmental organizations (NGOs), civil society organizations (CSOs), community-based organizations (CBOs), women and men, children and youth, persons with disability, elderly people, indigenous populations, migrants) to include the expertise, lessons learned and good practices from communities, build on traditional and local knowledge and community-based disaster risk reduction practices to support national DRR governance, including the national DRR strategy.
- **THE PRIVATE SECTOR** to support national and communities' resilience to disasters by ensuring business continuity and risk-informed investments and practices (see Private Sector Activities in Disaster Risk Reduction[10]).
- **PARLIAMENTS AND PARLIAMENTARIANS** play a key role in overseeing national progress and investments made towards achieving DRR for resilience and risk-informed sustainable development. The Sendai Framework calls for parliamentarian action through developing new or amending existing legislation, setting budget allocations and holding governments accountable for their actions to reduce disaster risks and protect their populations. As representatives of the people, parliaments can play a major role to give voice to and strengthen the participation of all sectors of society in resilience-building.
- **SCIENCE AND TECHNOLOGY** entities to implement the science and technology components of the Sendai Framework and build scientific evidence in support of effective disaster risk reduction decision-making and cost-effective implementation.
- **LOCAL GOVERNMENTS AND DRR PRACTITIONERS** engaged in the development of local DRR strategies, plans and policies play a major role in feeding knowledge about the local DRR context and local communities' needs into the national DRR strategy, thereby facilitating appropriate linkages between the national and local-level DRR governance aspects (see the Words into Action Guidelines on implementing local disaster risk reduction and resilience strategies[11]).

10 https://www.unisdr.org/files/7519_PPPgoodpractices.pdf

11 Words into Action Guidelines: 'Implementation guide for local disaster risk reduction and resilience strategies: A companion for implementing the Sendai Framework Target E'
(UNISDR 2018 public consultation version, https://www.unisdr.org/files/57399_drrresiliencepublicreview.pdf)

- **THE MEDIA**, as the collective means and tools of mass communication and the sector of media and broadcasting (TV and radio broadcasters, social media, journalist groups, national association of journalists), plays a strong role in reducing disaster risk at any level. In particular, the media contributes to raising awareness on innovative disaster risk reduction and related good practices and lessons learned for possible duplication and scaling up of action at local, national, regional and global levels. It also serves to advocate for disaster risk reduction as a necessary condition to achieve sustainable development and achieve the SDGs by 2030. It plays a critical role in relaying alerts to remote communities at times of disasters and in educating them on ways to act upon the warning.
- **ACADEMIA** is a producer of knowledge that can support decision-making and strategic planning, for example, in terms of hazard modelling, vulnerability analysis and exposure, organizational learning, participatory strategic planning, individual and collective perception of risk, economics of disasters and other topics related to the development and implementation of a DRR strategy.

This inclusive and whole-of-society approach is essential to building a common understanding of risks and of everybody's contribution to building resilience. It also serves to facilitate a whole-of-society buy-in and ownership of the strategy and full engagement in its effective implementation and monitoring.

Recognizing the important SDG principle of leaving no one behind, particular emphasis should be placed on the development of national DRR strategies that are disability-inclusive and gender-responsive so as to address the special needs and recognize the contributions and leadership in disaster risk reduction of persons with disability, elderly persons, women and girls, and other groups disproportionately affected by risk and acting as agents for change.

National DRR strategies should outline all stakeholders' roles and responsibilities to build a common understanding of the overall disaster risk reduction architecture at the national level and create the basis for common action and accountability.

GOOD PRACTICE

MOZAMBIQUE

Ensuring institutional capacities for gender equality in disaster risk reduction: The strategic gender plan of the National Institute for Disaster Management 2016-2020 in Mozambique

The strategic gender plan of the National Institute for Disaster Management 2016-2020 in Mozambique was developed with support of UN Women and UNDP and has as vision to guarantee gender equality in disaster risk management and climate change adaptation and in the reduction of vulnerability in order to contribute to sustainable development in the country.

The plan aims at reducing women's vulnerability to disasters and mitigate the socio-cultural, economic and political impacts of inequality in order to contribute to the elimination of all forms of discrimination of women and promoting gender equality. It calls for gender equality contributing to the empowerment of women and the poorest communities in disaster risk reduction through intersectoral, interinstitutional and international coordination.

One key action was the establishment of a gender unit at the National Institute for Disaster Management in Mozambique to take the lead in the implementation, monitoring, evaluation and accountability of the gender action plan. The gender unit promotes the integration of gender equality in all the policies, plans, strategies, programmes or projects implemented by all sectors related to disaster risk reduction and climate change adaptation. It conducts studies on gender equality and disaster risk reduction and climate change and trainings in gender equality to relevant sectors.

The specific objectives of the plan cover different concerns for gender equality, including: equal participation of women and men in disaster risk reduction and climate change adaptation; the improvement of responses to the economic needs of women, particularly during emergencies; participation of women in disaster risk reduction committees; access of women to economic and natural resources during the phases of recuperation, reconstruction and rehabilitation, and improved attention to the specific needs of women for preparedness and emergency response.

The plan also aims at ensuring interventions for the prevention of and response to gender-based violence in emergency situations and the application of the code of conduct by all humanitarian actors in emergency situations.

GOOD PRACTICE

CABO VERDE

Multi-stakeholder engagement to integrate disaster risk reduction as a national strategic priority in Cabo Verde

Multi-stakeholder engagement was instrumental in the development and adoption of a disaster risk reduction strategy in Cabo Verde. A specialized task force was created by resolution of the Council of Ministers, led by the National Service for Civil Protection, with technical support from a United Nations Development Programme (UNDP) specialist, and including sectors such as infrastructure, roads, agriculture, tourism and transport, territorial management, health, education, social inclusion and planning. Technical institutions, such as the National Institute for Meteorology and Geophysics, the academic sector, such as the University of Cabo Verde, the National Institute for Statistics and the National Agency for Communication were also associated to the process.

Other important actors also participated, such as the Civil Aviation Agency, the Maritime and Port Agency, the Army and the National Police. The process also included more local levels through the National Municipalities Association of Cabo Verde and the Red Cross Movement.

The task force was commissioned to develop a strategy in line with the Sendai Framework that combines the strengthening of prevention and response capacities with a reduction in the risk factors that determine the exposure of the population and public and private assets and that exacerbate the vulnerability of human settlements, infrastructures and services.

The strategy aims to provide an effective framework for risk management, to prevent disasters, reduce loss and damage and avoid the creation of new risks by strengthening institutional mechanisms and capacities, including the integration of disaster risk reduction into national and sectorial strategies, policies and plans. The strategy encompasses results and priority actions and an indicator framework to facilitate implementation and the monitoring of progress.

The strategy formulation process generated momentum for mainstreaming DRR in key sectors of the economy. For example, the Road Institute, part of the Ministry of Infrastructures, began development of a climate and disaster risk resilience strategy. The process also allowed the Government to initiate dialogue on DRR priorities with municipalities, parliamentarians and the media. Specifically, discussion sessions were initiated with the media in collaboration with the National Association of Journalists, and a thematic session was organized with all specialized parliamentary commissions to discuss disaster risk governance, policy and the implications for key national legal frameworks. This process was supported by UNDP, UNICEF and the United Nations Population Fund (UNFPA).

The Government also approved the Post-disaster Recovery Framework to improve the country's capacity to efficiently and appropriately manage post-disaster recovery by establishing the necessary institutional, political and financial arrangements before disaster occurs and building capacities to plan and manage recovery.

1.4. FOSTERING COHERENCE

In order to achieve coherence and to be able to make best use of efficiencies in planning, implementation, and monitoring, it is recommended that national DRR strategies 1) build coherence between DRR, sustainable development and climate change adaptation, 2) mainstream DRR into all sectors, 3) promote alignment and linkages between national and local DRR strategies and, 4) promote coherence and alignment with regional DRR strategies.

1.4.1. BUILDING COHERENCE BETWEEN DRR, CLIMATE CHANGE AND SUSTAINABLE DEVELOPMENT

The Sendai Framework strongly encourages building coherence across core post-2015 development agendas. It puts particular emphasis on coherence with the SDGs, the 2016 Paris Agreement on climate change, with its ambitious goals for strengthening the global response to climate change and for dealing with its impact, and the Addis Ababa Action Agenda on financing for sustainable development.

Enhancing coherence between disaster risk reduction, climate change adaptation and sustainable development:

- Ensures that development does not exacerbate existing and future levels of natural hazard, including climate risk, and create additional man-made hazard, and that development gains – better livelihoods and living standards – are protected from the impact of disasters and climate change.

- Allows for economies of scale in technical, financial and operational resources by investing in tools that can be used across frameworks (i.e. multi-hazard climate and risk assessments, financial instruments) in the process of developing policies and facilitating their implementation.

- Increases funding opportunities by meeting the expectations of international and bilateral agencies and partners for efficiency and coherence between these various frameworks.

A growing number of countries, especially Small Island Developing States (SIDS) and least developed countries (LDCs), face disaster and climate risks whose reduction and management involve the same community of practitioners. Due to limited resources and the urgency to protect long-term development gains, some countries address DRR, climate change adaptation and the SDGs in an integrated manner as part of DRR planning and policy-making. This is the case, for example, of Pacific Island Countries (PICs), where climate change directly impacts on the level of disaster risk and significantly increases communities' exposure and vulnerabilities to sea level rise and coastal erosion.

GOOD PRACTICE

TONGA

Joint National Action Plan 2
on Climate Change
and Disaster Risk Management
2018- 2028.

The severity of the impact of climate change on Tonga and its interrelation with disaster risk triggered the multi-island state's holistic approach to climate change action (adaptation and mitigation) and disaster risk management. To fulfil its policy goal of a "resilient" Tonga by 2035, and to pursue risk-informed development, Tonga developed its Joint National Action Plan 2 on Climate Change and Disaster Risk Management 2018-2028. This initiative has maximized the cost-effectiveness and use of resources for an integrated planning, implementation, monitoring and evaluation of disaster risk reduction and climate change adaptation, and strengthened Tonga's disaster risk reduction governance structure and the coordination role of the Joint National Action Plan Secretariat.

The momentum towards coherence is strong. Governments are being called on to meet the 2020 deadline for developing national and local disaster risk reduction strategies (Target E) while at the same time they are developing or updating national adaptation plans (NAPs) and/or nationally determined contributions (NDCs) – efforts by each country to reduce national emissions and adapt to the impacts of climate change – and updating national development plans to integrate SDGs. This presents the opportunity for governments to take a broader and more integrated approach to building resilience to disaster and climate risk in support of risk-informed development.

The development of national DRR strategies through a multi-stakeholder process provides the opportunity to engage with disaster risk reduction, climate change and development practitioners across all sectors and appropriate governmental bodies. This interaction and cooperation are critical to foster the incorporation of disaster risk reduction, sustainable development and climate change adaptation objectives, priorities and targets that are mutually supportive and reinforcing.

GOOD PRACTICE

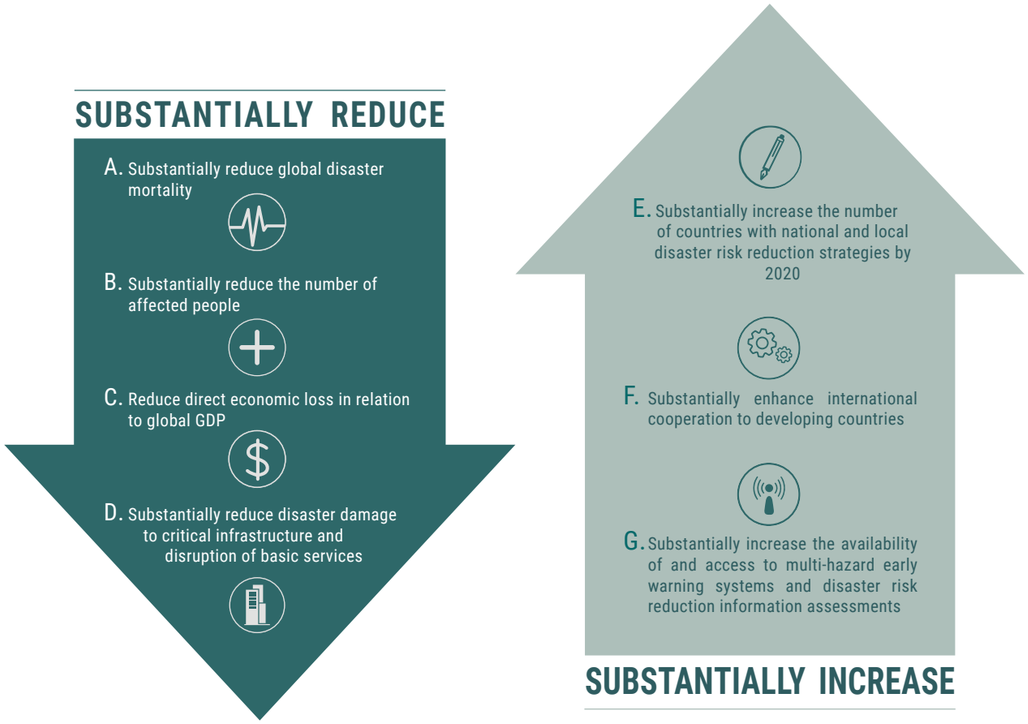
NAMIBIA

Mainstreaming DRR
and climate change adaptation
across sectors

With the objective of increasing coherence between the disaster risk reduction and the climate change communities, the Office of the Prime Minister in Namibia adopted "The National Strategy for Mainstreaming Disaster Risk Reduction and climate change adaptation into Development Planning in Namibia 2017-2021". This strategy provides insight into the appropriate institutional arrangements that could facilitate common programming for DRR and climate change adaptation, entry points in relevant institutions and implementation arrangements, including roles and responsibilities of stakeholders. The strategy encompasses an action plan which integrates performance indicators, a timeframe and initial elements for budgeting. A tool based on qualitative indicators is proposed as a framework for assessing the levels of climate change adaptation and DRR mainstreaming within sectors.

FIGURE 1:

Seven targets of the Sendai Framework[12]



At the global level, efforts have been made to enhance coherence between disaster risk reduction and sustainable development by identifying direct linkages between the Sendai Framework and the SDG targets (see Figure 2 below). In the online Sendai Framework Monitor[13] (see Box 8), a set of 38 indicators[14] will track progress in implementing the seven global targets of the Sendai Framework and related aspects of SDG1, 11 and 13. The indicators were recommended by the Open-ended Intergovernmental Expert Working Group on indicators and terminology relating to disaster risk reduction, established by the UN General Assembly to help measure global progress in implementing the Sendai Framework.[15] These processes will also allow governments to report and monitor national progress in implementing the Sendai Framework in line with the SDGs at the national level.[16]

12 Full wording of the seven global targets of the Sendai Framework:
(A) Substantially reduce global disaster mortality by 2030, aiming to lower the average per 100,000 global mortality rate in the decade 2020–2030 compared to the period 2005– 2015;
(B) Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 in the decade 2020–2030 compared to the period 2005–2015;
(C) Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030;
(D) Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030;
(E) Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020;
(F) Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of the present Framework by 2030;
(G) Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030.
Graphic from UNISDR, 2016. Implementing the Sendai Framework to achieve the Sustainable Development Goals.
https://www.unisdr.org/files/50438_implementingthesendaiframeworktoach.pdf

13 The Sendai Framework Monitor provides Member States with a universally available tool to benchmark disaster losses against future progress in reducing those disaster losses. This is done by tracking implementation of the Sendai Framework's seven targets.

14 38 indicators related to the seven global targets: https://www.preventionweb.net/sendai-framework/sendai-framework-monitor/indicators

15 OIEWG, 2016. Report of the Open-ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction (OIEWG). https://www.preventionweb.net/drr-framework/open-ended-working-group/

16 Common indicators with the SDGs: https://www.preventionweb.net/sendai-framework/sendai-framework-monitor/common-indicators

TARGET 1.5

By 2030, build resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.

TARGET 3.D

Strengthen the capacity of all countries, in particular developing countries, for early warning, risk reduction and management of national and global health risks.

TARGET 6.6

By 2020, protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers and lakes.

TARGET 11.5

By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to GDP caused by disasters, including water-related disasters, with focus on protecting the poor and people in vulnerable situations.

TARGET 11.B

By 2020 substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion resources efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels.

TARGET 14.2

By 2020, sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their resilience, and take action for their restoration in order to achieve healthy and productive oceans.

TARGET 2.4

By 2030, ensure sustainable food production systems to implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality.

TARGET 4.A

Build and upgrade educational facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective environment for all.

TARGET 9.1

Develop quality, reliable, sustainable and resilient infrastructure, including regional and transborder infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access to all.

TARGET 9.A

Facilitate sustainable and resilient infrastructure development in developing countries through enhanced financial, technological and technical support to African countries, least developed countries, landlocked developing countries and small island developing States.

TARGET 13.1

Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries.

TARGET 13.3

Improve education, awareness raising and human and institutional capacity on climate change, mitigation, adaptation, impact reduction and early warning.

TARGET 15.3

By 2030, combat desertification, restore degraded land and soil, including land affected by desertification, drought and floods, and strive to achieve a land degradation-neutral world.

BOX 4

Recommendations to integrate climate change adaptation, sustainable development and disaster risk reduction[17]

Policy makers, practitioners and investors gathered in Bonn at a UN climate conference (May 2017) identified various opportunities for integrating climate change adaptation, sustainable development and disaster risk reduction efforts, including through:

- using the process to formulate and implement national adaptation plans as a framework for practical integration of the three post-2015 agendas across various sectors and levels of governance;
- joint decision-making processes, tools, metrics and strategies;
- ensuring that relevant data, science and knowledge, including traditional knowledge, is generated and made available to inform progress collectively across the agendas;
- working in coordination, collaboration and cooperation with all relevant stakeholders, including local governments and communities, to ensure that the three agendas are successfully achieved with complementarity and efficiency of efforts; and
- taking a systems approach to integrating efforts and looking for cross-cutting entry points such as risk management.

17 by UNFCCC Climate Action Newsroom, 2017, http://tep-a.org/unfccc-process-looks-action-integrate-climate-change-adaptation-sustainable-development-disaster-risk-reduction-efforts/

1.4.2. MAINSTREAMING DRR WITHIN AND ACROSS SECTORS

Disaster risk affects the health, safety and security of populations at risk. In many parts of the world, disaster risk drivers such as inadequate development planning, poverty, unchecked urban expansion, environmental degradation and weak risk governance have led to increased risk. This disaster risk continues to increase as the growing exposure of people and assets to hazards outpaces risk reduction capacities.

DRR mainstreaming has tremendous potential to reduce disaster losses by ensuring that all decisions and activities, particularly around asset maintenance and development, are risk-informed. DRR mainstreaming needs to be integrated in all phases of planning and implementation (strategic planning, programming, budgeting, implementation, monitoring etc.). DRR mainstreaming ensures an integrated, multi-dimensional and comprehensive risk governance system that transcends any existing organizational “silos”. Additionally, successful DRR mainstreaming effectively identifies risk and distributes associated liabilities and responsibilities among given sectors.

The second and third priorities for action of the Sendai Framework, namely risk governance and investing in DRR for resilience, recognize the importance of mainstreaming and integrating disaster risk reduction within and across all sectors of development to achieving disaster risk-informed development. Particular sectors of focus include:

- Agriculture
- Building and construction
- Education
- Energy
- Environment
- Finance
- Health
- Planning
- Telecommunications
- Tourism
- Transportation
- Urban and rural development
- Water and sanitation

Successful DRR mainstreaming means ensuring risk and disaster risk management become an integral part of:

- Legal and normative frameworks
- Use of risk information in national and sectoral policy design and implementation (programming, budgeting)
- Codes for design and construction of built environment and standard operating procedures in each sector
- Land-use planning
- Financing and budgeting for investment in resilience
- Preparedness and emergency response planning in each sector
- Implementation of plans and operations, including accountability mechanisms
- Monitoring and evaluation mechanisms
- Recovery, reconstruction and rehabilitation efforts

The process of developing and designing a national DRR strategy is a great opportunity to make DRR a legislative and policy priority by including specific measures that promote the integration of disaster risk reduction, along with climate change adaptation, into national, local and sectoral development planning and budgeting, and in both public and private-sector investments and operations. It is highly context specific and should be undertaken based on each country’s governance structure, DRR priorities and capacities. There is no “one-size-fits-all” model.

GOOD PRACTICE

AFGHANISTAN

National strategy integrating risk reduction into national development policy and plans

In the Afghanistan national strategy, integrating risk reduction into national development policy and plans is one of the key areas. The strategy includes activities related to mainstreaming disaster risk reduction issues into various sectors, i.e. agriculture, livestock, fisheries, health, education, tourism, infrastructure, local governance and activities linking local and national development planning through the ministries of economy and planning.

1.4.3. PROMOTING ALIGNMENT AND LINKAGES BETWEEN NATIONAL AND LOCAL DRR STRATEGIES

To ensure coherent disaster risk management and DRR planning, and facilitate effective disaster management and response, close linkages and coherence between national and local DRR strategies are critical.

There is much to be gained from involving local actors in national, multi-stakeholder consultation processes to define national DRR strategies. National DRR planning processes benefit from innovative local DRR measures, expertise and traditional know-how. The involvement of local actors will allow national DRR strategies to be as comprehensive and inclusive as possible, ensuring no one is left behind.

This bottom-up approach is complemented by DRR priorities identified by the national government, which will influence the local level process and, in turn, build appropriate synergies towards coherent local-level DRR implementation.

The national DRR strategy and the related legal DRR framework should include a description of how national DRR ambitions relate to local policies so these are clearly “framed” within the national DRR governance mechanism, with (national) financing, directives and allocation of responsibilities in support of basic principles for cooperation, consultation and coordination.

GOOD PRACTICE

MONGOLIA

Cities link to the Sendai Framework

In Mongolia, the linkage between local and national implementation of the Sendai Framework is very strong. The national government encouraged all local governments to join the Making Cities Resilient campaign. The capital, Ulaanbaatar, is taking the lead in self-assessment, a campaign tool to help local authorities assess, monitor, document and improve their disaster risk reduction activities, and in developing a DRR action plan. It has inspired all the country's 21 other cities to sign up to the campaign and conduct the self-assessment for DRR. Ulaanbaatar has aligned the DRR action planning process with its urban development and budgeting processes. Similarly, all the municipalities of Bangladesh have joined the campaign.

MAKING THE NATIONAL AND LOCAL LINK:

Often, national governments use the United Nations Office for Disaster Risk Reduction's Making Cities Resilient (MCR) campaign, which addresses issues of local governance and urban risk, to support stronger local level capacities to deliver national policies on disaster risk reduction. These governments are promoting the campaign's objectives and tools for development of local DRR strategies and plans directly to local governments through their disaster management offices and national associations of municipalities.

"Not knowing about disaster risk is a dereliction of duty. The campaign gives every city an opportunity to see itself as part of a global network to reduce disaster risk, which ought to be part of every government's core mandate. Through its various tools, resources and training events, the campaign serves an important function in raising awareness of disaster risk to both local and national levels."

Hon. Lianne Dalziel,
Mayor of Christchurch,
New Zealand.

"There's now an understanding of how we need to integrate with each other. The campaign has given people the opportunity to understand the role of disaster risk management and how they can make a change in doing bottom-line risk reduction."

Charlotte Powell,
Director, Public Awareness and Preparedness,
Disaster Risk Management Centre, Cape Town.

GOOD PRACTICE

COSTA RICA

DRR as a cross-cutting and multi-level development approach

Costa Rica's National Risk Management Plan has 25 policy guidelines to guide all national development stakeholders in DRR, with particular consideration given to "risk management as a cross-cutting concept for all development practices". These guidelines are structured by pillars. Pillar 2 is 'Participation and Decentralization for Risk Management' and includes six of these guidelines to steer efforts at the subnational and local (i.e. territorial) levels.

The National Plan identifies 25 targets related to these guidelines that are commitments made by the local governments. The plan does not promote the creation of local risk management strategies but rather the incorporation of risk management within local development planning instruments, some of which are mandated by law for local governments.

Monitoring of achievement of the commitments within the National Plan takes place annually. In the 2018 monitoring, it was determined that all 82 local governments had an emergency plan in place and all but two municipalities (80 out of 82) had developed activities related to risk management, those being activities largely related to territorial land-use planning, construction permits, identifying vulnerable populations and strengthening community capacities.

1.4.4. PROMOTING COHERENCE AND ALIGNMENT WITH REGIONAL DRR STRATEGIES

At the regional and sub-regional level, regional inter-governmental organizations have developed and aligned their respective DRR policies and strategies with the Sendai Framework. These are guiding and influencing DRR implementation at the national level, including by promoting and supporting the development of national DRR strategies of their member states.

Member States also benefit from strong guidance and exchange of expertise, good practices and peer reviews emanating from regional DRR strategies, action plans or roadmaps that are developed and approved at regional platforms for DRR (see Box 5). These represent powerful tools to support and guide governments with the development or updating of their national DRR strategies, including through the identification of appropriate technical support and leveraging of appropriate partnerships at the country level (UN system partners, national technical and scientific institutions, etc.). Their implementation is being monitored through regional DRR coordination mechanisms, often coordinated by the UN Office for Disaster Risk Reduction.

GOOD PRACTICE

AFRICAN UNION

Alignment to the Sendai Framework at the regional level: experience from Africa

The Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa builds on the Africa Regional Strategy for Disaster Risk Reduction which was adopted by African Union heads of state and government in 2004. A monitoring and reporting system for the implementation of the POA provides guidance to Member States and follows the progress of their efforts in a common and collaborative way. It was adopted after consultations with Member States. The monitoring framework is fully based on the Sendai Framework targets and indicators and has included an additional five targets, adapted from the particular African context.

GOOD PRACTICE

ASSOCIATION OF SOUTHEAST ASIAN NATIONS (ASEAN)

Agreement on Disaster Management and Emergency Response

A regional legally binding agreement endorsed in 2005 that binds ASEAN member states together to promote regional cooperation and collaboration in reducing disaster losses and intensifying joint emergency response to disasters in the region. This is reinforced by the ASEAN Vision 2025 on Disaster Management that sets the strategic direction for implementation of the Sendai Framework.

BOX 5

Regional strategies for DRR adopted at regional platforms

- Arab Strategy for Disaster Risk Reduction 2030
  https://www.preventionweb.net/files/59464_asdrrreportinsidefinalforweb.pdf
- Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa
  https://www.preventionweb.net/files/49455_poaforsendaiimplementationinafrica.pdf
- Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030
  https://www.unisdr.org/2016/amcdrr/wp-content/uploads/2016/11/FINAL-Asia-Regional-Plan-for-implementation-of-Sendai-Framework-05-November-2016.pdf
- Regional Action Plan for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015 – 2030 in the Americas
  https://www.preventionweb.net/files/52286_americasregionalactionplaneng.pdf

1.4.5. LEVERAGING PARTNERSHIPS FOR THE DEVELOPMENT AND IMPLEMENTATION OF DRR STRATEGIES

In view of the cross-cutting nature of disaster risk reduction, a multi-stakeholder and multi-sectoral approach is required to develop a comprehensive DRR strategy that engages all key actors. Achievement of the Sendai Framework goals and targets at the country level will be contingent upon maximizing existing partnerships and developing new ones.

THE LATTER REQUIRES PARTICULARLY THE ENGAGEMENT OF:

- The national platform for DRR, or existing multi-stakeholder coordination mechanisms for DRR, to reach out to and mobilize concerned governmental agencies and ministries and civil society;
- Key in-country partners through the mobilization of existing networks linked to science and technology (STAG), the private sector, notably through the Private Sector Alliance for Disaster Resilient Societies (ARISE), children and youth groups, women's networks, disability-inclusive DRR alliances, academia, NGOs, civil society organizations (CSOs), community-based organizations (CBOs) and parliamentarians;
- Inter-governmental organizations (IGOs) with the political influence and technical capacity to support their member states in the development and implementation of national DRR strategies.
- The United Nations system, through the UN Resident Coordinator and the UN Country Team, can offer specific areas of expertise and cooperation to a government in support of the implementation of the Sendai Framework, notably through the United Nations Development Assistance Framework.[18]

18 The UN Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk-informed and Integrated Approach to Sustainable Development (https://www.preventionweb.net/files/49076_unplanofaction.pdf) is the UN's contribution to ensure that the implementation of the Sendai Framework contributes to a risk-informed and integrated approach to the achievement of the 2030 Agenda for Sustainable Development. It addresses the need for coherence and mutual re-enforcement of the UN's resilience-building efforts and seeks to more effectively integrate UN operational preparedness and response capacities into national operational and capacity development arrangements.

1.5. CUSTOMIZING APPROACHES TO FIT THE COUNTRY CONTEXT

There is no single approach that applies to all DRR planning. While the Sendai Framework provides a strong set of requirements, the process and content of a national DRR strategy should be based on a country's unique circumstances and needs, such as:

- Country's disaster risk profile (including hybrid threats, cascading risks etc.), socio-economic development profile and the interaction of these with the Sustainable Development Goals (SDGs) and climate change adaptation plans;
- Long-term development goals and priorities;
- Short and medium-term goals and priorities for reducing disaster risk;
- Existing disaster risk governance capacities and plans for the future;
- Existing disaster risk reduction and climate change adaptation mechanisms and capacities;
- Socio-cultural and political risk perception and coping capacities;
- Existing collaboration and coordination mechanisms across sectors.

It is also strongly recommended that the national DRR strategy being developed take into consideration and link with existing strategies that address a country's particular policy threats and challenges. For instance, countries facing disaster displacement and other related forms of human mobility should make sure that this threat is addressed as part of the national DRR strategy priorities, disaster risk reduction being recognized as one core measure to address the risk drivers of displacement. The 'Words into Action Guidelines on Disaster Displacement' provides detailed guidance in this respect.[19]

19 UNISDR, 2018b. Words into Action Guidelines. Disaster displacement: How to reduce risk, address impacts and strengthen resilience (public consultation version)
https://www.unisdr.org/we/inform/publications/58821

GOOD PRACTICE

PAKISTAN

Successful integration of disaster displacement as part of national DRR strategies

Pakistan's National Disaster Risk Reduction Policy (2013)[20] defines and integrates disaster displacement as a form of "social/organisational vulnerability that increases disaster risk", pointing out that, as people migrate or are forced to migrate within the country, there are increasing numbers of predominantly poor people living in areas that are exposed to hazards they have little familiarity with. The policy considers the issue of resettling or permanently relocating vulnerable communities living in high-risk areas in the context of urban land-use planning and recommends paying particular attention to finding sustainable solutions for poor communities inhabiting areas that are deemed unsafe. Relocation can be an option. However, it requires community participation and the design of holistic solutions that effectively lower existing levels of risk, taking into account not only physical aspects but also social and economic dimensions of vulnerability. "Resettlement can replicate risk or even increase risk, especially in areas where 'safe' land is scarce, risk knowledge is low and moving people may only lead to the exchange of one hazard against another," the policy warns. The policy briefly highlights the need for local-level disaster risk reduction plans to cover adequate preparedness measures, including early warning and evacuation procedures and the management of local shelters.

20 http://www.ndma.gov.pk/plans/drrpolicy2013.pdf

GOOD PRACTICE

CENTRAL AFRICAN REPUBLIC

Development of a national disaster risk reduction strategy.

Central African Republic is impacted by natural hazards, primarily by floods, storms and wildfires. The country has also been embroiled in a violent political conflict since 2013, which has resulted in extreme violence and destruction of private and public property. The conflict has led to large-scale human displacement and had a big impact on political, security and humanitarian planning, with the main challenges associated with security, civilian safety, food security, education, health, water, sanitation and hygiene.

Due to the security situation, the implementation of development projects and programmes has been temporarily suspended and development partners have focused their attention and financing on the emergency at hand. This has delayed the creation of strategies and policies for DRR. Nevertheless, the Central African Republic government has established a reflection committee focused on DRR, whose primary mission is to coordinate activities and create a plan for a national strategy.

The first draft of the National Strategy for Disaster Risk Reduction took the current political crisis into account. Armed conflict features among the types of risks and catastrophes mentioned in the strategy. The draft strategy includes an action plan with expected results and indicators. Finalizing, validating, and implementing the National Strategy depends on financing, which is sorely needed.

1.6. BUILDING CAPACITIES FOR DEVELOPING AND IMPLEMENTING A NATIONAL DRR STRATEGY

To be effective and credible, a strong DRR governance system requires not only a comprehensive national strategy to reduce disaster and climate risks but should be backed by appropriate capacities and resources to facilitate its implementation. It is important to analyse the strengths and weaknesses of the current DRR mechanism and capacities as a starting point for any effective national DRR strategy development process. This will make clear what the gaps are between existing and required capacities and will guide action towards the development of appropriate capacities.

Developing DRR capacities is as important as the risk reduction measures themselves. Capacity development is a long-term process that should be included in the action plan as a set of activities with shorter timeframes. The required capacities have been identified and grouped around the following four categories:

RESOURCES AND TOOLS:

UNISDR, 2018c. Strategic approach to capacity development for the implementation of the Sendai Framework.

https://www.unisdr.org/we/inform/publications/58211

For a capacity development planning questionnaire and a checklist for capacity development for disaster risk reduction principles, please see appendices 7 and 8.

GOOD PRACTICE

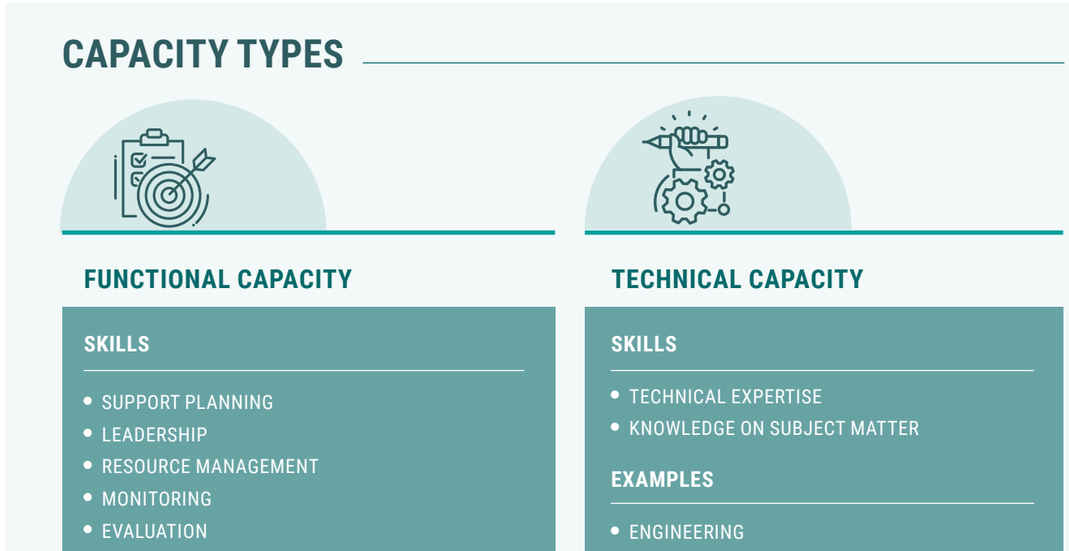
BARBADOS

Audit improves risk management

Barbados' Comprehensive Disaster Management Audit 2018 assessed the country's capacity to advance all phases of the disaster cycle. The results of this audit were used to develop national risk management programmes to deploy limited resources more efficiently and effectively. In particular, the audit informed the process for the development of the Draft Comprehensive Disaster Management Country Work Programme.

FIGURE 4:

Capacity types from the Strategic Approach to Capacity Development for the Implementation of the Sendai Framework (UNISDR, 2018c, page 13)



02

FOSTERING ALIGNMENT OF NATIONAL DRR STRATEGIES WITH THE SENDAI FRAMEWORK: 10 KEY ELEMENTS

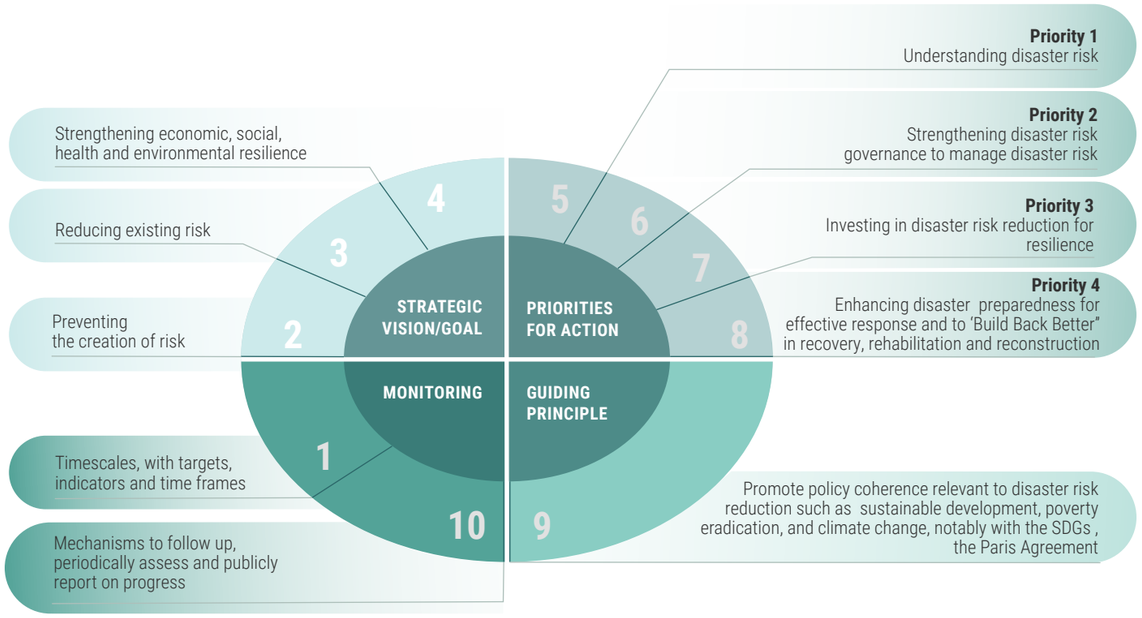
The Sendai Framework's guiding principles and four priorities for action provide recommendations on the approach and requirements of DRR strategies. Paragraph 27(b) of the Sendai Framework describes elements of the DRR strategies:

"To adopt and implement national and local disaster risk reduction strategies and plans, across different timescales, with targets, indicators and timeframes, aimed at preventing the creation of risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience."

Drawing on the Sendai Framework 10 key elements were identified that needed to be reflected in any strategy for it to be considered aligned with the Sendai Framework. These were captured as part of technical guidance notes on monitoring and reporting on progress in achieving the Sendai global targets, developed by the United Nations Office for Disaster Risk Reduction to guide UN Member States in using the online Sendai Framework Monitor.[21]

FIGURE 4:

10 key elements for alignment of a national DRR strategy with the Sendai Framework



Good practice examples for the 10 key elements can be found in these Words into Action guidelines. It is intended to also provide an online toolkit where resources, tools and examples can be accessed.

21 For more details, see UNISDR, 2017a. Technical Guidance Notes for Monitoring and Reporting on Progress in Achieving the Global Targets of the Sendai Framework for Disaster Risk Reduction. Target E, pages 112-128. https://www.preventionweb.net/publications/view/54970

2.1. STRATEGIC VISION/GOAL: PREVENTION, REDUCTION, RESILIENCE

The three key elements covering the goal of the Sendai Framework (i.e. preventing new risk, reducing existing risk and building resilience) should be used to frame the vision of a strategy. A key focus of the strategic vision could be on prevention – including through avoiding the creation of new or increased disaster risks and adopting policies that reduce vulnerability and exposure.

The strategic vision also provides the opportunity to align the DRR strategy with the long-term development plan of the country, and through that, with the SDGs, making the development processes in the country risk-sensitive and responsive.

2.2. GUIDING PRINCIPLE: COHERENCE

The importance of coherence between strategies for DRR, climate change adaptation and sustainable development is highlighted throughout this guideline. Coherence also calls for mainstreaming of DRR within all key sectors and aligning and linking strategies at the local, national and regional levels. The result will be greater efficiency in planning, implementation and monitoring.[22]

DRR strategies can outline specific steps to ensure coherence in their development and implementation. This will not only provide a policy basis for the development and implementation of the strategy, it will enable greater buy-in from sectoral and line ministries, which in turn facilitates a whole-of-government approach to DRR implementation.

22 Please also see chapter 1.4 Fostering coherence.

2.3. PRIORITIES FOR ACTION

The four 'priorities for action' of the Sendai Framework outline a detailed set of actions to be undertaken at national and local levels (see paragraphs 24, 27, 30, 33 of the Sendai Framework[23]), which should be included in the national and local DRR strategies. Some overarching considerations can be summarised as:

- **Priority 1 - Understanding disaster risk**: Policies and practices for disaster risk management should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment.
- **Priority 2 - Strengthening disaster risk governance to manage disaster risk**: Strategies should ensure mainstreaming and integration of disaster risk reduction within and across all sectors.
- **Priority 3 - Investing in disaster risk reduction for resilience**: Strategies should promote allocation of the necessary resources at all levels of administration for the development and the implementation of DRR strategies in all relevant sectors.
- **Priority 4 - Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction:** Strategies should strengthen disaster preparedness for response and integrate DRR, response preparedness and development measures to make countries and communities more resilient to disasters.

Box 5 references regional action plans developed to implement the Sendai Framework, which offer sets of actions around these four priorities that are adapted to the regional contexts.

These priorities outline concrete actions that need to be undertaken to realize the strategic vision. Countries may decide to set the broad policy directions for each priority in the strategy and detail the specific activities in a separate action plan or outline the key activities in the strategy itself. Policy priorities and indicative key activities identified might contribute to one or several of the Sendai goals reflected in the strategic vision.

23 Sendai Framework for Disaster Risk Reduction 2015-2030. https://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf

2.4. TIMEFRAME AND MONITORING MECHANISMS

The Sendai Framework explicitly requires DRR strategies to have identified timescales, with targets, indicators and timeframes for implementation. Countries could consider aligning their national DRR strategies with the timeline of their national development plans to ensure coordinated assessments and that one can contribute to the other.

The strategy should identify targets and indicators to enable monitoring, evaluation and progress reporting on its implementation. It is recommended that the targets and indicators are aligned with those identified in the Sendai Framework considering the national context and risk profile, as relevant, to optimize efficiency in data collection at national and global levels. In this regard, countries could harness the 'Custom targets and indicators' of the Sendai Framework Monitoring system national reporting module as an indicative list of guiding questions for developing national monitoring indicators.[24]

Finally, the strategies should develop and strengthen, as appropriate, mechanisms to follow up, periodically assess and publicly report on progress in developing national and local strategies and associated implementation plans. Public scrutiny and institutional debates, including by parliamentarians and relevant officials, on DRR progress reports could be encouraged and promoted. The submission of annual SDG-related DRR reports, including the Voluntary National Reviews (VNRs) at the UN High-Level Political Forum for Sustainable Development serve as national reporting milestones to ensure institutional accountability on progress in reducing disaster risk and strengthening resilience.

24 The list of pre-defined indicators is available on the Sendai Framework Monitor website (custom targets module). https://sendaimonitor.unisdr.org.

03

PROPOSED 10-STEP APPROACH TO DEVELOPING A NATIONAL DRR STRATEGY

The development of a successful and implementable national DRR strategy requires a few fundamental building blocks that can be grouped under the following phases:

Phase I: Building understanding and evidence
Phase II: Designing the strategy and action plan
Phase III: Preparing for implementation

10 STEPS TO GUIDE AND SUPPORT THE DEVELOPMENT OF A NATIONAL DRR STRATEGY.

PHASE I

BUILDING UNDERSTANDING AND EVIDENCE

1. ASSESS EXISTING SYSTEMS AND COUNTRY CONTEXT

2. DEFINE OBJECTIVES AND VISION

3. IDENTIFY APPROPRIATE INSTITUTIONS AND MECHANISM

4. EVALUATE FINANCIAL RESOURCES, ENGAGE WITH FINANCE MINISTRY

5. DESIGN A WORK PLAN

PHASE II

DESIGNING THE STRATEGY AND ACTION PLAN

6. COMMUNICATE AND REACH OUT

7. CONSOLIDATE EVIDENCE INTO A DRAFT STRATEGY

8. SECURE AND ACTIVATE FUNDING SOURCES

PHASE III

PREPARING FOR IMPLEMENTATION

9. MOBILIZE PARTNERSHIPS ON COUNTRY-LEVEL

10. SET UP MONITORING, EVALUATION AND REPORTING

10 steps are recommended to guide and support the development of a national DRR strategy. They are not meant to be prescriptive or rigid. The sequencing and content should be adjusted to meet the country's DRR context, needs, priorities and capacities.

PHASE I: BUILDING UNDERSTANDING AND EVIDENCE

STEP 1
UNDERSTAND THE DRR COUNTRY CONTEXT: CONDUCT A PRELIMINARY ASSESSMENT AND STOCKTAKING OF THE EXISTING DISASTER RISK REDUCTION SYSTEM

In order to ensure that the content of the DRR strategy is comprehensive and addresses core DRR priorities and gaps at the country level, it is important to build evidence of the country's needs through the collection of essential disaster data and information on the disaster risk management system:

1.1. Understand or define the existing DRR system and governance mechanism in each sector and across sectors:

- Review the current disaster risk reduction governance system, including the key national and local players, their roles and responsibilities, key interactions between players, including with climate change adaptation mechanisms, prioritize sectors.
- Identify existing multi-stakeholder national coordination mechanisms (for disaster risk reduction, sustainable development, climate change adaptation) that should serve to discuss, plan, design and develop a comprehensive national DRR strategy. Ensure all core stakeholders are represented (key line and sectoral ministries, civil society, private sector, science and technology, civil society, parliamentarians) with direct interaction with the highest level of authority. If not available, establish a multi-stakeholder coordination mechanism ahead of the development process of the national strategy to ensure a fully consultative and participatory process for the development of the strategy.
- Identify, list and evaluate the implementation status of existing legislation, policies, strategies / plans / frameworks linked to DRR, including, but not limited to, national development plans, SDG strategies, climate change adaptation plans (or nationally determined contributions), sectoral development plans, etc. Build understanding, linkages and coherence across these, as feasible, to offer an integrated approach to DRR, climate change and sustainable development in support of risk-informed development.

Evaluate existing capacities for DRR, for example: building codes status and enforcement capacities; land-use planning laws and regulations and enforcement mechanisms; early warning systems; education at all levels, including education curricula; security, contingency and emergency management plans; business continuity plans, poverty reduction plans and social resilience-building plans for emergency preparedness, response, recovery and 'building back better' in all sectors.

Develop a comprehensive report on DRR capacities, including strengths, challenges, gaps, opportunities and recommendations for strengthening capacities.

RESOURCES AND TOOLS:

Sendai Framework Monitor. Custom targets module:

https://sendaimonitor.unisdr.org

UNISDR, 2017a. Technical Guidance Notes for Monitoring and Reporting on Progress in Achieving the Global Targets of the Sendai Framework for Disaster Risk Reduction.

https://www.unisdr.org/we/inform/publications/54970

CADRI. The Capacity for Disaster Reduction Initiative (CADRI) Tool:

http://www.cadri.net

IFRC & UNDP, 2015. The Handbook and Checklist on Law and Disaster Risk Reduction.

http://www.undp.org/content/undp/en/home/librarypage/climate-and-disaster-resilience-/the-handbook-and-checklist-on-law-and-disaster-risk-reduction.html

PRACTICE EXAMPLE:

European Commission Peer Review programme:

http://ec.europa.eu/echo/what-we-do/civil-protection/peer-review_en

1.2. Build strong understanding and evidence of the disaster risk context.

- List all prevailing hazards, exposure, vulnerability, capacity and risk information, including through data disaggregation (i.e. by age, gender and disability), and highlight related institutions and experts' contact information. As available, analyse risk assessments elaborated with a scientific approach and draw upon participatory and qualitative methods.
- Understand and identify the drivers of risk (e.g. poverty, unchecked urban expansion and growth, environmental degradation, weak risk governance and lack of disaster risk-management capacities, climate change, maladaptation).
- Prepare a list of all available historical disaster loss databases (e.g. DesInventar), including information on the hosting institutions. If not existing as yet, develop a disaster-loss database compiling historical disaster data as a major tool for understanding risk by looking into trends and patterns on the impact of disasters and the toll they take on life, livelihoods and the achievement of socio-economic development goals and for building the evidence of existing hazards, vulnerabilities and exposure.[25]
- In case a comprehensive national disaster risk assessment is not in place, put together a preliminary risk profile by compiling available risk information. In the absence of reliable disaster data and risk information, discuss with the national platform members the relevance and modalities to undertake appropriate national hazard and risk assessment whose outcome will allow the development of the country's risk profile. For more guidance, see the Words into Action guidelines for National Disaster Risk Assessment[26].
- Produce a comprehensive report of all risk information that will define the country context and support the decision-making process to design and plan the process of developing a national DRR strategy. The output should include:
  - Analysis of all components of risk (hazards, exposure, vulnerabilities, drivers, direct and indirect impacts);
  - Social, economic and environmental risk levels;
  - Risk levels in the context of public and private investments and projected growth in various sectors.

Please see Box 6 for more details.

25 Please note that historical records have limitations for identifying trends and projections.

26 UNISDR, 2017c. Words into Action Guidelines. National Disaster Risk Assessment: Governance System, Methodologies, and Use of Results. https://www.unisdr.org/we/inform/publications/52828

GOOD PRACTICE

ETHIOPIA

Risk profiles inform activities before, during and after a disaster

In Ethiopia, the national DRR strategy states that disaster risk profiles will be developed at woreda (district) level, with information on each hazard, vulnerability and capacity to cope and other related baseline information, and organized in a database, periodically updated and put into practice. Risk profiles should inform activities before, during and after any disaster period to minimize and prevent the impact of every hazard and associated disaster, save lives and protect livelihoods. Activities include the development of early warning systems and contingency plans. The strategy also calls for the establishment of a mechanism for organizing and keeping disaster risk profiles in a proper database format and updating them regularly so that they serve as the foundation for baseline information, not only for preparedness and response but also for prevention and risk reduction.

BOX 6

Collecting disaster data to build evidence

In the absence of any national disaster risk assessment, outline the key parameters and questions related to various risks that should be provided and answered in order to design a meaningful DRR strategy. For example:

What are all the hazards affecting the country?

What are the top 10 (or more) hazards that should be the focus of DRR strategy? Criteria should be defined to rank the hazards.

What are the historical loss levels and future risk levels from each of these top hazards?

- In terms of likelihood and impact on health and safety, livelihoods and displacement, economy, the natural environment and the social-political environment;
- Per key sectors, including critical infrastructure, agriculture, tourism, environment, etc;
- Across the country per each region;
- In relation to existing local community priorities;
- In the key economic hubs/urban zones of the country;
- Impact on clearly defined vulnerable groups and differentiated impact in men and women;
- Impact on livelihoods;
- Impact on displacements;
- Per most common residential construction classes;
- Longer term impact on economy;
- Impact on national security;
- Number of injured and casualties.

Establish a disaster loss database, or update the existing one, to collect information about past disasters and to better understand linkages with sustainable development and climate change. Disaster loss databases should include data disaggregated by age, gender and disability They represent the main tool for monitoring and reporting on the progress in implementation of the Sendai Framework.

Put the risk levels into perspective by comparing the potential impacts with development gains (i.e. annual GDP growth), development budgets in various sectors (i.e. social, health) and investments in managing other risks (i.e. transportation accidents, terrorism).

1.3. Define and agree on a standard terminology on disaster risk reduction to be used by all.

Stakeholders and representatives coming from various sectors with different backgrounds and interpretations of similar concepts need to agree on a common standard terminology and set of definitions to communicate clearly and collaborate around the same understanding in developing the national DRR strategy.

Use the report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology (OIEWG) relating to disaster risk reduction to ensure a common understanding and language across the various national DRR strategies.[27]

The official terminology relating to disaster risk reduction was developed and updated by OIEWG in 2016 in support of the implementation of the Sendai Framework and was adopted by the United Nations General Assembly on February 2, 2017[28]. It is recommended to use this set of terminology to ensure a common understanding and language across the various national DRR strategies.

27 OIEWG, 2016. Report of the Open-ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction (OIEWG). https://www.preventionweb.net/drr-framework/open-ended-working-group

28 The Open-ended Intergovernmental Expert Working Group on indicators and terminology relating to disaster risk reduction was established by the General Assembly in its resolution 69/284 for the development of a set of possible indicators to measure global progress in the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030, coherent with the work of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators, and the update of the publication entitled "2009 UNISDR Terminology on Disaster Risk Reduction". The process was managed and coordinated by UNISDR. OIEWG, 2016. Report of the Open-ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction (OIEWG). https://www.preventionweb.net/drr-framework/open-ended-working-group

GOOD PRACTICE

SERBIA

Including context and gap analysis for improving governance mechanisms and risk understanding

The action plan for the implementation of the National Disaster Risk Management Programme endorsed by Serbia in 2016 includes analytic activities around current legislation applicable for DRR and its harmonization with the recommendations of the Sendai Framework for Disaster Risk Reduction 2015-2030. This status and gap analysis, fully described and detailed with budget and responsible entities, is key for addressing Sendai Framework Priority 2 and improving governance mechanisms, based on the existing frameworks and capacities.

The action plan includes a similar type of assessment for procedures in place for data collection and risk-assessment methodologies. Sub-activities in this component clearly address performance evaluation and the percentage of institutions or procedures in line with Sendai Framework recommendations.

Regular analysis also contributes to better address existing, evolving and emerging risks as well as the underlying factors like climate change. This component has a specific value in the development and the renewal of a strategy for disaster risk reduction, both at the national and local level. It is interesting to note that Serbia also includes external partners, including the European Union and the United Nations, for achieving this specific component.

Excerpt of Serbia activities for assessment and review of current context and methods

Measure 2.1: Establishment of a specific legal framework for the disaster risk identification and monitoring system								
2.1.1. Procedure for collection, exchange and use of relevant data and information for disaster and other hazard risk management is stipulated	1.Performing gap and need analysis of the system for data collection, exchange and processing taking into account application of the reciprocity principle and covering all data on gender and age, as well as gender sensitive information.	Percentage of databases which data are being exchanged and applied for the purpose of the disaster risk management BV:0% TV:30%	GORFR	WB MI EMS, WD (MAEP)	Q 4 of 2016	/	Disaster Risk Reduction Project Early Warning System and Readiness funded by SDC. Component B total amount secured CHF 189,350 (EUR 175,000)	/
	2. Preparation of the exchange procedures among institutions, analysis and use of relevant data and information on risk management.		Service for Disaster Risk Management	World Bank UNDP	Q 2 of 2016	/	/	No budgetary implications

STEP 2
DEFINE THE HIGH-LEVEL OBJECTIVES AND VISION OF THE DRR STRATEGY

Building on the outcomes of investigations undertaken under Step 1, define the high-level objectives and long-term vision of the national DRR strategy:

Why are we developing a national DRR strategy?

This is a critical step as it provides direction to the whole process of formulating a national DRR strategy and its design.

Proposed key activities include:

2.1. Draft a proposed set of high-level objectives for the DRR strategy in the context of national social, economic, political and environmental priorities and development goals based on the outputs of the previous step.

The latter could include at least the protection of the following: human lives; health & safety; the economy, including livelihoods and infrastructure; environment and natural resource management; education; housing; social-political stability; and cultural heritage. Direct linkages to the national development and climate change strategies should be clear.

2.2. The proposal should then be discussed by a governing mechanism for the national strategy development, to be comprised of senior representatives of line ministries and other sectors (see Step 3), and the high-level objectives of the national DRR strategy endorsed.

It is important that the high-level objectives are established in a transparent and inclusive manner and make use of the DRR governance structure as set out in Step 1, but also reaching out to stakeholders that are not yet represented there.

STEP 3
DEFINE THE MOST APPROPRIATE MULTI-SECTORAL INSTITUTIONAL MECHANISM TO LEAD THE DEVELOPMENT OF THE NATIONAL DRR STRATEGY

Building on the country context and governance structure for disaster risk reduction, sustainable development and climate change adaptation:

3.1. Identify / select the most appropriate institutional leadership structure to drive the development of the national DRR strategy (high level, governing mechanism and working groups):

- Ideally should be at the highest level of government (e.g. at president or prime minister level) to endorse the process and bring the appropriate political commitment and leadership that will lead to firm decision-making and allocation of resources for the national DRR strategy planning, development and implementation.
- It is recommended to establish the governing mechanism at the highest level of representation to provide guidance to the process and decide on the most relevant design of the national DRR strategy. The governing mechanism should consist of senior-level representatives from key line ministries and all sectors and could include a set of working groups to develop the specific content, interaction and working modalities around core topics for the national DRR strategy.
- Moderator: Identify and confirm which entity within the governing mechanism will drive the process. The selected entity should have a relevant DRR or associated mandate (climate change, sustainable development) and strong coordination and convening power. This entity is accountable for running the process and its success.

3.2. Set up a multi-sectoral and multi-stakeholder national DRR coordination mechanism – or update/use the existing national platform for DRR – to ensure a truly participatory, whole-of-society and inclusive approach to the DRR strategy that will bring coherence among all required areas of expertise, knowledge and agendas to design the content of a comprehensive DRR strategy.

- Make sure the platform has a wide representation of key line ministries, relevant public and private sectors, science and technology, parliamentarians and civil society, with particular emphasis on women and girls, persons with disability, elderly persons, children and youth, indigenous populations and local government representatives to foster inclusion as part of the development process of the national DRR strategy.
- Get stakeholders' confirmation of commitments and invite them systematically to regular national consultations.

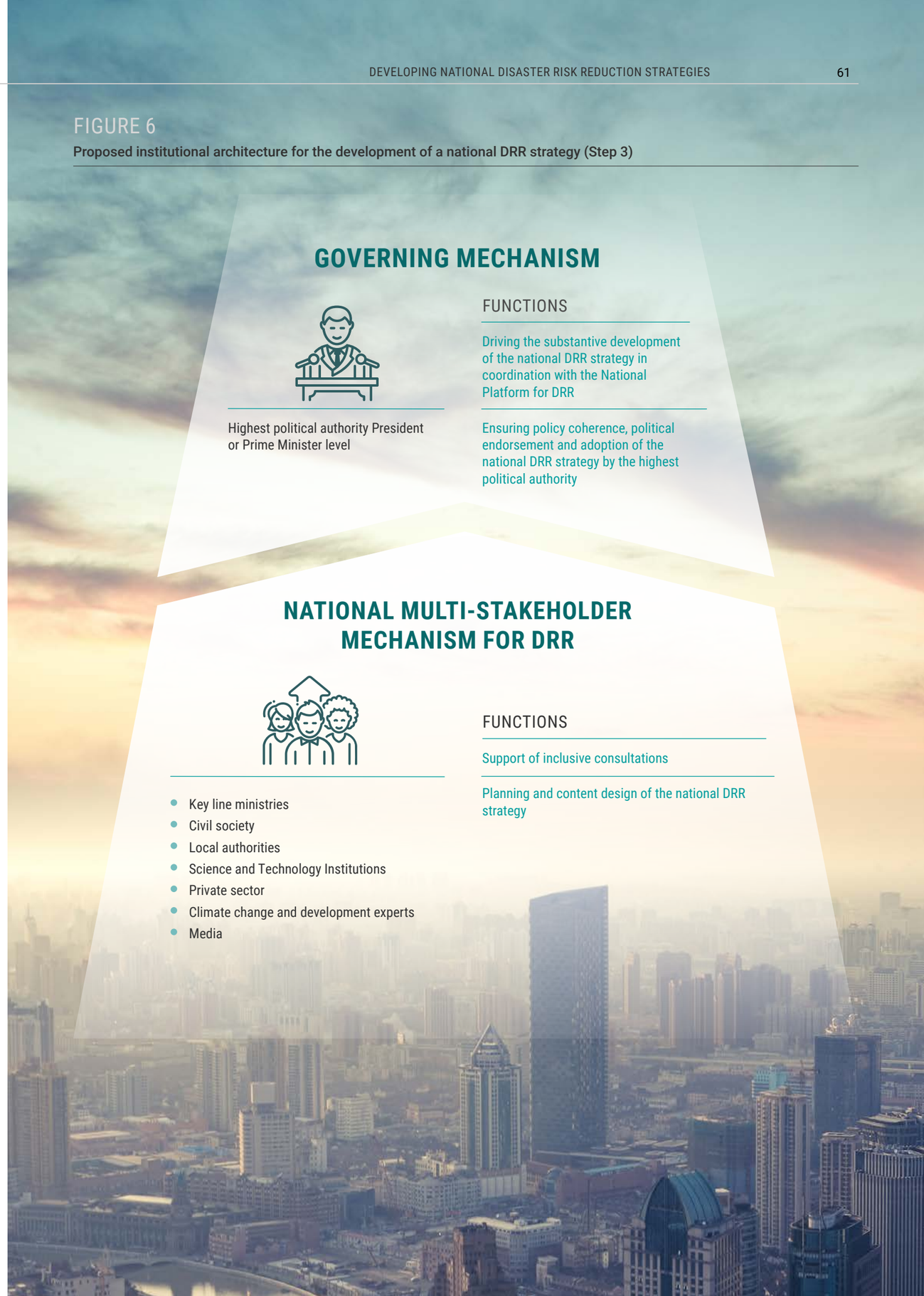
RESOURCES AND TOOLS:

UNISDR, 2017b. Words into Action Guidelines. National focal points for disaster risk reduction, national platforms for disaster risk reduction, local platforms for disaster risk reduction.

https://www.unisdr.org/we/inform/publications/53055 (consultative version)

FIGURE 6

Proposed institutional architecture for the development of a national DRR strategy (Step 3)

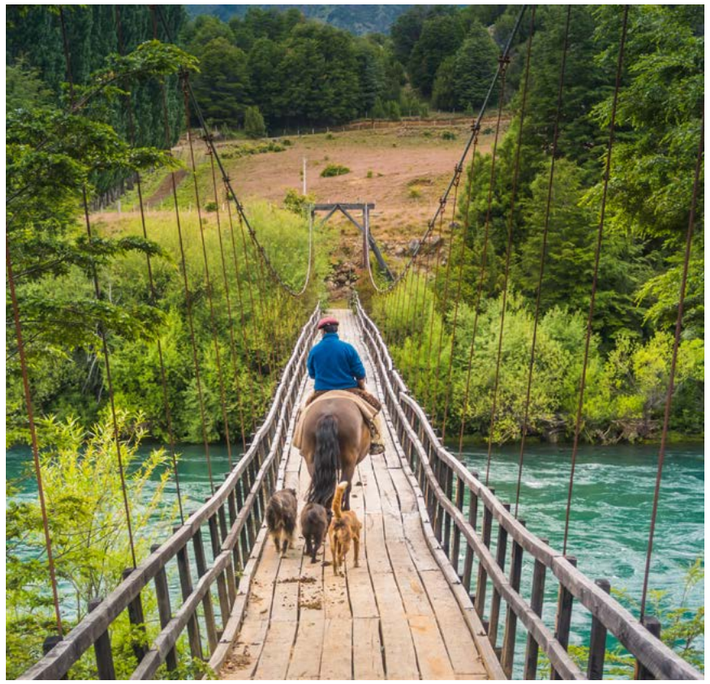


GOOD PRACTICE

CHILE

National Platform for DRR helps coordinate over 120 agencies

Oficina Nacional de Emergencia del Ministerio del Interior (ONEMI) ensures, as coordinator of the national civil protection system, that all system stakeholders assume specific commitments for the implementation of the National Strategic Plan, in line with the objectives and actions defined by the National Platform for DRR. The National Platform exists since 2012 and brings together more than 120 agencies. It allows for permanent coordination and articulation with the civil protection system in terms of prevention, response and recovery. It is encouraging the Ministry of Social Development and the National Institute of Statistics to ensure that national indicators are aligned with Chile's international commitments, such as the United Nations' Sustainable Development Goals (SDGs) and the Sendai Framework.



3.3. Define the form of coordination between the DRR mechanism, or national platform, and other key mechanisms coordinating climate change adaptation and SDG implementation and reporting.

Ensure formal engagement or linkages with appropriate entities, such as development or climate change adaptation committees, working groups and experts building coherence at the national level.

STEP 4
EVALUATE THE AVAILABILITY OF FINANCIAL RESOURCES – ENGAGE IN DIALOGUE WITH MINISTRY OF FINANCE

It is important to ensure that financial resources and the related budget required for the development – and subsequent implementation – of the national DRR strategy are clearly identified and secured ahead of initiating the development of the strategy.

To do so, it is critical to involve the ministry of finance to ensure the national DRR strategy scope will be "financially" realistic and to engage with all sectoral ministries (development, land-use planning, environment / climate change, infrastructure, agriculture, education, etc.) in a working group on financing the national strategy (see proposed governing mechanism structure under Step 3). The working group can assess the financial capacity to support the development and implementation of the sectoral part of the strategy. All costs linked to overall coordination, organization of national consultations and communication should also be included as part of the overall budget of the national DRR strategy.

Some key considerations and activities could include:

4.1. Identify national / domestic and international sources of funding. The ministry of finance can also provide information on both national and international sources and decision-making processes.

4.2. Evaluate current decision-making processes for investments in DRR and resource mobilization capacity at national level and from national to local level.

4.3. Ensure DRR is taken into account in any planned national development finance assessment. Ensure risk assessment of all development projects financed by the finance ministry/budget office.

4.4. Conduct a survey of existing budgets dedicated to various categories of risk reduction; resilient new development, reducing existing risk, and disaster management (preparedness, response, relief and recovery).

4.5. Get an overview of the current status of national reserves and public risk transfer mechanisms in catastrophic events, including how past financial losses in disasters have been managed. Explore the contingent liabilities that were assumed by governments in previous disasters. Explore availability and opportunities to access national / international funds for DRR, including climate change adaptation funds, as well as recovery financing mechanisms.

4.6. Prepare a report of findings from the financial resources evaluation and submit to the governing mechanism for consideration.

RESOURCES AND TOOLS:

UNISDR, 2011. Global Assessment Report on Disaster Risk Reduction 2011. Section 5.3: Tailoring DRM strategies:

https://www.preventionweb.net/english/hyogo/gar/2011/en/why/financing.html

UNDP, 2015. Climate and Disaster Public Expenditure review methodology.

http://www.asia-pacific.undp.org/content/rbap/en/home/library/democratic_governance/cpeir-methodological-guidebook.html

ODI & UNDP, 2014. Financing Disaster Risk Reduction: Towards a Coherent and Comprehensive Approach.

https://www.odi.org/publications/8347-financing-disaster-risk-reduction-towards-coherent-and-comprehensive-approach

PRACTICE EXAMPLE:

Peru: A Comprehensive Strategy for Financial Protection Against Natural Disasters.

https://www.mef.gob.pe/contenidos/pol_econ/documentos/PeruFinProtectionFL_ENG_low.pdf

STEP 5
DESIGN THE WORK PLAN FOR DEVELOPING THE NATIONAL DRR STRATEGY

Once the research has been carried out, the findings should allow to develop a work plan:

5.1. Propose content for each core area identified as critical for the national strategy (as per the working groups identified under Step 3), with clear objectives, set of activities and expected outcomes identified for each of them. This should basically be a compilation of the reports submitted by the different working groups on their respective priority areas.

5.2. Establish a timeframe to undertake and deliver each activity.

5.3. Allocate roles and responsibilities across all actors planned to engage in the development of the strategy, endorsed by the respective actors through the national platform for DRR consultation and discussion.

STEP 6
PUBLICLY COMMUNICATE AND REACH OUT ON THE PROCESS OF DEVELOPING THE NATIONAL DRR STRATEGY

Communicating officially about the process of developing the national DRR strategy represents an effective way to reach out to and engage all relevant stakeholders in truly participatory national consultations. It also demonstrates the government's political commitment to develop a strategy that is inclusive and calls for the whole of society to play a role in reducing disaster risk.

Communicate through an appropriate combination of media tools, such as newsletters, TV and radio outlets, online broadcasts, social media, and websites of key stakeholders involved in developing the strategy.

PHASE II: DESIGNING THE STRATEGY AND ACTION PLAN

STEP 7
CONSOLIDATE EVIDENCE INTO A DRAFT STRATEGY

This phase consists of putting together all the evidence and reports gathered from the various working groups and endorsed by the governing mechanism so to come up with the proper strategy document. This is an expansion of the substantive content identified through the work plan developed for the national DRR strategy development (see Step 5). The consolidation process should be done in consultation with national platform members to ensure their full participation, include their views and recommendations and secure their buy-in and ownership of the strategy.

The United Nations Office for Disaster Risk Reduction's Global Education and Training Institute (GETI) provides on-demand capacity development support towards development of national and local DRR strategies and plans.

As part of this phase, it is recommended to:

7.1. Develop a narrative that highlights the overall country context in DRR governance and risk drivers and confirms the overall objectives and shared vision of the strategy;

7.2. Set up implementable and measurable national targets and custom indicators aligned with the SDGs (see details in Box 7 and Figure 2);

7.3. Agree on the prioritization of sectors and related goals, on the capacities to be used or developed in each sector to achieve the strategy objectives;

7.4. Develop an action plan that provides a clear roadmap for implementation, with a clear definition of: the allocation of roles and responsibilities among stakeholders; the modalities of interaction across sectors and stakeholders; partnership-building opportunities; the allocation of resources and required resources mobilization efforts to ensure a smooth and effective implementation of the strategy;

7.5. Secure the agreement, buy-in and ownership of all stakeholders engaged through a national consultation of the national platform for DRR;

7.6. Submit a commonly agreed strategy to the governing mechanism for its policy endorsement;

7.7. Secure the highest-level authority's endorsement and adoption of the strategy;

7.8. Organize public launch and official communication of the strategy. The governing mechanism can officially launch and inform about the national DRR strategy and related development processes. This could include a dedicated webpage that allows for civil society's contributions, views and future communications (news, updates to all stakeholders, surveys).

Once the national DRR strategy is developed and adopted, governments are invited to inform the United Nations Office for Disaster Risk Reduction and share a copy of the national DRR strategy. Governments are also invited to report on progress in achieving Target E of the Sendai Framework at national level through the online Sendai Framework Monitor[29], to which they can also upload their national DRR strategy (see Step 10 and Box 7).

29 Sendai Framework Monitor: https://sendaimonitor.unisdr.org

BOX 7

Setting specific objectives and measurable national targets

To be able to track progress in implementing the Sendai Framework at the national level, it is imperative to establish upfront a set of specific, measurable, achievable, relevant and time-bound (SMART) objectives. There is strong value in aligning some of the national targets to the seven global targets of the Sendai Framework and the 38 indicators developed by the Open-ended Intergovernmental Expert Working Group on indicators and terminology (December 2016)[30] for the purpose of measuring progress in implementing the Sendai Framework and against which all countries committed to report their national progress. This would ensure coherence in reporting and monitoring progress on the common indicators identified with the SDGs by 2030.

30 See OIEWG, 2016. Report of the Open-ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction (OIEWG). https://www.preventionweb.net/drr-framework/open-ended-working-group

Please see below a model 'table of contents' of a national DRR strategy that can help drive the development and planning of national DRR strategies.

EXAMPLE: "TABLE OF CONTENTS" OF A NATIONAL DRR STRATEGY

Section
Guiding questions

Preface, including adoption decision
How will the strategy be endorsed, financed, and monitored during implementation?
What is the legal status of the document? What time period will it cover?

4. Executive Summary

5. Introduction
Why and how are we doing this?

2.1. Context: importance and urgency
Why is a national DRR strategy needed?

2.2. Scope and structure of the document
What are the contents and how should one read the document? What are the limitations of the document considering its scope?

2.3. Linkage of national DRR strategy to local DRR strategies
How does the national DRR strategy link with local DRR strategies?

2.4. Legal framework and place within national policy
On what legislation is the strategy based? How does the strategy relate to general national policy planning and to other relevant strategies, such as a national development plan, national climate change adaptation strategy etc.?

2.5. Process of development
How was the document developed? Who was involved and who should have been involved but was not? How did we manage engagement and consultations with the whole of society?

6. Current situation and trends: challenges
Where are we now?

3.1. Disaster risk
What are the conclusions of the national disaster risk assessment (including data on historical losses)? What are the major hazards, exposed elements and vulnerabilities? What trends are expected (risk drivers, drivers for climate change and adapting to it etc.)?

3.2. Gaps in DRR governance system
What are the identified gaps in the current DRR governance system, including legislation, capacities, monitoring and evaluation?

3.3. Summary of challenges
What are the main challenges (in risk and capacities) that need to be addressed in the strategy? What are the current gaps in capacities (DRR capacities and coping capacities)?

7. Mission, vision and
Where do we want to be?

4.1. Vision
What "better world" is the strategy aiming for?

4.2. Mission
The path to achieve the vision is a strong DRR governance system. What does the ideal DRR governance system look like?

4.3. Guiding principles
What are the guiding principles for the DRR governance system which are also reflected in the DRR strategy (e.g. multi-hazard approach, inclusion/whole-of-society approach etc.)?

4.4. General objectives
What outcomes do we want to achieve (short, medium and long term)?

4.5. Priorities (e.g. Sendai Framework priorities of action or priorities tailored to the country context)
What are the priorities / strategic outcome targets / goals?

8. Overview of action plan
What are we going to do to get there?
see action plan template below

Template for an Action Plan
NATIONAL DISASTER RISK REDUCTION STRATEGY PLANNING
towards risk-informed national sectoral, development and climate change strategies

Action Plan for Calendar Year/s (_____- _____)

STRATEGIC OUTCOME TARGET/ GOAL	(e.g. Sendai Framework Priorities and/or other nationally defined priorities that support achievement of the global targets)						
RESULT/IMPACT INDICATOR	The end-result/impact of the Target/Goal. May be tied to national development plan. The change that is logically expected to occur once one or more Outcome Objectives have been realized. Usually achieved by the end of the Strategy timeframe. (e.g. Reduction of disaster mortality, persons affected, economic loss, increase in access to early warning, etc.)						
OUTCOME OBJECTIVE(S)	OUTCOME INDICATORS (specific, measurable, attainable, realistic) Option: May select/adapt relevant Sendai Framework Monitor custom indicators	OUTPUTS (products, tools, services- e.g. risk profiles)	ACTIVITIES	TIME FRAME (timebound)	RESPONSIBLE (+Support Agencies) (assignable)	BUDGET ESTIMATE	BUDGET SOURCE

9. Implementation strategy
How do we ensure we can get there?

6.1. Governance of implementation
Who coordinates the implementation? What are the responsibilities of each stakeholder? How do they cooperate? How to make the implementation of the strategy sustainable? How can the strategy be incorporated in relevant sectoral and sub-national policies?

6.2. Financial resources
What are the financial provisions for prevention, preparedness, response and recovery? What are the sources of funding for the strategy? What are the procedures for assigning long-term and annual budgets?

6.3. Communication
What is the overarching strategy for the role of media and communication mechanisms in DRR and in implementation of the strategy?

6.4. Whole-of-society engagement
How will the whole of society be involved in the implementation?

6.5. International cooperation and global partnership
What are the arrangements for cross-border, regional and international cooperation? How does the strategy link to the Sendai Framework?

10. Monitoring, evaluation and reporting
How do we monitor our progress and adapt to the actual situation?

7.1. Monitoring and progress reporting
How and how often will the progress of implementation be reported (and to whom)? What are the indicators?

7.2. Evaluation
When and how will the strategy be evaluated?

7.3. Updating and adapting
How often will this strategy be updated? What may trigger an update?

PHASE III: PREPARING FOR IMPLEMENTATION

STEP 8
SECURE AND ACTIVATE FUNDING SOURCES FOR IMPLEMENTATION

This is a critical step to ensure the DRR strategy will be implemented. In this step, the sources of funding that were identified under Step 4 to invest in each of the measures and sectors are put into place and activated. This requires a dialogue with funding authorities, in particular the ministry of finance, building on the evidence collected of disaster and climate risk data and demonstrating the cost-effectiveness of disaster risk reduction to achieve risk-informed investments, sustainable development and long-term resilience.

The argument for investing in DRR will be strong if it is backed by evidence and analysis. Design the script of the dialogue with funding entities carefully, based on risk scenarios, loss estimates, and cost-benefit analysis. Ensure there is clear information on how implementation of various measures would change the risk profile of the country in the long term and how that is linked to the long-term economic security of the country and to the risk-proofing of investments in sustainable development.

The main activities and considerations for this step include:

8.1. Reach out actively to the ministry of finance and to other key line ministries involved in the development and implementation of the national DRR strategy to confirm the availability of financial resources for national DRR implementation as part of the ministries' and overall government's annual budget plan.

8.2. Explore the exact modalities to access available funds for DRR or development work, including the government's budget planned for climate change adaptation that may serve for DRR implementation.

8.3. Secure new funding sources from the private sector, both nationally and internationally, including international development entities that might be interested in starting a portfolio in DRR in the country, etc.

8.4. Analyse what portion of the measures can be funded by (i) existing streams of funds, (ii) accessing existing streams of funds for emergency management, climate change adaptation, or resilience development/SDG funding (iii) international aid.

8.5. Use the data and risk assessments' information gathered and conducted to develop a cost-benefit analysis of the key measures with higher cost, if the resources allow it. The result will be used as the basis of argument to convince decision makers on the return on investment.

STEP 9
MOBILIZE PARTNERSHIPS FOR COUNTRY-LEVEL IMPLEMENTATION

9.1. Gain confirmation from organizations or agencies responsible for leading and/or coordinating the implementation of actions.

9.2. Develop a multi-sectoral accountability framework to support the implementation of the national strategy.

9.3. Undertake high-level consultations and achieve high-level final approval of the national DRR strategy.

9.4. Besides review and approval by the relevant governing mechanism, official approval by the prime minister or president would enforce legitimacy of the strategy.

As mentioned above, the multi-faceted and cross-sectoral nature of DRR requires a whole-of-society engagement so all relevant expertise, contributions and views are duly taken into consideration when designing and developing the national DRR strategy. The national coordination mechanism for DRR (or national platform for DRR) represents a unique tool to leverage knowledge, collaboration and partnership-building for the implementation of the national DRR strategy at country level and should be used as the primary entry point to mobilize partnerships in implementing the national DRR strategy.

STEP 10
SET UP A MONITORING, EVALUATION AND REPORTING MECHANISM LINKED TO THE NATIONAL STRATEGY IMPLEMENTATION

There are two components in this step on monitoring, reporting and review:

1. Collecting information on the **DRR strategy implementation process,** assessing it through a national monitoring system and providing outputs for the reporting to the governing mechanism / national platform for disaster risk reduction and stakeholders on the progress in implementation.

2. Collecting data for i**ndicators to monitor the progress in reducing risk and achieving the objectives and targets** that were defined for the strategy (see Box 7). It is often easier to build on existing information systems and data collection efforts (such as disaster loss databases).

The results of the monitoring and evaluation would be used at the national level to: a) improve the effectiveness and efficiency of the implementation process, the content of the strategy and the associated action plan through appropriate updates and revisions; b) facilitate the sharing and use of new information and data and lessons learned; and c) demonstrate the cost-effectiveness of the DRR strategy to help mobilize long-term resources for its implementation.

As called for by the Sendai Framework and the OIEWG, governments are strongly encouraged to report on national progress in implementing the Sendai Framework through the online Sendai Framework Monitor (SFM)[31] developed and maintained by the United Nations Office for Disaster Risk Reduction. Through SFM users can inform and upload their national DRR strategies, which would facilitate building appropriate institutional frameworks for DRR implementation.

The results of the national monitoring process would therefore also be used at international level to report on the achievement of the Sendai Framework targets. The SFM will allow the United Nations Office for Disaster Risk Reduction to compile and analyse the information and provide an overall status of global and regional progress in implementing the Sendai Framework.

31 Sendai Framework Monitor: https://sendaimonitor.unisdr.org

BOX 8

Sendai Framework Monitor

On the recommendation of the OIEWG, the UNISDR developed a web-based system to monitor implementation of the Sendai Framework. The online Sendai Framework Monitor (SFM) became operational in March 2018. Its global indicators allow Member States to assess their progress in implementing the Sendai Framework.

Member States can develop a monitoring framework to support their respective nationalstrategies for disaster risk reduction. The Sendai Framework Monitor is also a management tool to help countries develop disaster risk reduction strategies, make risk-informed policy decisions and allocate resources to prevent new disaster risks. The analytics module[32] provides the global community with key insights on disaster losses and impacts, and efforts undertaken by Member States to curb disaster risk.

Coherence and synergies with SDG reporting

The global indicators for Target A through Target E of the Sendai Framework are also commonly used for monitoring the SDGs (Goals 1, 11 and 13). Once Member States report data of the common indicators through the SFM, the UNISDR, as a custodian agency of DRR-related indicators of SDGs, compiles and reports them to the United Nations Department of Economic and Social Affairs (UNDESA), thereby reducing the reporting burden on Member States.

Custom targets and indicators in SFM

To enhance monitoring and reporting at local, national, regional and global levels, SFM can also accommodate custom targets and indicators – nationally defined instruments to measure Sendai progress. Indicators can be created by users (e.g. Member States) and/or selected from a list of pre-defined custom indicators in line with the four Priorities for Action of the Sendai Framework.

Activities and considerations for this step are outlined below.

32 Sendai Framework Monitor. https://sendaimonitor.unisdr.org/analytics/global-targets/13

10.1. Monitoring progress in implementation:

- Define targets, indicators and timeframes across different timescales.
- Define goals for preventing the creation of risk, reducing existing risk and strengthening economic, social, health and environmental resilience.
- Agree objectives for monitoring, evaluation, and reporting of DRR inputs, outputs and outcomes among those involved.
- Make sure that recommendations in each of the priorities of the Sendai Framework are addressed taking account of national contexts and risk profiles.
- Promote policy coherence relevant to DRR (e.g. sustainable development, poverty eradication, climate change) in monitoring.
- Identify areas to be evaluated through qualitative and quantitative performance measures as a part of the monitoring and evaluation of progress, effectiveness and gap analysis.
- For the areas identified above, define specific indicators for reporting progress, measuring and communicating levels of effectiveness and assessing gaps.
- For the areas identified above, identify data sources and define methods for data collection, analysis and reporting (for example, how would progress, effectiveness and gaps best be assessed and quantified and which information is required).
- Collect information on the indicators outlined in the DRR strategy.
- Define the time interval for regular review of the national DRR strategy implementation process.

RESOURCES AND TOOLS:

OIEWG, 2016. Report of the Open-ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction (OIEWG).

https://www.preventionweb.net/drr-framework/open-ended-working-group/

UNISDR, 2017a. Technical Guidance Notes for Monitoring and Reporting on Progress in Achieving the Global Targets of the Sendai Framework for Disaster Risk Reduction.

https://www.preventionweb.net/publications/view/54970

ODI, 2014. Setting, Measuring and Monitoring Targets for Disaster Risk Reduction: Recommendations for post-2015 international policy frameworks.

https://www.odi.org/publications/8448-setting-measuring-monitoring-targets-disaster-risk-reduction-recommendations-post-2015-international-policy-frameworks

GOOD PRACTICE

ZAMBIA

Developing and validating a results-based framework for DRR

Zambia has established a monitoring team within the Disaster Management and Mitigation Unit to develop and validate a results-based framework for DRR and coordinate with other sectors the use of the Sendai Framework Monitor as a tool to support follow up of DRR efforts in the country.

BHUTAN

Supporting the implementation and monitoring of the National Disaster Risk Management Strategy

Government Performance Management System will support the implementation and monitoring of the National Disaster Risk Management Strategy. The system grades performance based on the agreed national key result areas. The government is in the process of developing the Disaster Management Information System, incorporating components of the Sendai Framework.

KIRIBATI

Monitoring the Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management

The Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management 2014-2023 will be monitored through the Kiribati Development Plan Monitoring and Evaluation Framework (2012). At the ministerial level, KJIP strategies will be monitored through annual ministry strategic plans, which incorporate relevant actions and outcome indicators.

VANUATU

Moving towards a single, integrated national climate change and disaster risk and resilience M&E framework

Vanuatu aims to move away from standalone, project-based monitoring and evaluation (M&E) systems towards a single, integrated national climate change and disaster risk and resilience M&E framework. Accordingly, the National Advisory Board on Climate Change and Disaster Risk Reduction will develop an M&E framework, aligning it with the requirements of the Prime Minister's Office and the proposed National Sustainable Development Plan. The M&E system will track the effectiveness of climate change and disaster risk reduction efforts and guide future planning.

10.2. Monitoring progress in reducing disaster risk:

- Design and establish the institutional mechanism for monitoring progress, including the entity which will coordinate, manage, contribute data/information, analyse and produce reports. Both disaster loss datasets and risk assessments should be utilized in monitoring progress. The institutional mechanism would include:
  - A central agency/organization, which will lead the process and coordinate with all the other relevant agencies to collect data, analyse, and report;
  - Arrangements and a mechanism to collaborate with all key sectors to collect damage and loss data and conduct hazard and risk assessments for monitoring risk reduction;
  - Arrangements and a mechanism to collaborate with technical entities to assess disaster risks, including hazard types, exposure and vulnerability.
- Define and/or select methodologies and standards for collecting and estimating damage and loss data.
- Define methodologies for hazard, exposure, risk assessment and, as applicable, modelling for use in monitoring.
- Collect and agree on the baseline data.
- Use Sendai Framework global indicators defined by the Open-ended Intergovernmental Expert Working Group (OIEWG) with reference to the technical guidelines developed by the United Nations Office for Disaster Risk Reduction to apply data collection and computation methodologies and report through the online Sendai Framework Monitor.
- Also use the online Sendai Framework Monitor for monitoring additional indicators defined by governments.

10.3. Iterative update of the national DRR strategy:

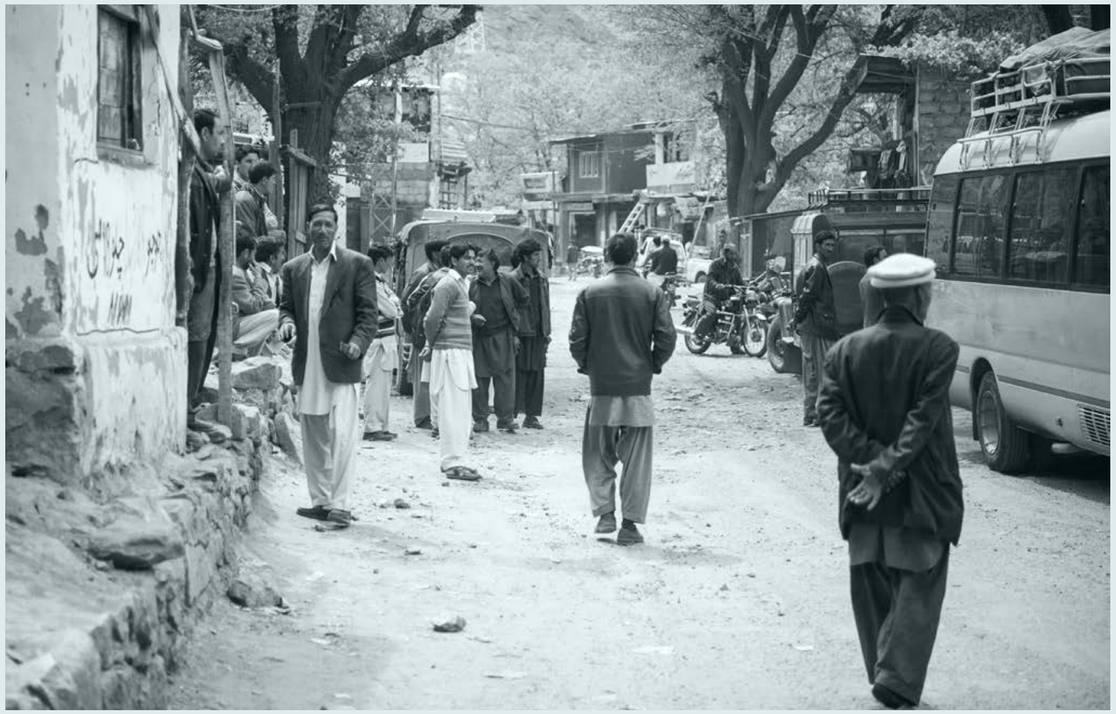
- Define the frequency and/or triggers for an update of national DRR strategies, action plans and related outputs.
- Work towards aligning/mainstreaming the production of updates to the national DRR strategies with relevant national development plans.
- Define which of the outlined 10 steps would be repeated for the update of the DRR strategies.

BOX 9

Using modelling to undertake a ‘stress analysis’ of critical functions, infrastructure etc.

Further reference:

- Stress Testing for Climate Impacts with “Synthetic Storms”
  https://eos.org/opinions/stress-testing-for-climate-impacts-with-synthetic-storms
- Drought stress testing tool: Making financial institutions more resilient to environmental risks
  https://www.preventionweb.net/publications/view/58204
- Managing physical climate risk: Leveraging innovations in catastrophe risk modelling
  https://www.preventionweb.net/publications/view/62167



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(website) – www.drr-law.org

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https://unfccc.int/sites/default/files/english_paris_agreement.pdf

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https://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf

Sendai Framework Monitor (SFM)
https://sendaimonitor.unisdr.org

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https://www.un.org/sustainabledevelopment/development-agenda/

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https://www.worldbank.org/en/results/2017/12/01/climate-insurance

UN Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk-informed and Integrated Approach to Sustainable Development.
https://www.preventionweb.net/files/49076_unplanofaction.pdf

UNDP, 2015. UNDP Climate and Disaster Public Expenditure review methodology.
http://www.asia-pacific.undp.org/content/rbap/en/home/library/democratic_governance/cpeir-methodological-guidebook.html

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UNISDR, 2017c. Words into Action Guidelines. National Disaster Risk Assessment: Governance System, Methodologies, and Use of Results.
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UNISDR, 2018a. Words into Action Guidelines. Implementation guide for local disaster risk reduction and resilience strategies: A companion for implementing the Sendai Framework Target E. Public consultation version.
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https://www.unisdr.org/we/inform/publications/58211

ANNEX: TERMINOLOGY

(Excerpt from the OIEWG[33] Report on Indicators and Terminology Related to Disaster Risk Reduction)

HAZARD: A process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation.

MULTI-HAZARD: (1) The selection of multiple major hazards that the country faces, and (2) the specific contexts where hazardous events may occur simultaneously, cascading or cumulatively over time, and taking into account the potential interrelated effects.

EXPOSURE: The situation of people, infrastructure, housing, production capacities and other tangible human assets located in hazard-prone areas.

VULNERABILITY: The conditions determined by physical, social, economic and environmental factors or processes that increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards

CAPACITY: The combination of all the strengths, attributes and resources available within an organization, community or society to manage and reduce disaster risks and strengthen resilience. Capacity may include infrastructure, institutions, human knowledge and skills, and collective attributes such as social relationships, leadership and management.

UNDERLYING DISASTER RISK DRIVERS: Processes or conditions, often development-related, that influence the level of disaster risk by increasing levels of exposure and vulnerability or reducing capacity.

DISASTER RISK: The potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability and capacity.
The definition of disaster risk reflects the concept of hazardous events and disasters as the outcome of continuously present conditions of risk. Disaster risk comprises different types of potential losses that are often difficult to quantify. Nevertheless, with knowledge of the prevailing hazards and the patterns of population and socioeconomic development, disaster risks can be assessed and mapped in broad terms at least.

It is important to consider the social and economic contexts in which disaster risks occur and that people do not necessarily share the same perceptions of risk and their underlying risk factors.

- **Acceptable risk**, or tolerable risk, is therefore an important sub-term; the extent to which a disaster risk is deemed acceptable or tolerable depends on existing social, economic, political, cultural, technical and environmental conditions. In engineering terms, acceptable risk is also used to assess and define the structural and non-structural measures that are needed in order to reduce possible harm to people, property, services and systems to a chosen tolerated level, according to codes or “accepted practice” which are based on known probabilities of hazards and other factors.

- **Residual risk** is the disaster risk that remains even when effective disaster risk reduction measures are in place, and for which emergency response and recovery capacities must be maintained. The presence of residual risk implies a continuing need to develop and support effective capacities for emergency services, preparedness, response and recovery, together with socioeconomic policies such as safety nets and risk transfer mechanisms, as part of a holistic approach.

- **National disaster risk** is intensive and extensive disaster risks that either have a potential (cumulative) impact that is significant and relevant for the nation as a whole and/or require national DRM coordination.

  Annotation: the boundaries of national disaster risk depend on the purpose and scoping of a national disaster risk assessment process. This has to be defined in each country, taking into account existing governance and disaster risk management policies. National disaster risks include, at least, all risks that cannot be sufficiently managed at sub-national level.

Extensive disaster risk is the risk associated with low-severity, high-frequency events, mainly but not exclusively associated with highly localized hazards.

Intensive disaster risk is the risk associated with high-severity, mid to low-frequency events, mainly associated with major hazards

RESILIENCE[34]: The ability of a system, community or society that is exposed to hazards to resist, absorb, accommodate and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

DISASTER RISK REDUCTION is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.
Annotation: Disaster risk reduction is the policy objective of disaster risk management, and its goals and objectives are defined in disaster risk reduction strategies and plans.

DISASTER RISK REDUCTION STRATEGIES AND POLICIES define goals and objectives across different timescales and with concrete targets, indicators and timeframes. In line with the Sendai Framework for Disaster Risk Reduction 2015-2030, these should be aimed at preventing the creation of disaster risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience.

33 OIEWG, 2016. Report of the Open-ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction (OIEWG).https://www.preventionweb.net/drr-framework/open-ended-working-group/

34 The UN General Assembly agreed definition for resilience:
The ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management.

DISASTER RISK MANAGEMENT is the application of disaster risk reduction policies and strategies to prevent new disaster risk and intended to reduce existing disaster risk, manage residual risk, contribute to the strengthening of resilience and reduce disaster losses.

Annotation: Disaster risk management actions can be called prospective disaster risk management, corrective disaster risk management, compensatory disaster risk management or residual risk management.

DISASTER MANAGEMENT: The organization, planning and application of measures preparing for, responding to, and recovering from disasters.

Disaster management may not completely avert or eliminate the threats; it focuses on creating and implementing preparedness and other plans to decrease the impact of disasters and "build back better". Failure to create and apply a plan could lead to damage to life, assets, and lost revenue. Emergency management is sometimes interchangeable, with the term disaster management, particularly in the context of biological and technological hazards and for health emergencies. While there is a large degree of overlap, an emergency can also relate too hazardous events that do not result in the serious disruption of the functioning of a community or society.

DISASTER RISK GOVERNANCE: The system of institutions, mechanisms, policy and legal frameworks and other arrangements that guide, coordinate and oversee disaster risk reduction and related areas of policy.

Good governance needs to be transparent, inclusive, collective and efficient to reduce existing disaster risks and avoid creating new ones.

DISASTER RISK ASSESSMENT: A qualitative or quantitative approach to determine the nature and extent of disaster risk by analysing potential hazards and evaluating existing conditions of exposure and vulnerability that together could harm people, property, services, livelihoods and the environment on which they depend. Disaster risk assessments include: the identification of hazards; a review of the technical characteristics of hazards such as their location, intensity, frequency and probability; the analysis of exposure and vulnerability, including the physical, social, health, environmental and economic dimensions; and the evaluation of the effectiveness of prevailing and alternative coping capacities with respect to likely risk scenarios.

UNDRR
UN Office for Disaster Risk Reduction

WORDS INTO ACTION

DEVELOPING NATIONAL DISASTER RISK REDUCTION STRATEGIES

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