

**Review of the integration of disaster risk reduction in the
work of the United Nations system in the context of
the 2030 Agenda for Sustainable Development**

Prepared by

Jean Wesley Cazeau

Joint Inspection Unit

Geneva, 2019



United Nations

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EXECUTIVE SUMMARY

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Objective and scope of the review

The present report contains a review of the work of the United Nations system entities, focusing on inter-agency coordination and systemic coherence for a more effective and efficient implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030, which was endorsed by the General Assembly in its resolution 69/283 in 2015. Subsequently, in 2016, the revised United Nations Plan of Action on Disaster Risk Reduction for Resilience (United Nations Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk-informed and Integrated Approach to Sustainable Development) was endorsed by the United Nations System Chief Executives Board for Coordination (CEB) at its spring session in 2016. Disaster risk reduction is an essential strategy to ensure the achievement of the 2030 Agenda for Sustainable Development. In addition, the Sendai Framework calls for the United Nations system as a whole to support its implementation in a coordinated, effective and coherent approach, within the respective mandates of the United Nations entities.

In order to assess the current status of integration of disaster risk reduction in the work of the United Nations system, the report analyses the extent to which the organizations have integrated the issue of disaster risk reduction in their corporate priorities, with regard to either normative or operational activities to implement their mandates. It also presents the organizations' self-reported information on their level of engagement to implement their commitments made through their endorsement of the United Nations Plan of Action on Disaster Risk Reduction for Resilience. The review assesses the level of engagement of the JIU participating organizations in contributing to the implementation of the three commitments of the United Nations Plan of Action, namely: (a) strengthening system-wide coherence in support of the Sendai Framework and other agreements through a risk-informed and integrated approach; (b) building United Nations system capacity to deliver coordinated high-quality support to countries on disaster risk reduction; and (c) ensuring that disaster risk reduction remains a strategic priority for the organizations of the system.

The present review identifies the existing cooperation between the United Nations system and the regional and national stakeholders on disaster risk reduction. The recommendations of the report aim to address gaps and reinforce collaboration among the system organizations to work as one, effectively and efficiently delivering on disaster risk reduction strategies in the context of the 2030 Agenda.

Methodology

The methodology followed in preparing the report included: a desk review and preparation of terms of reference in consultation with the participating organizations, a quantitative and qualitative analysis of data contained in their replies to the questionnaires, and the information collected through interviews both at headquarters and field locations. In the analysis, the team used both quantitative and qualitative analysis, based on data provided by the 20 participating organizations in their responses to the questionnaires and interviews. Some 16 departments, offices and regional commissions of the United Nations Secretariat, including the United Nations Office for Disaster Risk Reduction, provided separate responses to the questionnaire. Data collected for the review covered the period from 2012 to 2017. A mapping exercise was also conducted in order to identify non-United Nations

stakeholders relevant for the scope of the review, such as international financial institutions, regional and national intergovernmental organizations, and technical organizations in charge of disaster risk reduction in the regions or countries, with whom the team met during the visits to the different regions.

Findings of the review

Commitment of the United Nations system on disaster risk reduction

The data collected and information received indicate that the integration of disaster risk reduction is taking place in most organizations of the United Nations system. Only four organizations indicated that the issue was not related to their mandate (see overview table of recommendations). As CEB members, all United Nations entities are expected to deliver on the commitments made to implement the Plan of Action. The level of engagement differs among entities, depending on the relevance of the issue for the core mandate of each organization. In addition, organizations that are largely involved in operational activities at country level dedicate significant resources through their risk-informed sector programming work, which embeds the issue of disaster risk reduction in the humanitarian-development-peace nexus, in support of the work of the United Nations in the context of the reform of the development system.

Inclusion of disaster risk reduction in corporate strategic plans

The majority of organizations in the United Nations system have included disaster risk reduction in their corporate strategic plans and, accordingly, they are implementing activities under the relevant goals. However, the indicators used to report on the progress achieved vary across organizations. The differences in reporting frameworks do not facilitate system-wide consolidated reporting to measure progress in the implementation of the Sendai Framework. The ongoing efforts to connect sector-specific reporting frameworks to the overall reporting on the 2030 Agenda will help improve the interconnected development indicators, while avoiding double-accounting through sector-specific reporting under different frameworks. At present, 11 indicators for reporting on the Sendai Framework are being used to report on progress in relation to the Sustainable Development Goals. Further alignment will facilitate system-wide reporting, in line with existing synergies between the Sendai Framework, the 2030 Agenda and other closely related global mandates (e.g. climate change).

Cross-cutting nature of disaster risk reduction

The analysis reveals that, to a large extent, disaster risk reduction is covered not only as a dedicated goal, but often as a by-product of achieving other goals related to the 2030 Agenda, for example Goal 1 on poverty reduction, Goal 3 on health, Goal 11 on resilient settlements or Goal 13 on climate change. A risk-informed sustainable development agenda requires development strategies that contribute to resilience-building through the implementation of the different global frameworks, while, ensuring coherence and consistency, and leveraging mutual benefits through improved system-wide coordination.

Role of the United Nations Office for Disaster Risk Reduction

The role of the United Nations Office for Disaster Risk Reduction, the focal point on disaster risk reduction in the United Nations system, is focused on coordination, acting as a normative entity to support countries' efforts to strengthen institutional frameworks for increased preparedness and resilience to disasters. The budget of its secretariat, which relies essentially on voluntary contributions, represents 4.7 per cent of the overall reported resources dedicated to disaster risk reduction for the period under review, having decreased from 8 per cent between the 2012–2013 and 2016–2017 bienniums. The Office has strengthened its support by issuing guidance and establishing the Sendai Framework Monitoring platform, which is instrumental in allowing countries to report on the progress achieved in their national strategies on disaster risk reduction. The Office's secretariat has developed inter-agency mechanisms and tools to strengthen the effectiveness of its coordinating role, through the Senior Leadership Group on Disaster Risk Reduction and

Resilience and the United Nations Disaster Risk Reduction Focal Points' Group. Their work was instrumental in developing a results-based framework, which enables United Nations entities to report on the progress achieved in implementing the Plan of Action. The role of the Senior Leadership Group could become more effective through greater participation in other coordinating mechanisms and consultations, such as CEB and the ongoing reform of the system of resident coordinators. **The Senior Leadership Group has a role to play in ensuring the full integration of disaster risk reduction in preparing the new generation of United Nations Sustainable Development Cooperation Frameworks (which have replaced the United Nations Development Assistance Frameworks).**

Disaster risk reduction work in the field and operational activities

Organizations of the United Nations system actively engage in the field, supporting the integration of disaster risk reduction in the strategic plans of the United Nations country teams (or multi-country offices), in close coordination with regional and national authorities. Capacity-building for awareness-raising and better preparedness, planning and implementation of vulnerability reduction measures, post-disaster recovery and emergency response, and support for institutional frameworks for disaster risk reduction in the countries represent the core work of the United Nations system. Many of the disaster risk reduction-related activities result from the implementation of other mandates (e.g. on climate change, and health and safety). In preparing the review, the team noted that the work reported by the organizations was not always accounted for in terms of resources, since it was included in broader sectoral areas (e.g. humanitarian and development).

The United Nations Children's Fund (UNICEF) and the World Health Organization (WHO) are examples of organizations that address disaster risk reduction as a cross-cutting issue in their work, adopting risk-informed approaches in delivering their mandates. WHO invests substantial resources to reduce the risks of outbreaks of infectious diseases. Although UNICEF does report centralized quantitative data, as disaster risk reduction in most instances is cross-cutting in its sector programming, the monitoring framework does not always capture these aspects. For example, an elevated water point in flood-prone Bangladesh is a disaster risk reduction measure, but may not be tracked or budgeted as such. In many instances, disaster risk reduction is integrated in development/humanitarian policy and practice and does not appear as a stand-alone issue.

Most of the organizations delivering work in the field pointed out that the level of integration of disaster risk reduction in their core work, through integration in sector programming, would not allow for a distinct report specifically on resources dedicated to disaster risk reduction. Reporting on this specific issue is being strengthened through, in particular, linking the reporting frameworks of the 2030 Agenda and its Sustainable Development Goals, and the targets of the Sendai Framework. As noted above, at present, 11 indicators used to report on the Sendai Framework feed into reporting on the Sustainable Development Goals. This convergence in delivering and reporting, which takes into account the interlinkages among United Nations global mandates, is very much in keeping with the adoption of the humanitarian-development-peace nexus approach in addressing sustainable development.

Role of non-resident agencies

The team also noted that non-resident agencies play a role through their partnerships with other organizations of the United Nations system that have a presence in the field and their direct partnerships with national stakeholders (e.g. WMO and its national counterparts, the national meteorological and hydrological agencies). The inclusion of disaster risk reduction in preparing country development plans (and the corresponding United Nations Sustainable Development Cooperation Frameworks), through systematic, risk-informed sector programming, is an essential component in fostering implementation of the Sendai Framework in the context of the 2030 Agenda and part of the ongoing reform of the United Nations development system.

Reported resources on disaster risk reduction-related work

As part of the scope of the review, the team collected data, through responses to the questionnaires, on resource allocations to disaster risk reduction between 2012 and 2017. The consolidated data accounted for \$4.12 billion for the period. This should be considered as an underestimate of the resources dedicated to disaster risk reduction and should not be equated to a proxy indicator of the level of engagement of the different organizations. Due to the cross-cutting nature of disaster risk reduction, activities are not necessarily reported under this category. The qualitative analysis shows that disaster risk reduction is embedded in the operational work of the organizations through its inclusion in their corporate strategies and work programmes and the implementation of project activities in the field. It is also addressed through normative work, for example the work of the World Meteorological Organization, which has developed a country profile database, which tracks specific indices that directly and indirectly relate to disaster risk reduction.

As regards the United Nations Secretariat, the resources of the United Nations Office for Disaster Risk Reduction represent only 4.7 per cent of the resources allocated reported by the participating organizations for the period under review (2012–2017). There has been no concomitant increase in the Office's resources in spite of the adoption of the Sendai Framework and the linkages with the 2030 Agenda. **Noting the heavy workload and expanded mandate of the United Nations Office for Disaster Risk Reduction to foster implementation of the Sendai Framework, greater predictability and availability of resources would contribute to strengthen their coordinating work on disaster risk reduction.**

The resources reported by the Food and Agriculture Organization of the United Nations, the United Nations Development Programme, the World Food Programme, WHO and WMO account for 92.4 per cent of the reported resources dedicated to disaster risk reduction for the period 2012–2017, amounting to \$3.82 billion. While this is a significant amount of resources, it is an underestimate of the total resources allocated by the entities of the United Nations system since disaster risk reduction-related activities are often integrated in the broader area of the humanitarian-development-peace nexus. As a cross-cutting issue, the monitoring of disaster risk reduction as a stand-alone area is not fully addressed. As part of the ongoing reform of the United Nations development system, efforts could be made to highlight the progress made in addressing disaster risk reduction across the delivery of the Sustainable Development Goals and to report on the progress made in achieving the 2030 Agenda, taking into account the intersectoral linkages among all the different targets. **Increased access to resources for the system to engage in disaster risk reduction-related work would foster the achievement of the targets of the Sendai Framework. There is a perceived need to advocate for more predictable funding from donors to strengthen support for implementation, monitoring and reporting by the United Nations Office for Disaster Risk Reduction and other organizations of the United Nations system supporting such work.**

Partnerships for disaster risk reduction

The development of inter-agency partnerships, such as the Capacity for Disaster Reduction Initiative and the Partnership for Environment and Disaster Risk Reduction, to deliver on disaster risk reduction, bringing expertise from the core mandates of the different organizations of the United Nations system, is an effective way to leverage synergies and deliver more successfully an integrated approach to sustainable development. The Office for the Coordination of Humanitarian Affairs chairs the Inter-Agency Standing Committee, supports the Global Preparedness Partnership and develops open-access databases to share

data on humanitarian assistance. **Such examples of good practice could be replicated and scaled-up to strengthen implementation of the Sendai Framework.**

Gender-sensitive disaster risk reduction policies and data collection

The review has assessed the extent to which the organizations mainstream gender in conceiving and delivering their disaster risk reduction-related work. Although a willingness to develop gender-sensitive work is manifest, according to the United Nations Entity for Gender Equality and the Empowerment of Women there is a gap between the intention and the actual incorporation of a gender dimension in the work. In order to effectively reach women and girls in developing disaster risk reduction policies, it appears that there is a need to improve both the quantity and quality of data with the necessary disaggregation by sex, age and disabilities. Such an improvement would enable more specific action to be taken to deliver the work with a greater degree of certitude that women and girls would benefit from capacity-building and be involved in the preparation of national strategies on disaster risk reduction. Gender-sensitive guidelines and tools for disaster risk reduction have been developed, although their dissemination could be improved. **The building and sharing of data across gender-sensitive databases to facilitate identification of gender inequality gaps would strengthen the potential impact of inter-agency work to support implementation of the Sendai Framework and the 2030 Agenda.**

Leaving no one behind

In strengthening the work of the United Nations system on disaster risk reduction, it is also recommended to give priorities to risk-prone countries, in particular to least developed countries, landlocked developing countries and small island developing States, as well as vulnerable population groups in all countries. Inclusive strategies to address the needs of persons with disabilities in the context of disaster risk reduction would also contribute to ensuring that resilient development does not leave anyone behind.

Conclusions

The findings of the review indicate that the organizations of the United Nations system have integrated disaster risk reduction in their corporate plans and adopted risk-informed sector programming strategies in delivering their operational activities for sustainable development. The integration of disaster risk reduction as an intrinsic component to achieve the objectives of the 2030 Agenda is aligned with the humanitarian-development-peace nexus approach of the United Nations to deliver coherently and effectively on the interconnected global mandates related to sustainable development.

Recommendations

The Inspector makes three recommendations to accelerate implementation of the Sendai Framework and its related plan of action. Recommendation 1 is addressed to governing bodies, while the two others are addressed to executive heads. They are complemented by soft recommendations in bold in the report (**paras. 25–26, 28, 38, 51, 60, 67, 72, 77, 79, 83–84, 87, 90, 95, 98, 100, 121, 162, 165–166 and 168**).

Recommendation 1

The governing bodies of the organizations of the United Nations system should request the secretariats of their organizations to present a map of interlinkages between the core mandate of their organizations and disaster risk reduction and report on the progress made on disaster risk reduction accordingly, using the specific guidance provided by the “Results Framework of the United Nations Plan of Action on Disaster Risk Reduction for Resilience – guidance for monitoring and reporting on the progress of the implementation of the United Nations Plan for Action on disaster risk reduction”.

Recommendation 2

The Secretary-General, in leading the reform of the United Nations development system, together with the executive heads of the organizations, should ensure that the new generation of United Nations Sustainable Development Cooperation Frameworks systematically include disaster risk reduction as part of the common strategic plans of the country teams, to enable risk-informed development and planning, with allocated resources for its implementation, and a common reporting system to measure progress against the priorities of the Sendai Framework and the United Nations Plan of Action on Disaster Risk Reduction for Resilience, with detailed reporting on operational activities to the governing bodies.

Recommendation 3

The executive heads of the organizations working in the field, in contributing to the ongoing reform of the reinvigorated resident coordinator system, should ensure that the United Nations country teams plan for dedicated capacity to implement risk-informed development activities and that such activities in the field are reported to headquarters, including by monitoring their contribution to implementing the Sendai Framework, taking into account the reporting framework for Sustainable Development Goals.

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Acronyms

CADRI	Capacity for Disaster Reduction Initiative
CARICOM	Caribbean Community
CBD	Convention on Biological Diversity
CDEMA	Caribbean Disaster Emergency Management Agency
CEB	United Nations System Chief Executives Board for Coordination
DESA	Department of Economic and Social Affairs
DFS	Department of Field Support
ECA	Economic Commission for Africa
ECLAC	Economic Commission for Latin America and the Caribbean
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ILO	International Labour Organization
IMO	International Maritime Organization
IOM	International Organization for Migration
ITC	International Trade Centre
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organization for Economic Cooperation and Development
OECS	Organisation of Eastern Caribbean States
OHCHR	Office of the United Nations High Commissioner for Human Rights
OSAA	Office of the Special Adviser on Africa
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCCD	United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, particularly in Africa
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNOOSA	United Nations Office for Outer Space Affairs
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East

UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNWTO	World Tourism Organization
UNU	United Nations University
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

I. Introduction

A. Background

1. As part of its programme of work for 2018, the Joint Inspection Unit (JIU) conducted a review of the integration of disaster risk reduction in the work of the United Nations system in the context of the 2030 Agenda for Sustainable Development.¹ The review had been suggested by the executive head of the United Nations Office for Disaster Risk Reduction in 2015 and subsequently postponed until 2018.

2. The relevance of disaster risk reduction strategies as a core component of the 2030 Agenda has gained recognition over the past few years, due to the increase and variety of disasters severely affecting the health, lives, livelihoods and sustainable development of those affected. Resilience-building and prevention are therefore critical dimensions of disaster risk reduction strategies, as described in chapter II of the present report.

3. The United Nations system works with countries to enhance their preparedness for disasters, resilience-building and post-recovery interventions, through normative and operational activities. On 3 June 2015, the General Assembly endorsed the Sendai Framework for Disaster Risk Reduction 2015–2030 in its resolution 69/283. The Sendai Framework is a 15-year, voluntary, non-binding agreement that recognizes that the State has the primary responsibility to prevent and reduce disaster risk, although that responsibility should be shared with other stakeholders, including local government and the private sector. Subsequently, the United Nations Plan of Action on Disaster Risk Reduction for Resilience was updated in 2016, including the commitments and results to be achieved by the United Nations system in addressing disaster risk reduction. The members of the United Nations System Chief Executives Board for Coordination (CEB), in committing to this Plan of Action, are expected to integrate disaster risk reduction into their work so as to support the achievement of the Sendai Framework in providing assistance to those countries concerned. Close interaction between the Senior Leadership Group on Disaster Risk Reduction for Resilience and CEB would facilitate further integration of the disaster risk reduction agenda in the system-wide implementation of the 2030 Agenda.

B. Objective and scope of the review

4. The objective of the review is to analyse the extent to which the organizations of the United Nations system have included disaster risk reduction in their corporate priorities, through their strategic plans and, when appropriate, their operational activities. It assesses the level of engagement of the JIU participating organizations in contributing to the implementation of the United Nations Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk-informed and Integrated Approach to Sustainable Development² through: (a) strengthening system-wide coherence in support of the Sendai Framework and other agreements through a risk-informed and integrated approach; (b) building United Nations system capacity to deliver coordinated high-quality support to countries on disaster risk reduction; and (c) ensuring that disaster risk reduction remains a strategic priority for the organizations of the system.

5. The review also assesses actions taken by the organizations of the United Nations system to honour their commitments, progress made in strengthening coherence and fostering synergies, as well as the existing frameworks to report on disaster risk reduction. The analysis aims at identifying good practices, lessons learned, as well as gaps and opportunities to work in full accordance with the United Nations Plan of Action. The review conveys a consolidated system-wide picture of the status of implementation of disaster risk

¹ See General Assembly resolution 70/1.

² The Plan of Action outlines three commitments and nine results. See www.preventionweb.net/publications/view/49076.

reduction in the United Nations entities, based on the information provided in replies to a questionnaire and the interviews held during the preparation of the review. The findings have inspired a series of recommendations to foster implementation of the Sendai Framework and thus the overall achievement of the 2030 Agenda.

6. The review will refer to synergies between the Sendai Framework and other global mandates, such as the Paris Agreement, the New Urban Agenda, the Addis Ababa Action Agenda of the Third International Conference on Financing for Development and the International Health Regulations, all of which are relevant in achieving the 2030 Agenda.³ The geographical coverage of the review is worldwide; the institutional coverage includes 28 JIU participating organizations. The review also assesses the integration of disaster risk reduction in the work of United Nations country teams and its articulation with the priorities defined by intergovernmental, regional and national institutions.

C. Methodology

Time frame for the research and institutional coverage

7. The methodology followed in preparing the review included: a desk review and preparation of the terms of reference in consultation with the organizations; a quantitative and qualitative analysis of data from the replies to the questionnaire received from the organizations; and the information collected through interviews both at headquarters and in field locations. Visits and interviews were held between June and November 2018. Some 20 organizations responded to the questionnaire. The United Nations Secretariat contributed with responses from 16 departments, offices and regional commissions, including the secretariat of the United Nations Office for Disaster Risk Reduction.⁴ Data were collected for the period from 2012 to 2017.

8. The team held meetings, targeting the participating organizations as well as other relevant stakeholders, such as Bretton Wood institutions, regional development banks, regional and national institutions in charge of disaster risk reduction, government authorities and technical organizations concerned with meteorological services. Meetings were held in Addis Ababa, Bangkok, Bridgetown, Geneva, Hanoi, New York and Washington with the participating organizations and the following 20 organizations and national authorities outside the United Nations system: the International Disability Alliance, the Global Environment Facility, the World Bank, the International Bank for Reconstruction and Development, the International Monetary Fund, the Inter-American Development Bank, the Caribbean Regional Technical Assistance Centre of the International Monetary Fund, the Caribbean Institute for Meteorology and Hydrology, the Caribbean Export Development Agency, the Caribbean Development Bank, the Caribbean Community Development Fund, the Caribbean Disaster Emergency Management Agency (CDEMA), the Central Emergency Relief Organization, the Government of Barbados, the Asian Disaster Preparedness Center, the Ministry of Science and Technology of Thailand, the Ministry of the Interior of Thailand, the Ministry of Agriculture and Rural Development of Viet Nam, the African Union and the National Disaster Risk Management Commission of Ethiopia. Targeted interview guides adapted to each organization were prepared and shared in advance with the relevant stakeholders. Meeting with a variety of organizations, the team was able to appreciate the work performed by the United Nations system entities, the implementing partners and national stakeholders. When referring to the

³ For closely-related JIU reports, in which the issue of disaster risk reduction is also mentioned as an element of sustainable development, see JIU/REP/2015/5 on climate change and the trilogy of reports related to SIDS and the SAMOA Pathway, JIU/REP/2015/2, JIU/REP/2016/3 and JIU/REP/2016/7.

⁴ See Office of Internal Oversight Services, "Report 2018/140: audit of the United Nations Office for Disaster Risk Reduction", 18 December 2018.

regions in chapter III, since the different organizations of the system do not all define their regions in a harmonized manner, the regions in the present report are based on those defined by the United Nations.

Concepts, data collection and terminology

9. The Inspector would like to draw attention to some methodological questions relating to: (a) disaster risk-related concepts and terminology; and (b) system-wide consolidation of resources-related data and geographical distribution. The diversity of concepts and definitions concerning disasters and hazards was addressed by the CEB High-level Committee on Programmes at its 34th meeting in September 2017. CEB agreed on harmonized terminology based on the results of the work of the open-ended intergovernmental expert working group on indicators and terminology relating to disaster risk reduction, which was completed in 2016 (A/71/644). CEB prepared a document to address the key concepts of risk, hazard and resilience, among others. These harmonized definitions and concepts, set up within the context of the Sendai Framework by the open-ended intergovernmental expert working group, provide the conceptual reference for the review.⁵

10. The questionnaire to the participating organizations requested information on the resources allocated to address disaster risk reduction in their work, including the type of activities (normative, operational and data collection), geographical coverage, source of funding and amount of resources for the period 2012–2017. Not all organizations responded to the question on resources. In many cases, they indicated that work on disaster risk reduction was addressed and accounted for in the context of other goals. For example, the World Health Organization (WHO) indicated that, with respect to disaster risk reduction and building resilience, immunization for biological hazards should also be considered as these programmes addressed the prevention of epidemic-prone diseases, which was within the scope of disaster risk reduction.

11. Given the cross-cutting nature of disaster risk reduction and its integration into broader areas in terms of resource allocation, the financial data provided in the review underestimate the total resources allocated to disaster risk reduction by the United Nations system entities, since more is done than is effectively reported. Several organizations indicated that a substantial amount of their work on disaster risk reduction and the related resources are not reported as disaster risk reduction due to their cross-cutting nature. Since the United Nations system is engaged in integrating disaster risk reduction as part of a risk-informed approach to sector-programming activities under its umbrella mandate of achieving sustainable development, more is done than is reported under the stand-alone area of disaster risk reduction. The identification of specific resources only for disaster risk reduction is a challenge in this context.

12. The team would also like to refer to a change in terminology used in the review: as part of the ongoing reform of the United Nations development system, the new generation of United Nations Development Assistance Frameworks are now referred to as United Nations Sustainable Development Cooperation Frameworks.

Evaluation questions

13. In order to achieve the objectives of the project and to produce the expected impact, positioning the disaster risk reduction strategies within the context of the 2030 Agenda, the questionnaire addressed the following:

- (a) What is the relevance of disaster risk reduction within the 2030 Agenda?

⁵ CEB/2017/6, Annex III, “Adopting an analytical framework on risk and resilience: a proposal for more proactive, coordinated and effective United Nations action”, p. 17. See also A/71/644.

- (b) How do the organizations of the United Nations system engage in the implementation of the United Nations Plan of Action and the Sendai Framework and integrate these issues into their corporate plans?
- (c) What are the synergies between the Sendai Framework and other global mandates relevant to sustainable development?
- (d) How does the work of the United Nations system integrate disaster risk reduction into its activities at the regional and country levels (e.g. United Nations Sustainable Development Cooperation Frameworks, country teams and regional commissions);
- (e) What are the activities and the level of resources allocated by the organizations of the system in addressing disaster risk reduction?
- (f) Does the work of the United Nations system foster gender-responsive strategies?
- (g) What are the mechanisms in place to ensure coordination and effectiveness in delivering the work of the United Nations system?

14. The analysis undertaken to respond to the above questions has informed the report's findings, conclusions and recommendations.

15. In accordance with article 11 (2) of the JIU statute, the present report has been finalized after consultation among the Inspectors so as to test its conclusions and recommendations against the collective wisdom of the Unit.

16. To facilitate the handling of the report and the implementation of its recommendations and the monitoring thereof, annex V contains a table indicating whether the present report is submitted to the organizations concerned for action or for information. The table identifies those recommendations relevant for each organization, specifying whether they require a decision by the organization's legislative or governing body or can be acted upon by the organization's executive head.

17. The Inspector wishes to express his appreciation to those who assisted him in the preparation of the present report, and particularly to those who participated in the interviews and so willingly shared their knowledge and expertise.

II. Disaster risk reduction in the context of the 2030 Agenda

A. Sendai Framework: United Nations global mandate for disaster risk reduction

18. The adoption of the Sendai Framework in 2015 was the culmination of more than 20 years of increasing attention to the issue of disaster risk reduction in the United Nations system.⁶ A key milestone in this regard was the declaration of the International Decade for Natural Disaster Reduction, beginning on 1 January 1990, launched by the General Assembly in its resolution 44/236. The Decade aimed to reduce, through concerted international action, especially in developing countries, loss of life, poverty and property damage, as well as the social and economic disruption caused by natural disasters.

19. Progress made during the Decade led to the adoption in 1999 of the International Strategy for Disaster Reduction in General Assembly resolution 54/219. The General Assembly also requested the Secretary-General to establish, from voluntary contributions, an Inter-Agency Task Force for Disaster Reduction, with representatives of all relevant United Nations entities, civil society and non-governmental organizations, and community and regional entities, to serve as the main forum within the United Nations for defining strategies for international cooperation at all levels on disaster risk reduction. It also requested the establishment of: (a) an inter-agency secretariat (later to become the United Nations Office for Disaster Risk Reduction) as the focal point within the United Nations system for the integration of disaster risk reduction in socioeconomic planning in support of the implementation of the Strategy; and (b) a trust fund for disaster reduction.⁷ Following the 2004 tsunami, the Member States adopted the Hyogo Framework for Action 2005–2015: Building the Resilience of Nations and Communities to Disasters to enhance disaster risk reduction in order to save lives and livelihoods, and tasked the United Nations Office for Disaster Risk Reduction to support countries and stakeholders with its implementation.

20. The Sendai Framework builds on the results of the Hyogo Framework. It aims at the reduction of disaster risk and losses at all levels. In support of this, it establishes four priorities and seven targets to address disaster risk reduction for the period 2015–2030, and includes clear guidance on the role of Governments and stakeholders, including the United Nations. This is consistent with a number of previous General Assembly resolutions, and outcome documents of major United Nations conferences and of CEB that highlighted the importance of disaster risk reduction and the need to integrate this dimension into the programmes and activities of the United Nations system to reduce the risks associated with biological, technological and natural hazards within and across all sectors.⁸

21. The Sendai Framework, a successor to the Hyogo Framework, adopts a systemic view of the underlying factors related to risk management and the impact of disasters. The risk reduction paradigm was set by the previous frameworks on disaster risk reduction, namely the Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and the Hyogo Framework, focusing on risk reduction and building resilience. The adoption of the Sendai Framework reinforced this shift and made more prominent factors such as the inclusion of biological and technological hazards, the emphasis on risk management (in addition to risk reduction), governance, and a broader perspective of sectoral action, including the 38 references to health.⁹

⁶ A detailed historical chronology can be consulted at www.unisdr.org/who-we-are/history.

⁷ General Assembly resolution 54/219.

⁸ For a chronology of the mandates of the United Nations Office for Disaster Risk Reduction, see www.unisdr.org/we/inform/resolutions-reports.

⁹ See WHO, *2018 Global Reference List of 100 Core Health Indicators (Plus Health-Related SDGs)* (Geneva, 2018).

22. The Sendai Framework addresses the risks of small-scale and large-scale, frequent and infrequent, and sudden and slow-onset disasters, caused by natural or man-made hazards, as well as related environmental, technological and biological hazards and risks. It aims to guide the multi-hazard management of disaster risk in development at all levels, as well as within and across all sectors.¹⁰ The overarching goal of the Sendai Framework is to contribute to the prevention and reduction of existing and new risks through the implementation of an integrated and inclusive strategy with measures that reduce vulnerability to disasters, increase preparedness for response and recovery and strengthen resilience. In order to monitor the progress made in implementing the Sendai Framework, it established seven targets, four priorities for action and 13 guiding principles.¹¹ In order to support implementation of this global agenda on disaster risk reduction (which is owned by the countries), the United Nations system has set up a Plan of Action and related tools to ensure consistent and coordinated work to address disaster risk reduction. The first plan was approved after the adoption of the Hyogo Framework and then subsequently revised after the General Assembly endorsed the Sendai Framework.

23. In relation to hazards, the International Atomic Energy Agency (IAEA) has an active programme in the area of preparedness for and response to nuclear and radiological emergencies. IAEA maintains the international Emergency Preparedness and Response framework, which facilitates the development and maintenance of capabilities and arrangements for preparedness and response to nuclear and radiological emergencies and is based on international legal instruments. In this context, the Inter-Agency Committee on Radiological and Nuclear Emergencies, for which IAEA provides the secretariat, maintains the Joint Radiation Emergency Management Plan of the International Organizations, which provides a mechanism for coordination and clarifies the roles and capabilities of the participating international organizations. This Plan describes a common understanding of how each organization makes preparedness arrangements for a nuclear or radiological emergency and acts during a response.¹²

B. Synergies between the Sendai Framework, the 2030 Agenda and other global mandates

24. In 2015, the 2030 Agenda was adopted by the General Assembly in its resolution 70/1 in order to replace the framework set by the Millennium Development Goals (2000–2015). The 2030 Agenda is the road map to address the most urgent issues hampering sustainable development, an inclusive programme that aims to leave no one behind, in particular the most vulnerable. It includes 17 goals and 169 targets, a holistic agenda with strong interlinkages among its different goals. Achievement of the Sustainable Development Goals implies trade-offs in some cases and co-benefits in others.¹³ Overall, it requires a comprehensive approach to the work of the United Nations system, while taking into account synergies or trade-offs in the implementation of the 2030 Agenda. Achievement of the Sustainable Development Goals needs to embrace the 5 “Ps”, namely, people, planet, prosperity, peace and the partnerships that are necessary to make them happen.

25. The Sendai Framework is one of a series of global mandates adopted by the General Assembly in 2015. Implementation of the Sendai Framework is either interconnected to, or needed for the implementation of, the other mandates passed since 2015, such as: the 2030 Agenda, the Paris Agreement,¹⁴ the Addis Ababa Action Agenda of the Third Conference on Financing for Development,¹⁵ the SIDS Accelerated Modalities of Action

¹⁰ See www.unisdr.org/files/44983_sendaiframeworkchart.pdf.

¹¹ See the targets and priorities for action of the Sendai Framework in annex I. Also available at www.preventionweb.net/sendai-framework/sendai-framework-for-drr/at-a-glance.

¹² See www.iaea.org/topics/emergency-preparedness-and-response-epr.

¹³ See Gerald G. Singh and others, “A rapid assessment of co-benefits and trade-offs among Sustainable Development Goals”, *Marine Policy*, vol. 93. Available at www.sciencedirect.com/science/article/pii/S0308597X17302026.

¹⁴ FCCC/CP/2015/10.Add.1, annex.

¹⁵ General Assembly resolution 69/313.

(SAMOA) Pathway,¹⁶ the Agenda for Humanity¹⁷ and the New Urban Agenda. In the latest resolution (73/231) on disaster risk reduction, the General Assembly recalls the systemic approach, positioning disaster risk reduction at the core of the other relevant global mandates.¹⁸ While resilience and disaster preparedness is a necessary condition for sustainable development, not enough attention is paid to the linkages between the Sendai Framework and achievement of the Sustainable Development Goals. **The Inspector expects that the present report will contribute to raise awareness and inspire more decisive action to be taken by all relevant institutional stakeholders, including at country level, to accelerate the implementation of the Sendai Framework and the disaster risk reduction agenda.**

26. The different entities of the United Nations system work closely with their constituencies, in collaboration with the representatives of the relevant line ministries related to the different mandates (e.g. education, agriculture, environment, urban planning and settlements). The cross-cutting nature of disaster risk management involves the coordination of all line ministries under a national disaster authority, as well as coordination among the United Nations system entities to address the different aspects required to build more resilient societies and increase preparedness for disasters. **The Inspector is of the view that the organizations of the United Nations system should coordinate among themselves in supporting national stakeholders in the most effective and efficient way to ensure the integration of disaster risk reduction in national development strategies.**

27. Figure I below displays the results of self-reported synergies, based on the responses to the questionnaire. Disaster risk reduction is addressed not only as part of the implementation of the Sendai Framework and its different targets, but also through the work of the United Nations related to other mandates, such as implementation of the three Rio conventions (the Convention on Biological Diversity, the United Nations Convention to Combat Desertification and the United Nations Framework Convention on Climate Change), the Agenda for Humanity and the New Urban Agenda. It confirms that disaster risk reduction is achieved through leveraging the synergies among global mandates. While this is a positive finding that reveals win-win results in addressing sustainable development, it also calls for a clear definition of reporting frameworks to measure progress under the different mandates, while improving accountability. The use of common indicators to report on different global mandates should be strengthened to improve accountability in reporting on progress made in implementing the 2030 Agenda across the United Nations system and its environment pillar, including the role of environmental conventions.¹⁹

28. **In the view of the Inspector, further efforts should be made to connect the existing reporting frameworks within the United Nations system. In particular, noting the relevance of the Rio conventions in contributing through their implementation to disaster risk reduction and increased resilience, the United Nations Office for Disaster Risk Reduction and the United Nations Environment Programme (UNEP), together with the secretariats of the environmental conventions, could work closer together to ensure mutually supportive reporting systems and information-sharing to increase the visibility and improve the monitoring of the implementation of the Sendai Framework targets. Once established, the**

¹⁶ General Assembly resolution 69/15.

¹⁷ A/70/709.

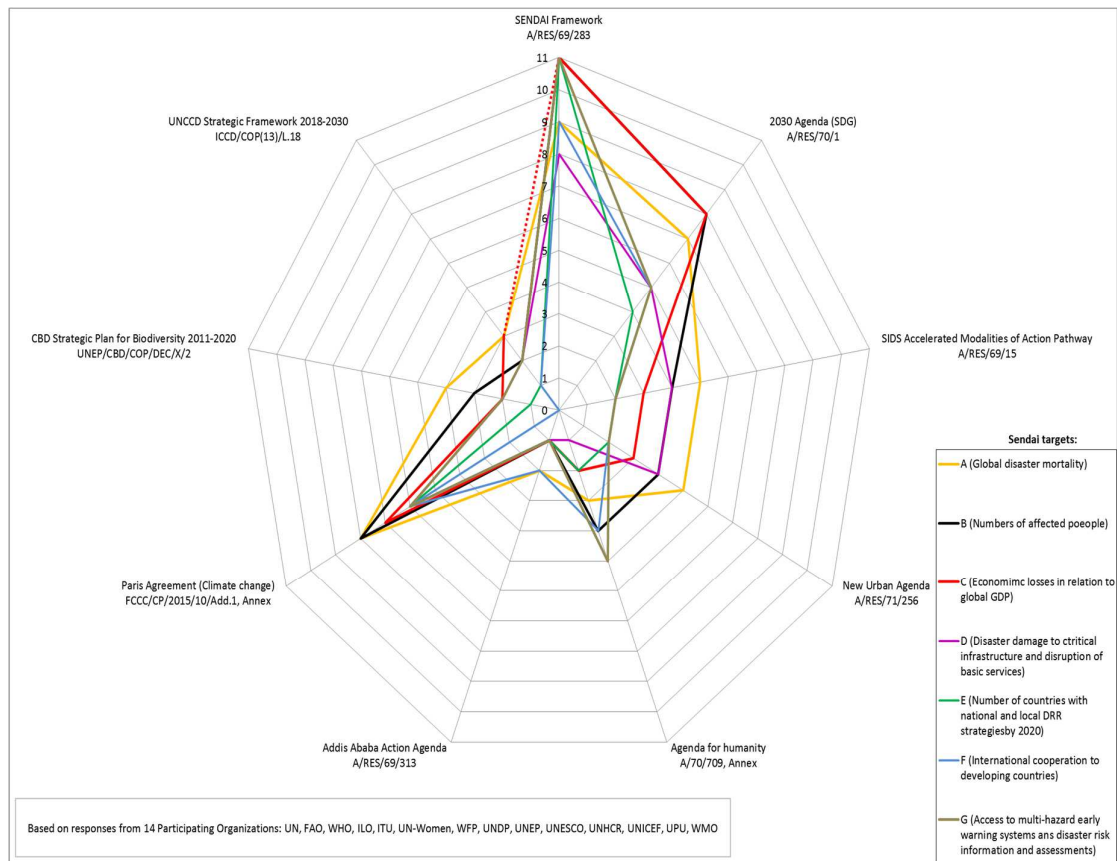
¹⁸ General Assembly resolution 73/231, para. 23.

¹⁹ The work achieved under the Rio conventions, as well as the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal, the Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade, the Stockholm Convention on Persistent Organic Pollutants and the Minamata Convention on Mercury, is interconnected with different dimensions of disaster risk reduction.

reporting mechanism could be expanded to include other environmental conventions for which linkages to disaster risk reduction had been identified.

Figure I

Mapping of synergies between the Sendai Framework, the 2030 Agenda and other United Nations global mandates



Source: JIU elaboration from responses to the questionnaire (2019).

29. Academics, as well as the International Monetary Fund and the World Bank,²⁰ have addressed the interlinkages among the Sustainable Development Goals, mapping the trade-offs and/or co-benefits that exist among them, advocating for a systemic approach to make progress towards achieving the 2030 Agenda. Some of these linkages connect disaster risk reduction and climate change²¹ with humanitarian issues. Climate change strategies in the United Nations system will be mentioned in the present report to the extent that they are explicitly related to disaster risk reduction. This is the case of the United Nations System Strategic Approach on Climate Change Action endorsed by CEB in 2017, in which one of the pillars addresses disaster risk reduction, led by the United Nations Office for Disaster Risk Reduction (CEB/2017/4/Add.1).

30. Disaster risk reduction is a cross-cutting issue addressed in different Sustainable Development Goals. Working towards the achievement of specific goals, the different United Nations system entities can positively

²⁰ World Bank, *Implementing the 2030 Agenda: 2017 Update* (Washington, D.C., 2017).

²¹ On climate change, see JIU/REP/2015/5.

contribute to building resilience and reducing the risks of disasters in countries. In this light, disaster risk reduction is addressed as the result of risk-informed approaches towards sustainable development, as described in the next section. The United Nations Office for Disaster Risk Reduction has provided guidance to align disaster risk reduction-related Sustainable Development Goal indicators in order to reduce the reporting burden for national institutions, covering 11 indicators through the Sendai Framework Monitor. Throughout 2016 and 2017, the United Nations Office for Disaster Risk Reduction actively engaged and coordinated with the United Nations Statistical Commission, which approved the use of seven of the Sendai Framework indicators to measure Sustainable Development Goals 1 (on poverty eradication), 11 (on sustainable cities and communities) and 13 (on climate action). The Sendai Framework Monitor allows for reporting against common indicators for key Sustainable Development Goals, notably Goals 1, 11 and 13. Important synergies exist between reporting on the two frameworks. Monitoring of the Sendai Framework is intended to complement monitoring of 11 Sustainable Development Goal indicators. In 2018, the data reported by countries on disaster risk reduction-related indicators fed for the first time into the *Sustainable Development Goals Report 2017*, which was launched at the high-level political forum on sustainable development. The Sendai Framework Monitor also provides the data for the United Nations Office for Disaster Risk Reduction to provide inputs to the *Sustainable Development Goals Report* on an annual basis.

C. Partnerships for disaster risk reduction

1. Capacity for Disaster Reduction Initiative

31. The Capacity for Disaster Reduction Initiative (CADRI) is an inter-agency demand-driven partnership, supporting countries in mobilizing and pooling expertise from within and outside the United Nations system to pursue integrated and coherent solutions to reduce disaster and climate risks. Hosted by the United Nations Development Programme (UNDP), CADRI brings together six organizations of the system as executive partners (the Food and Agriculture Organization of the United Nations (FAO), UNDP, the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and WHO), seven organizations as technical partners (the Global Network of Civil Society Organizations for Disaster Reduction, the International Federation of Red Cross and Red Crescent Societies, the International Organization for Migration (IOM), the Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Office for Project Services (UNOPS) and the World Meteorological Organization (WMO)) and six advisory partners (the Global Facility for Disaster Reduction and Recovery, the Organization for Economic Cooperation and Development (OECD), the Overseas Development Institute (United Kingdom of Great Britain and Northern Ireland), RedR Australia, the United Nations Institute for Training and Research and the United Nations Office for Disaster Risk Reduction).

32. CADRI partners have been active in capacity development on disaster risk reduction in 30 countries to date. In these countries, CADRI has been instrumental in supporting the United Nations system to better integrate disaster risk reduction into the United Nations Sustainable Development Cooperation Frameworks, to initiate joint initiatives or programmes on disaster risk reduction and to assist the national authorities in the preparation of national strategies, frameworks or plans of action for disaster risk reduction in line with the Sendai Framework commitments.

33. The CADRI partnership draws upon the diversity of expertise of its members to offer a unique combination of knowledge, experience and resources to support countries in implementing the Sendai Framework. The objective is to support the identification of critical capacity gaps at country level in the light of the prevailing risks and the articulation of coherent inter-agency interventions to address such gaps. The CADRI partnership supported several country-led capacity assessments, leading to the design and endorsement

of national disaster risk reduction plans and strategies. In most cases, those products have been instrumental in advancing the policy and institutional reform that CADRI engagement typically catalyses.

34. This coordinated action, involving a critical mass of United Nations system organizations and engaging with other relevant partners and stakeholders, is an example of good practice that should be strengthened and further encouraged, in line with Goal 17 on strengthening the means of implementation for sustainable development, with dedicated support to ensure its sustainability. The CADRI partnership provides a coordinated United Nations system approach to supporting United Nations country teams and Member States in the assessment, planning and capacity development of disaster risk reduction.²²

2. Partnership for Environment and Disaster Risk Reduction

35. Another partnership that has significantly contributed over the last decade to addressing disaster risk reduction through the sustainable management, conservation and restoration of ecosystems, while aiming to achieve sustainable and resilient development, is the Partnership for Environment and Disaster Risk Reduction. It was formally established in 2008 as a global alliance of United Nations system organizations, non-governmental organizations and specialist institutes.²³ Its secretariat is hosted at the Post-Conflict and Disaster Management Branch of UNEP in Geneva.

36. The Partnership seeks to promote and scale-up implementation of ecosystem-based disaster risk reduction and ensure that it is mainstreamed in development planning at global, national and local levels, in line with the Sendai Framework. It provides technical and science-based expertise and applies best practices in ecosystems-based disaster risk reduction approaches. It is guided by its vision of resilient communities as a result of improved ecosystem management for disaster risk reduction and climate change adaptation.

3. Global Preparedness Partnership

37. OCHA contributes to providing support via partnerships, such as CADRI and the Global Preparedness Partnership. The goal of the latter is for countries to reach a minimum level of preparedness so that disaster events can be better managed locally with reduced need for international assistance.²⁴ Furthermore, the importance of efforts to reach this target has been promoted and supported by the Policy Branch of OCHA at the normative/policy level in the annual report of the Secretary-General on “International cooperation on humanitarian assistance in the field of natural disasters, from relief to development” and subsequently by Member States in the General Assembly resolution 73/136.

38. The Inspector believes that lessons learned from these partnerships in implementing coordinated disaster risk reduction-related activities, leveraging synergies from different areas of expertise and working with national stakeholders should be further supported and replicated. Dedicated support for the most vulnerable countries could be specifically addressed, exploring new ways of making available resources for small island developing States, least developed countries, landlocked developing countries and groups of countries with special needs. Attention to vulnerable communities and women should also be prioritized within the development of dedicated programmes to build more resilient communities to strengthen and consolidate sustainable development pathways.

²² For more information, see www.cadri.net/en.

²³ For more information, see <http://pedrr.org/about-us>.

²⁴ See <https://agendaforhumanity.org/initiatives/3840>.

D. A risk-informed and integrated approach to sustainable development

39. A risk-informed integrated approach to sustainable development considers risks associated with climate change, epidemics and conflict. As regards disaster risk reduction, risk-informed decision-making utilizes disaster risk information to define development strategies that incorporate a disaster risk reduction priority and foster the enabling environment required to implement such decisions. According to the open-ended intergovernmental expert working group on indicators and terminology relating to disaster risk reduction, risk information covers all dimensions of disaster risk, including hazards, exposure, vulnerability and capacity related to persons, communities, organizations and countries and their assets.²⁵ A risk-informed and integrated approach to sustainable development is at the centre of the Sendai Framework and the subsequent revision of the United Nations Plan of Action on Disaster Risk Reduction for Resilience.

40. The adoption of the 2030 Agenda in 2015 and the Agenda for Humanity in 2016, among other global mandates, responds to a change of paradigm in understanding the systemic nature of the developmental and humanitarian challenges faced by humanity. Accordingly, solutions to systemic problems need to be addressed consistently in close coordination among the different organizations of the United Nations system, working coherently, avoiding duplication and taking advantage of synergies and co-benefits in their actions.

41. A risk-informed integrated approach to sustainable development, according to the current thinking of the humanitarian-development-peace nexus implies that short, medium and long-term interventions related to disaster risk reduction, preparedness, recovery and humanitarian assistance may need to be implemented simultaneously depending on the context. Within the new paradigm of addressing the disaster cycle from prevention to post-recovery and “building back better”, the organizations of the United Nations system should integrate risk assessment into the design and planning of their work, to ensure that investments are made in the most effective and efficient way, thus strengthening long-term resilience through both normative and operational activities.

42. OCHA chairs the Inter-Agency Standing Committee Emergency Response Preparedness workstream of the Reference Group on Risk, Early Warning and Preparedness, which aims to increase the speed and volume of life-saving assistance delivered in the first four to six weeks of an emergency. Such an approach provides tools for United Nations country teams and/or humanitarian country teams to: (a) understand risks and establish a system to monitor them; (b) establish a minimum level of preparedness; and (c) take additional action, including developing contingency plans, to ensure readiness to respond to identified risks. By July 2018, such an approach had been implemented in 73 countries, which included 79 per cent of countries at high or very high risk according to the mid-2018 Index for Risk Management.²⁶

43. The Sendai Framework includes references to the need for risk-informed strategies in decision-making, as represented in box 1 below.

²⁵ General Assembly resolution 71/276.

²⁶ <http://www.inform-index.org/>

Box 1

Risk coverage and guiding principles for risk-informed strategies in the Sendai Framework

General Assembly resolution 69/283, annex II	SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION 2015–2030 Risk coverage and risk-informed decision-making
Para. 15	The present Framework will apply to the 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. It aims to guide the multi-hazard management of disaster risk in development at all levels as well as within and across all sectors
Chap. III Guiding principles Para. 19 (g)	Disaster risk reduction requires a multi-hazard approach and inclusive risk-informed decision-making based on the open exchange and dissemination of disaggregated data, including by sex, age and disability, as well as on easily accessible, up-to-date, comprehensible, science-based, non-sensitive risk information, complemented by traditional knowledge
Chap. III Guiding principles Para. 19 (j)	Addressing underlying disaster risk factors through disaster risk-informed public and private investments is more cost-effective than primary reliance on post-disaster response and recovery, and contributes to sustainable development
Chap. IV Priorities for action Para. 28 (c)	(c) To actively engage in the Global Platform for Disaster Risk Reduction, the regional and subregional platforms for disaster risk reduction and the thematic platforms in order to forge partnerships, periodically assess progress on implementation and share practice and knowledge on disaster risk-informed policies, programmes and investments, including on development and climate issues, as appropriate, as well as to promote the integration of disaster risk management in other relevant sectors. Regional intergovernmental organizations should play an important role in the regional platforms for disaster risk reduction
Chap. V Role of stakeholders Para. 36 (c)	Business, professional associations and private sector financial institutions, including financial regulators and accounting bodies, as well as philanthropic foundations, to integrate disaster risk management, including business continuity, into business models and practices through disaster-risk-informed investments, especially in micro, small and medium-sized enterprises.

44. The recent examples of almost total destruction in small island developing States, such as Dominica following Hurricane Maria in 2017, provide evidence that the decisions behind long-term investments in infrastructure, health and social systems, and the development of well-coordinated institutional strategies have to be grounded on solid risk assessments. The potential risk of disasters and their impact need to be integrated in the financing strategies for development, for a risk-informed decision-making in planning, making available financial instruments to reduce and to respond to disaster-related emergencies. The small island developing States are particularly vulnerable to disasters and special efforts need to be made to ensure that they are not left behind in implementing the Samoa Pathway, the 2030 Agenda and the Sendai Framework, contributing to

reduced disaster risk and making their development more resilient and sustainable.²⁷ The mid-term review of the Samoa Pathway is scheduled to take place in September 2019 and it is expected that the work on disaster risk reduction in small island developing States will be addressed accordingly.

45. In this regard, on 23 February 2017, the OECD Council adopted a recommendation on disaster risk financing strategies,²⁸ aiming at issues related to the financial management of disaster risks, recognizing the importance of an integrated approach to disaster risk management and the contribution of risk assessment, risk awareness and risk prevention through the financial management of disaster risks. To ensure sustainability in the development path of developing countries, decision makers should design risk-informed strategies, which are a core concept of the Agenda for Humanity. Noting the synergies of disaster risk reduction and other global mandates, as referred to earlier, the integration of disaster risk reduction in the work of the United Nations system for sustainable development – as called for in the Sendai Framework – requires the adoption of a systematic risk assessment and risk-informed design in its definition.

46. The United Nations Plan of Action on Disaster Risk Reduction for Resilience, updated after the entry into force of the Sendai Framework, has included the risk-informed approach in its new title “United Nations Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk-informed and Integrated Approach to Sustainable Development”. The integration of disaster risk reduction in sustainable development strategies through risk-informed decision-making is a critical element to ensure implementation of the 2030 Agenda and other closely related global mandates.

47. The adoption of the Sendai Framework has reinforced the integrated approach to disaster risk reduction and it has made more prominent such factors as the inclusion of biological and technological hazards, the emphasis on risk management (in addition to risk reduction), governance and a broader perspective of sectoral action (e.g. the 38 references to health). It facilitates the integration of a strengthened risk-informed approach in sustainable development. It builds upon the accomplishments achieved through the implementation of the previous frameworks, under which many countries have reduced the consequences of emergencies and disasters through effective disaster risk reduction.

48. Responding to the trend of improved coordination within the United Nations system to achieve the Sustainable Development Goals, the work on disaster risk reduction is at the intersection of the humanitarian and development agendas, in line with the nexus approach covering environment, humanitarian and development goals.²⁹ This approach has been adopted by the Inter-Agency Standing Committee,³⁰ which has developed a framework to address the core elements relating humanitarian action to development goals, a new way of working that includes consideration of climate change and disaster risk reduction.³¹ Strengthening the humanitarian-development nexus was identified by the majority of stakeholders as a top priority at the World Humanitarian Summit, as a systemic approach to address the complexity of the development agenda.

²⁷ For further elaboration on small island developing States and the SAMOA Pathway, see JIU/REP/2015/2, JIU/REP/2016/3 and JIU/REP/2016/7.

²⁸ See <https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-0436>.

²⁹ See https://ec.europa.eu/europeaid/policies/fragility-and-crisis-management/resilience-building-humanitarian-development-nexus_en.

³⁰ The Inter-Agency Standing Committee, established in 1992 in accordance with General Assembly resolution 46/182, is the primary mechanism for inter-agency coordination of humanitarian assistance, involving the key United Nations and non-United Nations humanitarian partners in strengthening such assistance.

³¹ See the detailed mapping chart at https://interagencystandingcommittee.org/system/files/humanitarian-development_nexus_mapping_2017.pdf.

49. The General Assembly, in its resolution 73/136 on international cooperation in humanitarian assistance in the field of natural disasters, from relief to development, sets the tone of the repositioning of the work on disaster risk reduction at the intersection of the humanitarian and development work of the United Nations. This is fully aligned with what was clearly defined in the Agenda for Humanity, namely that risk reduction is not only more cost-effective in saving lives, it is the only way to deal sustainably with the growing impacts of natural hazards, climate change and other weather-related effects. The international community must shift from its disproportionate focus on crisis management and response towards investing in crisis prevention and building up community resilience (A/70/709, para. 151).

50. Through the risk-informed approach to sustainable development, the work of the organizations not only becomes more effective in terms of impact, contributing to building and strengthening resilience in countries, but also more efficient in using their resources. There is evidence to show that the return on investment in prevention is much higher than the resources used in recovery, as confirmed in interviews with the World Bank and the International Monetary Fund. Remedial and recovery interventions happen in the context of necessity, in which priorities are not driven by a long-term vision of building resilience. Increasingly, the planning of emergencies to reconnect the cycle, thinking ahead about how support for recovery should be delivered so as to build a basis for more resilient reconstruction, to reduce the risks and impacts of future events. Emphasis was made on changing the bulk of the efforts to prevent more and, when focusing on delivery, to do it so as to build better for future prevention. The humanitarian-development-peace nexus integrates risk-informed approaches as a means to ensure resilience and preparedness as well as response and recovery, ensuring coherence and coordination across the system in delivering the mandates of the organizations on programmatic work in the countries.

51. One example of a risk-informed approach that integrates disaster risk reduction in the delivery of development and humanitarian work is the work of UNICEF and its partners to invest in resilient health systems in drought-prone countries, in strengthening water systems that are also flood proofed and in education systems in which schools are built in accordance with an earthquake code, children carry out emergency drills and the curricula includes learning and life skills on climate change adaptation. This is not always categorized as “disaster risk reduction” and yet it represents a significant and appropriate investment in such. **Hence, the Inspector is of the view that the United Nations system should strengthen the linkages between reporting frameworks, to highlight the efforts made on disaster risk reduction across the board. Coordination among organizations is needed to ensure that, in connecting the monitoring and reporting frameworks on the different dimensions related to the 2030 Agenda, including disaster risk reduction, there is no double accounting in consolidating the system-wide data.**

52. Among the global mandates of the United Nations, great importance is accorded to the implementation of the Paris Agreement, in particular after the findings of the latest report of the Intergovernmental Panel on Climate Change,³² in which urgent action is called for in order to achieve the goals set by the Agreement. In mapping the contribution of the work of the United Nations system organizations under a selected number of global agreements (see figure I above), the results of the present review indicate that the main normative drivers of activities that address disaster risk reduction are, after the implementation of the Sendai Framework itself, the achievement of the Sustainable Development Goals and the implementation of adaptation and mitigation strategies in the context of combating climate change. While global agreements have been driving disaster risk reduction commitment, the high impact and cost of disasters have led to an increased concern and interest in addressing prevention and resilience, mitigating occurrences and losses, and establishing comprehensive

³² Intergovernmental Panel on Climate Change, “Global warming of 1.5°C: summary for policymakers” (Geneva, 2018).

disaster risk reduction policies and programmatic approaches. In addition, there are other factors, such as the increasing interest of the private sector in securing their investments, as well as the substantial co-benefits of disaster risk reduction interventions.

53. As part of the ongoing reform of the United Nations development system, the Secretary-General has established the Joint Steering Committee to Advance Humanitarian and Development Collaboration, in view of promoting greater coherence in humanitarian-development-peace action to reduce need, risk and vulnerability.³³ The systemic approach to development issues is not an intellectual exercise but a strategic way to identify means of implementation to achieve closely related mandates, taking advantage of existing potential synergies. In implementing the agendas on biodiversity, diversification, water or climate change, among other Sustainable Development Goals, the adoption of risk-informed approaches that integrate consideration of disaster risk reduction is a win-win approach that paves the way for enhanced effectiveness and a more sustainable impact of the work of the United Nations in strategic coordination and increased coherence. Measurements of achievements on intrinsically linked issues, such as climate change and disaster risk reduction, should go together. The Plan of Action results framework actually blends disaster risk reduction and climate change adaptation.

E. Gender-responsive disaster risk reduction strategies

54. The 2030 Agenda principle of “leaving no one behind” is at the core of the strategy on sustainable and inclusive development to reduce inequality gaps. The CEB common principles to guide the United Nations system’s support for implementation of the 2030 Agenda³⁴ include a specific principle on gender:

Principle 2. People-centred, rights-based and leaving no one behind: protecting human rights and the dignity of each individual, strengthening governance and the rule of law, **promoting gender equality and the empowerment of women and girls**, addressing inequality, leaving no one behind and reaching the furthest behind first will be at the heart of the United Nations system’s efforts to support the implementation of the 2030 Agenda.³⁵

55. The CEB principles specifically refer to disaster risk management, requesting more effort be made to address risk, prevention and resilience as a shared goal in the work of the United Nations system. The Sendai Framework addresses the gender dimension of risk, calling for the development of gender-sensitive strategies, ensuring the participation of women and girls in strengthening resilience and acting as key stakeholders in the development of national strategies on disaster risk reduction and the development of services that address the needs of women and girls.³⁶

56. Given that making disaster risk reduction gender sensitive is central to achieving sustainable development, the United Nations Office for Disaster Risk Reduction released a 20-point checklist on such an approach.³⁷ The document provides priority areas to make disaster risk reduction gender sensitive in technical, political, social, developmental and humanitarian processes.

57. Upon revision of the United Nations Plan of Action in 2016, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and UNFPA published an aide-memoire on

³³ See www.un.org/jsc/sites/www.un.org/jsc/files/general/12_dec_20_-_jsc_letter_to_rcs-signed_002_0.pdf.

³⁴ See United Nations Office for Disaster Risk Reduction, “Disaster risk reduction and resilience in the 2030 Agenda for Sustainable Development” (2015). Available at www.unisdr.org/files/46052_disasterriskreductioninthe2030agend.pdf.

³⁵ See www.unsystem.org/content/ceb-common-principles-on-2030-agenda-sustainable.

³⁶ See annex II for references to the gender dimension in the Sendai Framework.

³⁷ United Nations Office for Disaster Risk Reduction, “20-point checklist on making disaster risk reduction gender sensitive” (2011).

integrating gender equality in the Plan of Action.³⁸ The aide-memoire aims at assisting the disaster risk reduction focal points' group to further mainstream gender equality and the empowerment of women by developing a results-based analytical framework and, more broadly, guiding the group in the development and implementation of interventions in a gender-responsive manner. The findings of the review indicate that the majority of the participating organizations do follow the guidelines in addressing disaster risk reduction in their work.

58. The use of a gender marker in reporting also contributes to tracking efforts made to incorporate a gender dimension in disaster risk reduction, in line with the implementation of the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women, which calls for greater accountability in implementing the goal of gender equality. Addressing gender equality and women's empowerment is the priority of UN-Women, including leadership of women in disaster risk reduction and resilience-building. UN-Women promotes gender-responsive disaster risk reduction and resilience-building through technical and policy support, the provision of gender expertise to disaster risk reduction mechanisms and processes and the implementation of programmes and projects for gender-responsive disaster risk reduction.

59. The findings of this review indicate that the organizations of the United Nations system are adopting a gender-sensitive approach in delivering their work on disaster risk reduction. A recent example is given in the work on indicators and Sustainable Development Goals prepared by WHO, with sex-disaggregated data.³⁹ In the Asia-Pacific region, a number of United Nations agencies are collaborating to help countries measure the losses and damages from disasters by setting up databases, supporting statistical analysis, capturing disaggregated data and assisting capacity-building among national statistical agencies.

60. However, UN-Women is concerned that there is no systematic collection of sex and age-disaggregated data on disaster risk reduction, and this hampers the development of targeted capacity-building activities addressing women and girls and identification of where the work of the organizations could most effectively contribute to reducing the existing inequality gaps. More efforts are needed to ensure better system-wide consolidated action on gender-sensitive data collection and that the guidance and tools to mainstream gender in disaster risk reduction work are adopted effectively across the board. UN-Women reported that insufficient attention was being paid to building databases on losses and damages that took into account women and girls to facilitate the implementation of gender-sensitive disaster risk reduction policies, informed by the availability of gender and age-disaggregated data. **The Inspector is of the view that the organizations of the United Nations system should collect and share data disaggregated by sex, together with age and disability, and identify the gender gaps to be addressed by them, working together to improve the quality and increase the quantity of gender-related data to foster implementation of gender-responsive disaster risk reduction strategies.**

³⁸ UN-Women and UNFPA. "Aide-memoire on integrating gender equality in the UN Plan of Action on Disaster Risk Reduction for Resilience" (2017).

³⁹ WHO, *Global Reference List of 100 Core Health Indicators*.

III. Integration of disaster risk reduction in the work of the United Nations system

A. United Nations Plan of Action on Disaster Risk Reduction for Resilience: commitment of the United Nations system

61. In December 2012, the General Assembly, in its resolution 67/226, encouraged the relevant organizations of the United Nations system to integrate disaster risk reduction into their respective activities and to give due consideration to prevention, preparedness and disaster risk reduction activities, in particular by supporting national and local efforts in that regard. At its March 2013 session, upon the recommendation of the High-Level Committee on Programmes,⁴⁰ CEB endorsed the first system-wide United Nations Plan of Action on Disaster Risk Reduction for Resilience,⁴¹ with commitments to implement and measure the progress and impact of the Hyogo Framework. The Hyogo Framework was the first plan to explain, describe and detail the work required from all the different sectors and actors to reduce disaster damages and losses. It was developed and agreed upon by the numerous partners needed to reduce disaster risk – Governments, international agencies, disaster experts and many others – bringing them into a common system of coordination. The Hyogo Framework outlined five priorities for action and offered guiding principles and practical means for achieving disaster resilience. Its goal was to substantially reduce disaster losses by 2015 by building the resilience of nations and communities to disasters. Countries reported on progress in implementing disaster risk reduction measures through the Hyogo Framework Monitor. The United Nations Office for Disaster Risk Reduction promoted the integration of disaster risk reduction among multiple stakeholders and national and local governments.

62. In the light of the Sendai Declaration and the adoption of the Sendai Framework in March 2015, and of the 2030 Agenda in September 2015, in March 2016, CEB endorsed the updated version of the United Nations Plan of Action on Disaster Risk Reduction⁴² entitled: “United Nations Plan of Action on Disaster Risk Reduction: Towards a Risk-informed and Integrated Approach to Sustainable Development”. It was endorsed by the High-Level Committee on Programmes at its spring session in March 2017, with commitments on the contribution of the United Nations system to ensure the implementation of the Sendai Framework and the achievement of the 2030 Agenda, taking into account other closely related mandates, such as the Paris Agreement.

63. The United Nations Plan of Action is the result of the engagement of CEB member organizations aiming to strengthen coherence and effectiveness in delivering their work to reduce disaster risks and to strengthen resilience for better preparedness, response and recovery. Its revised version builds upon the new dimensions included in the Sendai Framework and takes into account the linkages with the Sustainable Development Goals. With a clear focus on managing risks, as opposed to the previous emphasis on managing disasters, the Sendai Framework and the revised United Nations Plan of Action position the management of risks at the core of sustainable development. The increased recurrence of disasters has shown the impact of disasters in hampering the sustainability of development, which can be disrupted by one single event. Therefore, managing risks and building resilience are critical factors in building sustainable development, in particular for countries with greater exposure to disasters, such as small island developing States and least developed countries.⁴³

⁴⁰ See <https://www.unsceb.org/CEBPublicFiles/20130305HLC25.pdf>.

⁴¹ CEB, “United Nations Plan of Action on Disaster Risk Reduction for Resilience” (2013). Available at www.preventionweb.net/files/33703_actionplanweb14.06cs1.pdf.

⁴² See “[Report of the High-level Committee on Programmes at its thirty-first session](#)”.

⁴³ This has been described extensively in the trilogy of JIU reports on small island developing States (JIU/REP/2015/2, JIU/REP/2016/3 and JIU/REP/2016/7) and will not be developed further here.

64. The United Nations Plan of Action includes three commitments and nine expected results, to be achieved through three components for implementation (see box 2 below).

Box 2

United Nations Plan of Action on Disaster Risk Reduction for Resilience: commitments, results and components for implementation⁴⁴

Commitments
<p><u>Commitment 1: Strengthen system-wide coherence in support of the Sendai Framework and other agreements, through a risk-informed and integrated approach</u></p> <p>Result 1.1: United Nations system policies, guidelines and inter-agency initiatives supporting the implementation of the Sendai Framework, and more broadly the 2030 Agenda for Sustainable Development, are risk-informed and contribute to reducing existing, and prevent future disaster and climate risk, and strengthen resilience</p> <p>Result 1.2: United Nations system and related organizations have supported countries in monitoring the implementation of the Sendai Framework ensuring coherence with the monitoring frameworks of the Sustainable Development Goals, the Paris Agreement, the New Urban Agenda and other international frameworks</p> <p><u>Commitment 2: Build United Nations system capacity to deliver coordinated, high-quality support to countries on disaster risk reduction</u></p> <p>Result 2.1: United Nations system and related organizations have intensified their capacity to support countries integrate disaster and climate resilience into national, sectoral and local development strategies and plans and/or to develop/update national and local strategies/plans for disaster risk reduction as aligned with the Sendai Framework</p> <p>Result 2.2: United Nations system, related organizations and United Nations country teams have strengthened their ability to effectively support national and local communities in early warning, preparedness, response and recovery</p> <p>Result 2.3: Disaster risk and climate information that is compliant with the disaggregation requirements of the Sustainable Development Goals and the Sendai Framework, informs all complete or partial United Nations Development Assistance Frameworks and other United Nations Development Partnership Frameworks.</p> <p><u>Commitment 3: Disaster risk reduction remains a strategic priority for United Nations organizations.</u></p> <p>Result 3.1: United Nations organizations incorporate disaster risk reduction as part of their corporate policy and programming</p> <p>Result 3.2: United Nations organizations allocate resources to increase the level of commitment to disaster risk reduction for resilience to support implementation of the Sendai Framework</p> <p>Result 3.3: United Nations system and related organizations have an advocacy and communications strategy on risk-informed sustainable development towards a larger engagement of the stakeholders in their sectoral programmes</p> <p>Result 3.4: United Nations system and related organizations prioritize technical assistance to countries in disaster risk reduction</p> <p>Components for implementation</p> <p>Component 1: Coordination and strategy</p> <p>Component 2: Monitoring and reporting progress</p> <p>Component 3: Communication, advocacy and partnerships</p>

65. The figures below indicate the level of engagement by the participating organizations in implementing the United Nations Plan of Action. During the interviews, in particular in the field, general awareness of the Sendai Framework prevailed; the United Nations Plan of Action was less of a reference point, not being perceived as guidance for the activities of the organizations, even less as an opportunity to work together in order to achieve the collective engagement of the United Nations system through a common plan. Of the 28

⁴⁴ The United Nations Office for Disaster Risk Reduction indicated that the new results framework guidance and reporting template, adopted in early 2019, includes a reference to the Addis Ababa Action Agenda in result 1.2.

questionnaires sent to the participating organizations, an explicit engagement with the different commitments of the United Nations Plan of Action was shown, at most, by 12 organizations (for commitment 1).

Figure II.a

Number of participating organizations contributing to the Sendai Framework by priorities and targets

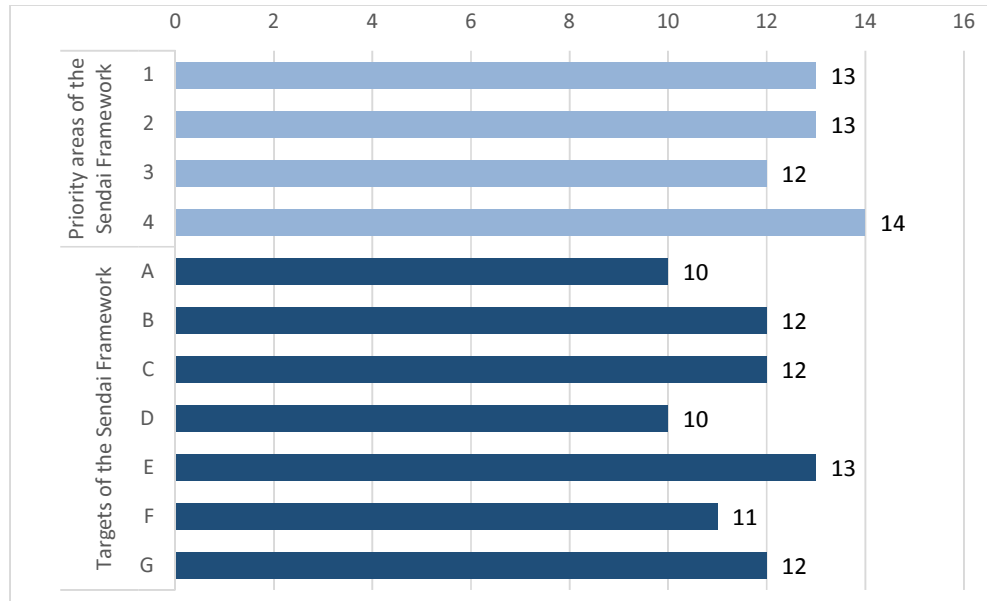
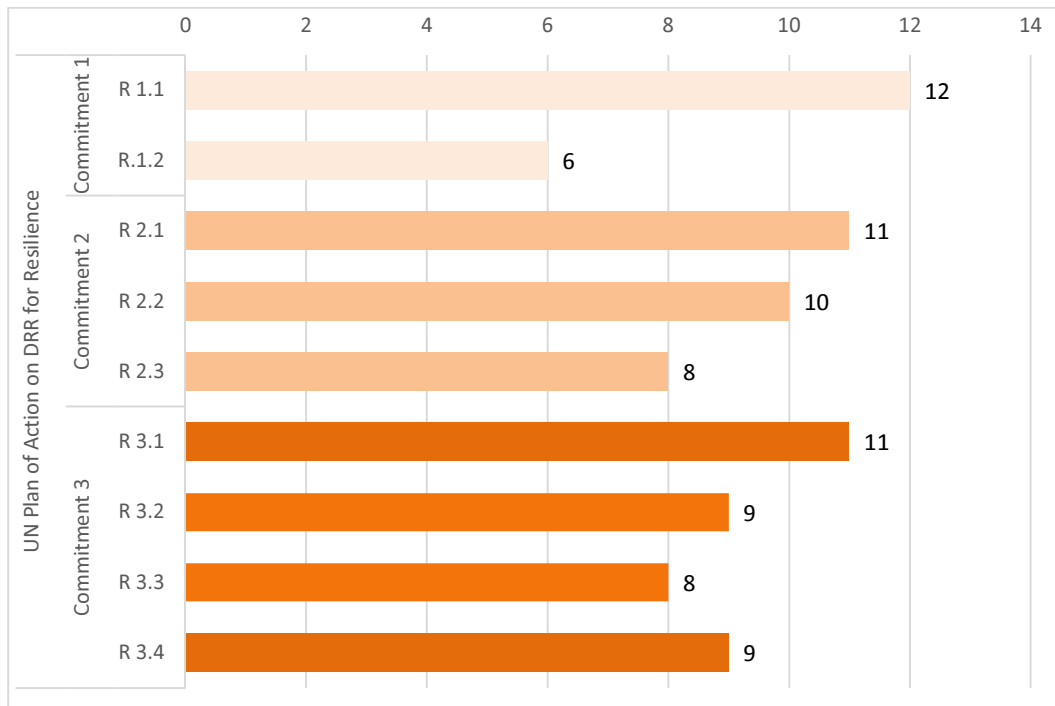


Figure II.b

Number of participating organizations contributing to the United Nations Plan of Action by commitment and result



Source: JIU compilation based on responses to the questionnaire from the following entities: United Nations Secretariat, FAO, ILO, ITU, UNDP, UNEP, UNESCO, UNHCR, UNICEF, UN-Women, UPU WFP, WHO and WMO (2019).

66. The responsibility of the United Nations system organizations to contribute to the implementation of the Sendai Framework is clearly indicated in paragraph 48 (b) of resolution 69/283:

The entities of the United Nations system, including the funds and programmes and the specialized agencies, through the United Nations Plan of Action on Disaster Risk Reduction for Resilience, United Nations Development Assistance Frameworks and country programmes, to promote the optimum use of resources and to support developing countries, at their request, in the implementation of the present Framework, in coordination with other relevant frameworks, such as the International Health Regulations (2005), including through the development and the strengthening of capacities and clear and focused programmes that support the priorities of States in a balanced, well-coordinated and sustainable manner, within their respective mandates.

67. The present review reveals the uneven level of engagement to achieve the collective goal of integrating disaster risk reduction in the United Nations system. Organizations could engage more in meeting the commitments made through their participation in the United Nations Plan of Action. It appears that the area related to priority 3 of the Sendai Framework (investing in disaster risk reduction for resilience) could be paid more attention; additional resources for this priority would be instrumental in fostering implementation of the Sendai Framework, contributing to less damages and losses through enhanced preparedness and resilience in the countries. **The Inspector agrees that increased access to resources to address disaster risk reduction, as suggested by UNDP, in delivering coordinated activities by the United Nations system, would facilitate increased delivery of work in this area.**

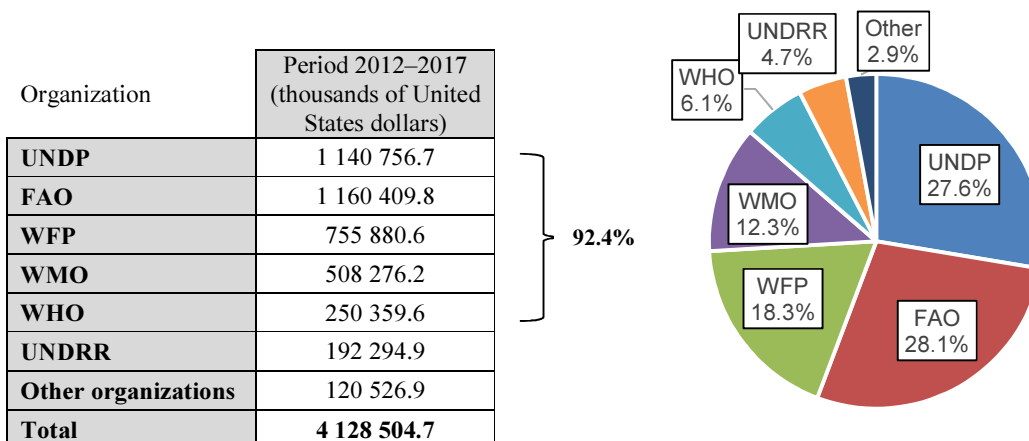
68. Based on the responses to the questionnaire, the consolidated data are represented below. Table 1.a provides an overview of the responses received, representing a total of \$4.12 billion for the period 2012–2017, and table 1.b presents the data of the United Nations Office for Disaster Risk Reduction and another five organizations, which represent 92.4 per cent of the self-reported data for the period. UNDP, FAO, WFP, WMO and WHO together reported a total of approximately \$3.8 billion.⁴⁵ They have consistently integrated a risk-informed approach into their work and set up the frameworks and indicators to enable tracking and reporting on their activities.

Table 1.a – Overview of United Nations system resources dedicated to disaster risk reduction, 2012–2017 (Thousands of United States dollars)

Organizations	2012–2013		2014–2015		2016–2017		Total period (2012–2017)	
	Resources	Percentage of the biennium budget	Resources	Percentage of the biennium budget	Resources	Percentage of the biennium budget	Resources	Percentage for the period
UNDRR	65 432.4	6.0	66 657.5	5.7	60 205.1	3.2	192 294.9	4.7
Regional commissions	10 930.6	1.0	14 256.6	1.2	13 672.6	0.7	38 859.9	0.9
Secretariat (other departments)	6 302.5	0.6	9 049.8	0.8	12 007.7	0.6	27 360.0	0.7
UNDP	153 895.6	14.2	508 386.4	43.5	478 474.6	25.6	1 140 756.7	27.6
UNEP	1 371.7	0.1	1 004.6	0.1	1 522.9	0.1	3 899.2	0.1
UNHCR	1 540.4	0.1	1 540.4	0.1	1 690.4	0.1	4 771.1	0.1
UN-Women	4 245.6	0.4	30 598.7	2.6	2 178.0	0.1	37 022.4	0.9
WFP	230 351.2	21.2	251 018.2	21.5	274 511.2	14.7	755 880.6	18.3
FAO	410 695.0	37.8	141 147.8	12.1	608 567.1	32.5	1 160 409.8	28.1
ITU	3 213.1	0.3	1 110.0	0.1	1 636.0	0.1	5 959.1	0.1
UPU	725.0	0.1	861.3	0.1	1 069.0	0.1	2 655.3	0.1
WHO	0.0	0.0	0.0	0.0	250 359.6	13.4	250 359.6	6.1
WMO	198 461.3	18.3	143 618.4	12.3	166 196.5	8.9	508 276.2	12.3
Total	1 087 164.4	100	1 169 249.6	100	1 872 090.9	100	4 128 504.9	100

Source: JIU elaboration based on the responses to the questionnaire (2019). For the biennium 2012–2013, UNDP data cover only 2013 (no data was provided for 2012).

⁴⁵ See annex IV for detailed data reported by UNDP, FAO, WFP, WHO and WMO.

Table 1.b and graph 1.b**Sample share of self-reported contributions on disaster risk reduction for the period 2012–2017**

Source: JIU elaboration based on the responses to the questionnaire (2019). Other participating organizations include the regional commissions, UNEP, the Office of the United Nations High Commissioner for Refugees (UNHCR), UN-Women, the International Telecommunication Union (ITU) and the Universal Postal Union (UPU).

69. As mentioned earlier, the disaster risk reduction-related resources reported in the review for the period 2012–2017 represent the consolidated system-wide data collected through the questionnaire. Given that some highly decentralized organizations did not provide data on resources, the above figure is considered to be an underestimate of the real amount dedicated to disaster risk reduction, in particular for those actions that happen as a result of linkages with other mandates. It is also important to note that resources from organizations that address disaster risk reduction as a cross-cutting issue within the humanitarian and development areas are not represented in the table above.

70. This is the case, for example, of UNICEF and its contribution to disaster risk reduction through safely built schools and water points, as well as adapted health and nutrition services in risk-prone contexts, which also represent a significant contribution and investment in sustainable development. Sector-programming operational activities where disaster risk reduction is embedded represent investments that should be quantified to provide a better estimate of the real efforts made in addressing disaster risk reduction through the work of the United Nations system. It is also the case for WHO, which is significantly involved in addressing, among other things, disease prevention in risk areas, dedicating more than \$1 billion to technical assistance to enhance surveillance and raise immunization rates to stop the transmission of polio in affected and at-risk areas. When it gave details of the resources dedicated to disaster risk reduction for the biennium 2016–2017, it did not include any of the \$142 million it spent on implementing and monitoring the global vaccine action plan, which aims to strengthen service delivery and immunization monitoring in order to achieve the goals of the Decade of Vaccines, nor the \$1 billion mentioned above.

71. Some organizations have established good practices in implementing, monitoring and reporting on their disaster risk reduction activities, which are defined as primary goals, thus allowing for specific reporting on this area. They comply with the requirements set up in the results framework of the United Nations Plan of Action, which provides guidance on monitoring and reporting on its implementation. This guidance was prepared by the focal points' group on disaster risk reduction for resilience, and approved by the Special Representative of the Secretary-General for disaster risk reduction and the Senior Leadership Group, as the accountability framework to be used by United Nations agencies to report progress in implementing disaster

risk reduction.⁴⁶ It will provide a monitoring tool for those organizations that have not yet adopted a reporting framework to track progress on disaster risk reduction and should also be taken into account by those organizations that already have such frameworks in any future updates.

72. The Inspector is of the view that the organizations of the United Nations system should consolidate the linkages between reporting frameworks so that progress made on cross-cutting issues, such as disaster risk reduction, could be better assessed, including the level of resources, types of activities and geographical distribution.

B. Role of the United Nations Office for Disaster Risk Reduction: focal point entity for disaster risk reduction in the United Nations system

73. The United Nations Office for Disaster Risk Reduction was established in 1999 to facilitate the implementation of the International Strategy for Disaster Reduction. It was mandated to serve as the focal point in the United Nations system for the coordination of disaster reduction and to ensure synergies among the disaster reduction activities of the United Nations system and regional organizations and activities in socioeconomic and humanitarian fields (General Assembly resolution 56/195, para. 6).⁴⁷ The Sendai Framework defines the role of the United Nations Office for Disaster Risk Reduction as follows:

The United Nations Office for Disaster Risk Reduction, in particular, to support the implementation, follow-up and review of the present Framework by: preparing periodic reviews on progress, in particular for the Global Platform for Disaster Risk Reduction, and, as appropriate, in a timely manner, along with the follow-up process at the United Nations, supporting the development of coherent global and regional follow-up and indicators, and in coordination, as appropriate (General Assembly resolution 69/283, para. 48 (c)).

74. The present report should not be considered as a review of the management and administration of the United Nations Office for Disaster Risk Reduction; it addresses its coordinating role as the focal point on the subject only to the extent that it is instrumental in providing a complete analysis of the status of coordination for an effective contribution of the United Nations system entities in implementing the Sendai Framework and its Plan of Action. In 2018, the Office of Internal Oversight Services prepared an audit of the United Nations Office for Disaster Risk Reduction with the objective of assessing whether the Office's governance, risk management and control processes were efficient and effective to achieve its strategic objectives. The audit covered: (a) coordination of the implementation of the Sendai Framework with United Nations organizations and external stakeholders; (b) programme planning, implementation and monitoring; and (c) management of the Office's resources, including financial and human resources. To avoid duplication and overlap in presenting the work of different oversight bodies, the present report will not cover the Office's internal management and administrative issues, which are comprehensively covered in the above-mentioned audit report. However, the present report will refer to the Office's role as focal point for disaster risk reduction as part of an analysis of the coordination within the United Nations system. The Office's management accepted all the recommendations made in the above-mentioned audit, which will be implemented by September 2019.

75. The Office has put in place adequate mechanisms to interact with Member States in collecting data and providing guidance and support for capacity-building to strengthen institutional governance around the issues of disaster risk reduction. The launch of the Sendai Framework Monitor⁴⁸ in 2018 and related guidance facilitates the strengthening of data collection on progress made on national strategies and reaching target E

⁴⁶ The updated revision of the results framework was presented at the forthcoming Global Platform for Disaster Risk Reduction, in Geneva, in May 2019.

⁴⁷ United Nations Office for Disaster Risk Reduction, *Disaster Risk Reduction in the United Nations – Roles, Mandates and Results of Key UN Entities* (Geneva, 2013).

⁴⁸ See <https://sendaimonitor.unisdr.org>

by 2020. The development and implementation of the Sendai Framework Monitor is being supported by FAO and WHO for agriculture and health respectively.⁴⁹ The role of the regional platforms has been instrumental in exchanging knowledge and building networks among countries of the same region. Recently, African countries and Arab States came together to participate in the Africa-Arab Platform on Disaster Risk Reduction in Tunis, organized in cooperation with the African Union Commission, the League of Arab States and the United Nations Office for Disaster Risk Reduction in October 2018. The event resulted in a joint declaration, the Tunis Declaration, emphasizing synergies and common goals for the two regions and the means of cooperation between them.⁵⁰ In the same manner, the Regional Office for the Americas and the Caribbean of the United Nations Office for Disaster Risk Reduction organized, together with the Government of Colombia, the Sixth Regional Platform for Disaster Risk Reduction, to engage in the Regional Action Plan for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in the Americas. Governments and stakeholders also committed to enhancing the implementation of disaster risk reduction strategies during the 2018 European Forum on Disaster Risk Reduction, held in Rome, as well as the 2018 Asian Ministerial Conference on Disaster Risk Reduction, held in Ulaanbaatar. The Ulaanbaatar Declaration (para. 14), for example, commits Governments to “support systematic inclusion of engagement and partnership with children and youth, in all phases of disaster risk reduction through sharing of information and involvement in decision-making processes at all levels”.⁵¹

76. As the focal point on disaster risk reduction, the United Nations Office for Disaster Risk Reduction facilitates coordination with the rest of the United Nations system entities to ensure that there is coherent and effective progress in the work of the United Nations system on this matter. The Inspector was informed about the existing coordination mechanisms in place, such as the Senior Leadership Group on Disaster Risk Reduction for Resilience. The Group is chaired by the Special Representative of the Secretary-General for disaster risk reduction, who convenes a meeting in person at least once a year with the members, at the level of Assistant Secretary-General. The terms of reference of this high-level Group include the following:⁵²

- (a) Oversee the strategic and policy aspects of the operationalization of the United Nations Plan of Action disaster risk reduction for resilience;
- (b) Identify and address challenges, gaps and issues related to its implementation;
- (c) Address issues related to United Nations system-wide policies and programmes on disaster risk reduction;
- (d) Promote coherence on disaster risk reduction within intergovernmental processes, key United Nations inter-agency mechanisms and the United Nations development system;
- (e) Communicate consistent messages at global, regional and country levels to encourage coherence between policy and practice regarding disaster risk reduction, including attention to gender-sensitive and inclusive approaches;
- (f) Advocate for financing and upscaling of disaster risk reduction-related programming throughout the United Nations system.

77. The role of the Senior Leadership Group could be strengthened as a more effective inter-agency group to ensure the integration of disaster risk reduction across the United Nations system, guaranteeing that existing linkages between disaster risk reduction, humanitarian action, climate change, disease prevention and

⁴⁹ See annex I, targets of the Sendai Framework.

⁵⁰ Tunis Declaration on accelerating the implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 and the Africa Regional Strategy for Disaster Risk Reduction. Available at www.preventionweb.net/files/57759_finaladopteddrafttunisdeclaration13.pdf.

⁵¹ See www.unisdr.org/files/56219_ulaanbaatardeclarationfinal.pdf.

⁵² The terms of reference for the Senior Leadership Group and the focal points’ group were shared with the team by the United Nations Office for Disaster Risk Reduction.

resilience-building are addressed jointly in the context of sustainable development. **To this end, the Inspector believes that the United Nations system could benefit from strengthening the role of the Senior Leadership Group to ensure greater coherence in supporting resilience-building through the coordinated work of the United Nations system organizations and more frequent interaction with CEB.**

78. The Senior Leadership Group is supported by the focal points' group, the terms of reference of which include the following:

- (a) Support the objectives of the Senior Leadership Group, contributing to the operationalization, progress, monitoring and high-level advocacy of the United Nations Plan of Action;
- (b) Advocate for and ensure integration of risk reduction within their respective organizations' strategic planning, monitoring and evaluation frameworks in order to enhance risk-sensitive sustainable development in their sectoral/thematic domains or areas of work.

79. The role of the focal points' group, meeting in person or through videoconferences convened and chaired by the United Nations Office for Disaster Risk Reduction, is critical in ensuring the full implementation and operationalization of the Plan of Action and to make use of the results-based analytical framework to monitor, measure and report on the progress achieved. **Based on the findings of the interviews held in field locations, the Inspector is of the view that better communication and outreach should be developed through the focal points' group to ensure that guidance at national level and in the country teams cascades down from the decisions taken during meetings of the Senior Leadership Group.**

80. The United Nations Office for Disaster Risk Reduction has ensured that disaster risk reduction is duly reflected in the new guidance on United Nations Sustainable Development Cooperation Frameworks, in which disaster risk reduction appears as one of the cross-cutting issues to be addressed in the common country assessments. UNDP is also one of the lead agencies supporting the country teams with the integration of disaster risk reduction in the above-mentioned process. Technical and advisory support is being provided to the country teams to strengthen internal capacities and develop tools and methodologies to address disaster risk reduction in national development strategies. The guidance on preparing the United Nations Sustainable Development Cooperation Frameworks indicates that common country assessments should make use of existing frameworks, such as post-disaster needs assessments⁵³ and the Inter-Agency Standing Committee's Index for Risk Management,⁵⁴ among others. Risk analysis carried out by international financing institutions and regional and/or national development banks should also be used in defining and implementing disaster risk reduction work under the United Nations Sustainable Development Cooperation Frameworks. The work of the United Nations Office for Disaster Risk Reduction with national stakeholders often relies on its collaboration with other organizations present in the field, such as the United Nations funds and programmes or specialized agencies (e.g. FAO, UNDP, UNICEF, WFP and WHO), given that the Office has only regional or subregional offices, but no national presence.⁵⁵ The country teams should support their national counterparts in fostering a better understanding of risks and identifying ways to reduce such risks through the implementation of national and local disaster risk reduction strategies.

81. The role of the United Nations Office for Disaster Risk Reduction, by virtue of the mandate given to it by the Sendai Framework and the related United Nations Plan of Action, has expanded owing to an increase in the demand for deliverables with no concomitant increase in resources. In its resolution 73/231 (para. 39), the General Assembly acknowledges:

⁵³ See www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/pdna.html.

⁵⁴ See www.inform-index.org.

⁵⁵ The United Nations common guidance on helping to build resilient societies is under development.

the importance of the work of the agencies, funds and programmes of the United Nations system and other relevant institutions in disaster risk reduction, the substantial increase in demands on the United Nations Office for Disaster Risk Reduction and the need for timely, stable, adequate and predictable resources necessary for supporting the implementation of the Sendai Framework, and in this regard encourages Member States to consider providing or augmenting voluntary contributions to the United Nations Office for Disaster Risk Reduction.

82. The financial resources of the Office decreased by 8 per cent between the 2012–2013 and 2016–2017 bienniums (see table 2 below).⁵⁶

Table 2
United Nations Office for Disaster Risk Reduction resources by biennium (2012–2017)
(United States dollars)

	2012–2013	2014–2015	2016–2017	Total 2012–2017
Normative activities: data collection, monitoring and reporting	46 412 013	47 138 189	41 011 167	134 561 369
Operational activities to support countries	19 020 342	19 519 269	19 193 936	57 733 547
Total	65 432 355	66 657 458	60 205 103	192 294 916

Source: Data provided by the United Nations Office for Disaster Risk Reduction, January 2019.

83. Considering the entire period 2012–2017, the resources of the United Nations Office for Disaster Risk Reduction have decreased by 8 per cent, while the expectations placed upon it after the adoption of the Sendai Framework are higher and require more work by its secretariat to assist countries in achieving the targets of the Framework. **In accordance with General Assembly resolution 73/231, the Inspector encourages the use of the trust fund for disaster reduction, through voluntary funding, including unearmarked and, where possible, multi-annual contributions, to increase the predictability of the resources available to strengthen the implementation of the Sendai Framework.**

84. The Trust Fund was created to support the funding of the secretariat of the United Nations Office for Disaster Risk Reduction, which is mostly financed through voluntary contributions. Organizations of the United Nations system that significantly contribute to disaster risk reduction through their risk-informed approaches to sustainable development (e.g. UNDP) could benefit from access to dedicated resources for such organizations in the context of the ongoing reform of the United Nations development system, thus implementing activities and enhancing coherence and synergies in inter-agency coordinated work on disaster risk reduction. **The Inspector believes that specific means of implementation for the achievement of Sustainable Development Goals should be designed for system-wide delivery on disaster risk reduction, either through partnerships, voluntary trust funds accessible to all organizations of the United Nations system or any other means available under Goal 17.**

⁵⁶ The increase in the 2014–2015 biennium was due to the organization of the Third United Nations World Conference on Disaster Risk Reduction, which was held in Sendai in March 2015.

C. Integration of disaster risk reduction in corporate strategic plans of United Nations system organizations

85. The work of the organizations is guided by their respective strategic plans, which in turn emanate from their core mandates and their alignment with the overarching global mandates of the United Nations system as a whole. Responses to the questionnaire, complemented by the desk review, showed that the United Nations Secretariat and 17 system organizations had incorporated the issue of disaster risk reduction in their corporate strategic plans.⁵⁷ The United Nations Secretariat and 15 system organizations have gone further by defining specific indicators to monitor progress on the issue.⁵⁸

86. While it is up to each organization to set up its own corporate strategic priorities based on its core mandate, the Inspector notes that the participating organizations are all members of CEB and as such the system-wide engagement in the United Nations Plan of Action requires the coordinated action of all its members, to the extent that their mandates are related to the issue at stake. The organizations should increase their awareness of the potential linkages between their core mandates and disaster risk reduction, so that their contributions can be realized through a win-win approach. During the preparation of the review, the Inspector noted the responses of some organizations that considered that their mandates were not related to disaster risk reduction and therefore the issue was not integrated in their corporate plans. However, some of those organizations participated in the preparation of the Sendai Framework and even organized side events, such as the World Tourism Organization (UNWTO).⁵⁹ It is worth noting that the Sendai Framework refers (para. 30 (q)) to the tourism industry and disaster risk reduction as follows: “to promote and integrate disaster risk management approaches throughout the tourism industry, given the often heavy reliance on tourism as a key economic driver”.

87. **The Inspector understands that disaster risk reduction may not be a core priority in all the mandates of the United Nations system organizations, however, greater effort should be made to identify linkages between such mandates and their potential co-benefits in contributing to disaster risk reduction, taking into account the existing synergies, when appropriate.** This would allow those organizations not having done so yet, to include the issue in their strategic plans and/or programmes of work, contributing to the integration of disaster risk reduction in better coordinated and coherent work in the United Nations system, in line with the Plan of Action. Attention should be paid so that no double accounting takes place when reporting co-benefits on disaster risk reduction, so that the overall progress of the United Nations system towards achieving the Sustainable Development Goals is not overestimated. In this regard, the United Nations Office for Disaster Risk Reduction has created a mapping to relate reporting on the Sustainable Development Goals and the Sendai Framework, which is instrumental in ensuring adequate tracking of both mandates regarding disaster risk reduction and the 2030 Agenda.

88. The integration of disaster risk reduction in one or more goals of the organizations’ strategic plans is a precondition for establishing reliable frameworks to report on the progress made on this subject. When complemented by concrete indicators, they also allow for systematic tracking of activities, facilitating better monitoring, reporting and evaluation of the impact of such activities.

⁵⁷ The International Maritime Organization (IMO), UNWTO and the World Intellectual Property Organization (WIPO) indicated in their responses that their work did not address disaster risk reduction.

⁵⁸ For more detailed information, see annex III.

⁵⁹ UNWTO supported the adoption of the Sendai Framework and organized an official working session at the Third United Nations World Conference on Disaster Risk Reduction, “Towards a resilient tourism sector”.

89. The United Nations Plan of Action engages its member organizations through three commitments; commitment 3 states that disaster risk reduction remains a strategic priority for organizations of the United Nations system and the expected result (3.1) is that such organizations incorporate disaster risk reduction as part of their corporate policy and programming. Based on the responses to the questionnaire, the following organizations have included disaster risk reduction in their corporate strategic plans (table 3).

Table 3 - Integration of disaster risk reduction in corporate strategic plans: summary of responses

Organization	Disaster risk reduction in corporate strategic planning	Disaster risk reduction in programme of work	Inclusion of strategic goals related to disaster risk reduction	Development of indicators to monitor progress
UNDP	Yes	Yes	Yes	Yes
UNFPA	Yes	Yes	Yes	Yes
ITC	No	Yes	No	No
ITU	Yes	Yes	Yes	Yes
ILO	Yes	Yes	Yes	Yes
UN-Women	Yes	Yes	Yes	Yes
UNEP	Yes	Yes	Yes	Yes
UNESCO	Yes	Yes	Yes	Yes
UN-Habitat	Yes	Yes	Yes	Yes
UNHCR	Yes	Yes	Yes	Yes
WFP	Yes	Yes	Yes	Yes
UNICEF	Yes	Yes	Yes	Yes
FAO	Yes	Yes	Yes	Yes
ICAO	Yes	No	Yes	Yes
UNOPS	Yes	No	No	No
UNWTO	No	No	No	No
UPU	Yes	Yes	No	No
WHO	Yes	Yes	Yes	Yes
WIPO	No	No	No	No
WMO	Yes	Yes	Yes	Yes
Secretariat entities				
UNDRR	Yes	Yes	Yes	Yes
OCHA	Yes	Yes	Yes	Yes
DESA	No	Yes	No	Yes
DFS	No	Yes	No	No
OSAA	No	No	No	No
UNOOSA	Yes	Yes	No	Yes
ECA	No	Yes	Yes	Yes
ECE	Yes	Yes	Yes	Yes
ECLAC	No	Yes	No	No
ESCAP	Yes	Yes	Yes	Yes
ESCWA	Yes	Yes	Yes	Yes
UNITAR	No	Yes	Yes	Yes
UNU	No	No	Yes	Yes
UNCCD	No	Yes	Yes	Yes
UNFCCC	No	Yes	No	No

Source: JIU elaboration based on the responses to the questionnaire (2019). As regards corporate documents, further details can be found in annex III.

90. The United Nations Secretariat and 17 system organizations have integrated disaster risk reduction in their strategic corporate plans. The extent to which it has cascaded down through programmes of works, goals and indicators, in line with results-based management practices, varies across the board. The funds, programmes and specialized agencies such as FAO, UNDP, UNICEF, WFP, WHO and WMO are examples of good practices, having developed accountability frameworks that enable them to track and monitor the activities and resources dedicated to disaster risk reduction.⁶⁰ **The Inspector is of the view that these good practices should be followed by all organizations of the system whose mandates are related to sustainable development.**

91. In order to increase accountability, through a systematic integration and reporting of disaster risk reduction in the work of the United Nations system, the Inspector recommends the following:

Recommendation 1

The governing bodies of the organizations of the United Nations system should request the secretariats of their organizations to present a map of interlinkages between the core mandate of their organizations and disaster risk reduction and report on the progress made on disaster risk reduction accordingly, using the specific guidance provided by the “Results Framework of the United Nations Plan of Action on Disaster Risk Reduction for Resilience – guidance for monitoring and reporting on the progress of the implementation of the United Nations Plan for Action on disaster risk reduction”.

D. Overview of resources dedicated to disaster risk reduction

92. The participating organizations were asked to supply data on the resources dedicated to disaster risk reduction during the three bienniums covering the period 2012–2017, so as to consolidate a system-wide data report on the allocation of resources. As indicated in the section on methodological constraints, in the introduction, the consolidated data presented here provide an underestimate of the actual figures due to:

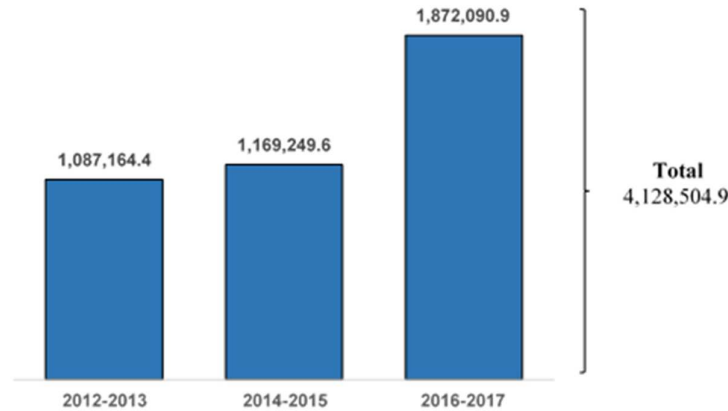
- (a) Decentralized monitoring at country level: some organizations do not track and report consolidated data on specific disaster risk reduction work, since it is delivered as part of other broader areas and reported under development, humanitarian or health activities, among others;
- (b) Incomplete reporting: some organizations reported on disaster risk reduction-related projects and activities, without the corresponding resources allocation data, while other organizations did not respond to the question;
- (c) Activities that do not have disaster risk reduction as the primary goal are not reported as such, as is often the case in activities aiming at combating climate change, which is closely related to disaster risk reduction.

93. Activities of a cross-cutting nature, such as reducing deforestation or ecosystem-based disaster risk reduction,⁶¹ contribute to disaster risk reduction but are reported through other frameworks. In spite of these limitations, the data provide the basis for some significant trends to be identified. Figure III below summarizes the resources dedicated to disaster risk reduction by the United Nations system entities that responded to the questionnaire for the period 2012–2017. They amounted to nearly \$4.1 billion, with an increase of 72 per cent between 2012 and 2017.

⁶⁰ For further details on the level of integration of disaster risk reduction in corporate strategic plans and subsequent levels, see annex III.

⁶¹ See <http://pedrr.org>.

Figure III
Reported resources of the United Nations system entities dedicated to disaster risk reduction
(2012–2017)
 (Thousands of United States dollars)



Source: JIU elaboration based on information from participating organizations (2019).⁶²

94. Figure IV below presents the resources over the same period by source of funding – core budget versus voluntary contributions – and category of activities: (a) normative; (b) operational; and (c) data collection and monitoring. It reflects the prevalence of operational activities as the focus of resource allocation. They more than doubled during the period, with an overwhelming share coming from voluntary contributions, corresponding to 84 per cent of the total amount for the period.

95. The data collected reveal that considerable resources are dedicated to disaster risk reduction across the system; however, there is no consistency across the board in using common reporting frameworks and indicators. The reported resources for the period 2012–2017 amount to approximately \$4.12 billion (see table 4 below). **The Inspector believes that this significant amount of resources should be reported consistently and their use agreed across the board to foster synergies and coherence.**

⁶² Financial figures were provided by only some of the organizations, and not always for the entire period. For all financial data provided in the report, unless otherwise specified, the data were provided as follows: the Secretariat (the Economic and Social Commission for Western Asia (ESCWA), ESCAP, United Nations Institute for Training and Research (UNITAR) and UNOOSA), FAO, ITU, UNDP, UNEP, UNHCR, UN-Women, UPU, WFP and WMO) for the entire period; UNDP for 2013–2017; the Economic Commission for Europe (ECE) and the United Nations University (UNU) for 2014–2017; and WHO for 2016–2017. Data provided in different currencies have been converted using the official United Nations rates on the different dates.

Figure IV
Resources dedicated to disaster risk reduction for the period 2012–2017 by type of activities and source of funding
 (Thousands of United States dollars)

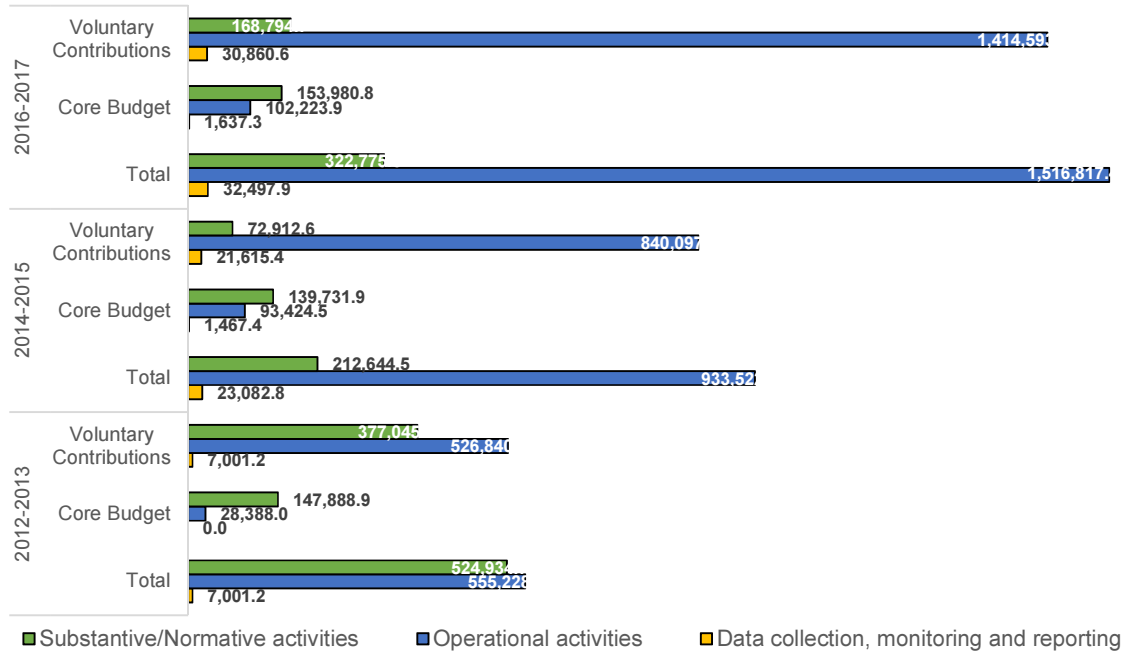


Table 4
Resources allocated to disaster risk reduction by United Nations system entities for the period 2012–2017
 (Thousands of United States dollars)

		Substantive/normative activities		Operational activities		Data collection, monitoring and reporting		Total	
		Resources	Percentage	Resources	Percentage	Resources	Percentage	Resources	Percentage by type of contribution
2012–2013	Total	524 934.7	48	555 228.5	51	7 001.2	1	1 087 164.4	100
	Core budget	147 888.9	28	28 388.0	16	0.0	0	176 276.9	16
	Voluntary contributions	377 045.7	41	526 840.5	58	7 001.2	1	910 887.5	84
2014–2015	Total	212 644.5	18	933 522.3	80	23 082.8	2	1 169 249.6	100
	Core budget	139 731.9	60	93 424.5	40	1 467.4	1	234 623.8	20
	Voluntary contributions	72 912.6	8	840 097.8	90	21 615.4	2	934 625.8	80
2016–2017	Total	322 775.5	17	1 516 817.4	81	32 497.9	2	1 872 090.9	100
	Core budget	153 980.8	60	102 223.9	40	1 637.3	1	257 842.1	14
	Voluntary contributions	168 794.7	10	1 414 593.5	88	30 860.6	2	1 614 248.8	86
Total Period (2012–2017)	Total	1 060 354.7	26	3 005 568.2	73	62 582.0	2	4 128 504.9	100
	Core budget	441 601.6	66	224 036.4	34	3 104.7	0	668 742.8	16
	Voluntary contributions	618 753.1	18	2 781 531.8	80	59 477.2	2	3 459 762.1	84

Source for figure IV and table 4: JIU elaboration based on the responses to the questionnaire (2019).

96. The engagement of the United Nations system in supporting progress in the implementation of the Sendai Framework, reflected in the United Nations Plan of Action, is defined through the commitments and results of the risk-informed approach to implementing the 2030 Agenda, in particular through addressing disaster risk reduction. As part of commitment 3, which calls for disaster risk reduction to remain a strategic priority for the United Nations organizations, organizations are requested to elevate disaster risk reduction integration in their work and, in particular, through result 3.2, to allocate resources to increase the level of commitment to disaster risk reduction for resilience to support implementation of the Sendai Framework.

97. The data on resources allocated to disaster risk reduction for the period 2012–2017 confirm that the United Nations system integrates disaster risk reduction into its work, with 73 per cent going to operational resources and the rest essentially to normative activities. The resources dedicated to data collection and monitoring are almost insignificant (2 per cent).⁶³ However, there is no coordinated planning of geographical and thematic activities for the United Nations system as a whole to concentrate its efforts. The lack of ex ante coordination in planning activities undermines the greater potential impact of the work of the United Nations system, since there is no strategy to avoid duplication or gaps in implementing work on disaster risk reduction in the countries. Furthermore, given that 84 per cent of contributions are voluntary in nature (for the period under review, 2012–2017), they are inherently unpredictable. In order to strengthen the planning of disaster risk reduction work by the United Nations system, a greater share of core contributions, reducing the reliance on voluntary contributions, would enable better planning and coordination in allocating resources to increase resilience and preparedness for disasters.

98. The successive resolutions of the General Assembly in this regard call for more efforts to be made in funding work on disaster risk reduction, either by the organizations of the United Nations system or national authorities, in accordance with paragraph 40 of resolution 73/231. **In the view of the Inspector, the return on investment of resources allocated to disaster risk reduction by organizations of the United Nations system would be higher if such resources were coordinated and planned ex ante to finance work on cross-cutting issues to be addressed as one by the United Nations system. The increase in coherence as a result of greater coordination would have a leveraging impact through a more effective and efficient use of United Nations system resources, which are currently allocated on the basis of separate decisions by each different entity according to its own mandate.**

99. During his visits to multi-country and country offices of the United Nations system, the Inspector observed the important role of the resident coordinator in liaising with national representatives, such as those of the national authorities on disaster management, and coordinating the work of the United Nations entities to contribute to disaster risk reduction. The Inspector also notes the recent resolution on operational activities for the development of the United Nations system and the call to secure the necessary funding for the development system to be fully operational, emphasizing the need for adequate and predictable funding of the reinvigorated resident coordinator system, encouraging voluntary contributions thereto.⁶⁴

100. The role of the humanitarian and resident coordinators in the field, regarding the coordination of work related to disaster risk reduction, is instrumental in promoting synergies and effectiveness in delivering the work of the United Nations system. As such, the pace of reform of the United Nations development system, with its updated definition of the roles and functioning of the resident coordinator system, is critical to avoid slowing down the pace of implementation of the 2030 Agenda in the field and closely related global mandates, such as the Sendai Framework. **The Inspector concurs with the need to support the reinvigorated resident**

⁶³ Data compiled from an analysis of the responses to the questionnaire.

⁶⁴ General Assembly resolution 73/248, paras. 3–4.

coordinator system through funding, as called for by the General Assembly in its resolution 73/248, for disaster risk reduction to be adequately addressed in order to deliver risk-informed sustainable development strategies through system-wide coordination of the work of the United Nations. The Senior Leadership Group should have a role in strengthening coordination on this subject in close cooperation with the resident coordinator system.

IV. Work in the field

A. Introduction

101. Ultimately, disasters affect countries and people all over the world, no matter where they are. Although some regions and groups are more exposed than others, the need to build more resilient societies and infrastructure is a common sustainable development goal. The different mandates across the United Nations system cover both normative and operational activities. The former contribute to setting up regulatory frameworks and providing guidance on institutional governance and coordination to address tangible issues. The latter operate closer to the stakeholders, in the countries, in contributing to strengthening their resilience. During the visits to field locations, the team met not only with representatives of the United Nations system entities present in the countries, but also with regional, subregional or national stakeholders in accordance with the scope of the review. The purpose was to collect information on the work of the organizations in providing adequate support to the countries on disaster risk reduction, and from the recipients at the national level to identify good practices, as well as areas for improvement.

102. The team visited the following countries: Barbados, Ethiopia, Thailand and Viet Nam. While the sample is not representative – due to resource constraints – the findings and trends identified during the visits have been complemented by an analysis of questionnaires, research and interviews, taking into account all the participating organizations and their experience in integrating disaster risk reduction in their work. The selection was based on different models of United Nations presence: regional, subregional and country level. Views were collected from the organizations and from their partners in implementing disaster risk reduction work, including regional and national stakeholders.

103. The work of the United Nations system in the countries is delivered through different means, including capacity-building, advisory services and needs assessments to identify the key priorities of the countries to increase resilience. In delivering their work, the organizations also work closely with national and regional stakeholders to stay in line with their priorities, in order to ensure that national development plans and strategies reflect the scope of the Sendai Framework, that is by encompassing biological, natural and technological hazards and not just natural hazards.

104. Bearing in mind that the regions face different types of disasters, activities differ in order to address the specificity of each region or country, based on their diverse risk profiles. However, in all locations, the United Nations entities face essentially the same type of challenges in delivering their work, by:

- (a) Respecting regional and national priorities;
- (b) Strengthening cooperation to avoid inter-agency competition for resources;
- (c) Increasing coherence and coordination in engaging with other stakeholders;
- (d) Improving existing reporting lines and dual mechanisms (single organization versus United Nations system).

105. The regions present different risk profiles and different needs in order to progress towards disaster risk reduction. The following sections present the findings of the field visits, addressing the cooperation among United Nations agencies as well as with regional and national stakeholders⁶⁵ and contributing to an assessment

⁶⁵ Field visits covered Africa, Asia and the Caribbean. The information for other United Nations regions has been gathered through surveys, interviews and desk research.

of the engagement of the United Nations in integrating disaster risk reduction in its support to the regions and countries in this regard.

B. Asia and the Pacific

106. In Bangkok, the Inspector met with officials from the Economic and Social Commission for Asia and the Pacific (ESCAP) and other United Nations system entities, as well as national authorities, to learn about the support for disaster risk reduction.

Economic and Social Commission for Asia and the Pacific

107. ESCAP addresses disaster risk reduction in accordance with the Bangkok Declaration on Regional Economic Cooperation and Integration in Asia and the Pacific, with a focus on four areas: (a) moving towards the formation of an integrated market; (b) developing seamless connectivity across the region in the areas of transport, energy and information and communications technology; (c) enhancing financial cooperation; and (d) increasing economic and technical cooperation to address shared vulnerabilities and disaster risks. Through its Committee on Disaster Risk Reduction, ESCAP has launched the Asia-Pacific Disaster Resilience Network to address the knowledge and capacity gaps in enhancing policy coherence. Its activities contribute to achieving the goals of the strategic framework of ESCAP, under subprogramme 5 on information and communications technology and disaster risk reduction and management, with the following expected accomplishments: (a) strengthened regional mechanisms to effectively address shared challenges and opportunities in disaster risk reduction and management for resilient and sustainable development; (b) enhanced evidence-based policies on disaster risk reduction and management for resilient and sustainable development, including gender perspectives; and (c) strengthened capacity of the Member States to use disaster risk reduction and management for resilient and sustainable development.

108. The programme of work of ESCAP also includes a dedicated subprogramme on disaster risk reduction under the Information and Communications Technology and Disaster Risk Reduction Division,⁶⁶ supported by the Committee on Disaster Risk Reduction, which addresses the following issues:

- (a) Policy options and strategies on multi-hazard disaster risk reduction and mitigation;
- (b) Regional cooperation mechanisms for disaster risk management, including space and other technical support systems;
- (c) Multi-hazard assessment, preparedness, early warning and response to disaster risks.

109. In 2017, the Member States adopted the regional road map for implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific.⁶⁷ It identifies disaster risk reduction and resilience as one of the priority areas for regional cooperation. Progress on delivering on the road map is reported formally to the Commission, the highest legislative body of ESCAP.⁶⁸ The intergovernmental, normative work on disaster risk reduction responds to the requests made by the Commission in its resolutions 71/11, 73/7 and 73/9.⁶⁹ The Asian and Pacific Centre for the Development of Disaster Information Management,⁷⁰ a subsidiary body of

⁶⁶ See www.unescap.org/our-work/ict-disaster-risk-reduction.

⁶⁷ See ESCAP, “Regional road map for implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific” (Bangkok, 2017). Available at www.unescap.org/sites/default/files/publications/SDGs-Regional-Roadmap.pdf.

⁶⁸ See www.unescap.org/commission/about-the-commission.

⁶⁹ See www.unescap.org/commission/73/documents and www.unescap.org/commission/71/documents.

⁷⁰ The recommendations of the High-level Expert Consultation on Disaster Information Management, organized by the Centre in December 2018, refer to strengthening collaboration with other United Nations entities, such as the United Nations Office for Disaster Risk Reduction, UNESCO and WMO, among others, to foster implementation of the Sendai Framework. See https://apdim.unescap.org/docs/APDIM-programme_Recommendations_18-19_December_2018.pdf.

ESCAP,⁷¹ contributes to subprogramme 5 of the strategic framework. Between 2013 and 2018, the Commission adopted 10 resolutions on disaster risk reduction. The three most recent ones address the issue of: advancing disaster-related statistics (resolution 74/6); a regional road map for implementing the 2030 Agenda (resolution 73/9); and enhancing regional cooperation for the implementation of the Sendai Framework (resolution 73/7).

110. The collaboration between the United Nations entities in the region and the Association of Southeast Asian Nations (ASEAN) community is driven by the ASEAN-United Nations Joint Strategic Plan of Action on Disaster Management, to collaborate closely towards the achievement of the goals set by the ASEAN Agreement on Disaster Management and Emergency Response. The Thematic Working Group on Disaster Risk Reduction and Resilience under the Asia-Pacific Regional Coordination Mechanism is co-chaired by ESCAP, UNDP and the United Nations Office for Disaster Risk Reduction, with a focus on disaster risk reduction, El Niño preparedness, early warning and early action, and collaboration on disaster data and statistics, among others. The Group works in partnership with ASEAN to align the work and activities of the United Nations on jointly agreed priorities that support the implementation of the work programme for 2016–2020 of the ASEAN Agreement on Disaster Management and Emergency Response.⁷² It has recently been agreed that the same mechanism will also support the CADRI partnership in the region.

Integration of disaster risk reduction in the work of other United Nations system entities in Thailand

111. The risk of disasters for the entire region, including Thailand, is very high on the development agenda. It is a priority in the work of all United Nations entities in Bangkok promoting the development agenda. The organizations present in Bangkok cover all the different phases in the cycle of disaster risk reduction, from prevention to recovery, including emergency response. As such, it is an example of good practice in line with the paradigm of “building back better for next time”.⁷³

112. The work of the United Nations country team in Thailand is guided by the United Nations Partnership Framework for the period 2017–2021.⁷⁴ The Framework is aligned on the national development priorities set out in the National Economic and Social Development Plan 2017–2021 of Thailand, including disaster risk reduction.⁷⁵ Disaster risk reduction is addressed under the four outcomes of the Framework, in particular outcome strategy 3:

The UN will continue collaborating with the private sector to address a wide spectrum of issues, such as environmental pollution, climate change, business and human rights, green financing, decent work, sustainable consumption and production, health systems, education reform, **[disaster risk reduction] and resilience building, and humanitarian disasters**. UN agencies will provide direct

⁷¹ The Centre was established as a regional institution of ESCAP through the adoption of Commission resolution 71/11.

⁷² See <https://asean.org/asean-socio-cultural/asean-agreement-on-disaster-management-and-emergency-response-cop-to-aadmer/aadmer-work-programme>.

⁷³ See United Nations International Strategy for Disaster Reduction, Regional Office for Asia Pacific, *Building Back Better for Next Time* (Bangkok, 2010). Available at www.unisdr.org/files/14499_buildingbackbetterforthenexttime.pdf.

⁷⁴ See United Nations country team Thailand, “United Nations Partnership Framework 2017–2021” (Bangkok, 2017). Available at www.un.or.th/wp-content/uploads/2018/05/ENG-UNPAF-2017-2021.pdf. The participating agencies, funds and programmes include the following: FAO, the Joint United Nations Programme on HIV/AIDS (UNAIDS), ILO, IOM, ITU, the Office of the United Nations High Commissioner for Human Rights (OHCHR), UNDP, UNEP, UNESCO, UNFPA, UNHCR, UNICEF, the United Nations Human Settlements Programme (UN-Habitat), the United Nations Industrial Development Organization (UNIDO), the United Nations Office for Disaster Risk Reduction, the United Nations Office on Drugs and Crime (UNODC), United Nations Volunteers, UN-Women and WHO.

⁷⁵ Thailand, Office of the National Economic and Social Development Board, Office of the Prime Minister, *The Twelfth National Economic and Social Development Plan (2017–2021)* (Bangkok), p. 132. Available at www.nesdb.go.th/nesdb_en/ewt_w3c/ewt_dl_link.php?nid=4345.

advice and support to private sector enterprises in adopting and implementing more responsible, inclusive and sustainable business and investment practices.⁷⁶

113. In 2016, Thailand hosted the International Conference on the Implementation of the Health Aspects of the Sendai Framework for Disaster Risk Reduction 2015–2030, which led to the adoption of the Bangkok Principles for the implementation of the health aspects of the Sendai Framework for Disaster Risk Reduction 2015–2030,⁷⁷ addressing the linkages between health and disaster risk reduction.

114. While the representatives of the Hydro and Agro Informatics Institute of the Ministry of Science and Technology acknowledged the existing cooperation with the United Nations system, they considered that there should be greater support from the United Nations Office for Disaster Risk Reduction to work together in sharing experiences and conveying good practices from other countries in the region for transboundary collaboration. At the same time, the United Nations Office for Disaster Risk Reduction could also share the experiences of Thailand and promote a knowledge exchange network, in the context of South-South collaboration, particularly among neighbouring countries sharing transboundary risks.

115. The cooperation between the United Nations and the Government of Thailand has led to a solid integration of the disaster risk reduction goals into the national development agenda. The country has set up institutional mechanisms to effectively implement the Sendai Framework, including the creation of national networks of focal points on disaster risk reduction to connect with local communities throughout the entire country, to consolidate awareness-raising and capacity-building and, ultimately, to build resilience and enhance the preparedness of the population to reduce the impact in the event of disasters, and to more effectively respond to emergencies. The creation of national networks of focal points on disaster risk reduction responds to the official request by the United Nations Office for Disaster Risk Reduction for all countries to nominate Sendai Framework focal points and provide relevant guidelines to them. Thailand has integrated the priority of disaster risk reduction through a clear definition of the terms of reference of national disaster risk reduction focal points in line ministries and the country's 76 provinces, to ensure progress in implementing the Sendai Framework (see box 3 below).⁷⁸

116. Collaboration between the United Nations Office for Disaster Risk Reduction and ESCAP on normative activities and statistics has strengthened the national capacity to report on the implementation of the Sendai Framework. With the design of indicators and the identification of data gaps and remedial measures, data has been improved in reporting on the implementation of the 2030 Agenda and the Sendai Framework.

Box 3

Thailand institutional set-up to integrate the disaster risk reduction strategy throughout the country

Terms of reference for focal points in line ministries

- (1) Advise the respective member of the National Committee on Disaster Management on matters related to disaster risk reduction;
- (2) Represent the ministry and participate actively in activities and meetings related to disaster risk reduction and facilitate the linkages towards the Sendai Framework and the National Disaster Risk Management Plan 2015;
- (3) Leverage and catalyse the mainstreaming of disaster risk reduction in the ministry's systems, including policies, plans, work programmes and activities;

⁷⁶ "United Nations Partnership Framework for Thailand (2017–2021)", p. 22.

⁷⁷ See <https://www.unisdr.org/archive/48213>.

⁷⁸ The terms of reference were provided by the Sendai Framework focal point of the Government of Thailand.

(4) Carry out ongoing consultations with concerned partners and stakeholders of the ministry at national, regional and local levels on work planning, implementation and related issues and develop recommendations for priorities of action, a road map and coordinated work plans (including suggestions for budget requirements) for supporting the implementation of the Sendai Framework and the National Disaster Risk Management Plan 2015;

(5) Develop a monitoring and reporting mechanism of intra- and inter-programme activities supporting the implementation of the disaster risk reduction workplan;

(6) Support the preparation of the national progress reports for the Sendai Framework, by coordinating in the ministry.

Terms of reference for provincial focal points

A disaster risk reduction Focal Point at provincial level, therefore, will be established in each of the 76 provinces, including Bangkok Metropolitan Administration (BMA), to perform the following Terms of Reference:

(1) Advise the Provincial/BMA Disaster Risk Management Committee on the development and implementation of the provincial/BMA disaster risk management action plan as it relates to the National Disaster Risk Management Plan and Sendai Framework;

(2) Coordinate or facilitate the coordination of disaster risk assessment, loss/damage data collection and sharing that information within the institutional system;

(3) Advocate for the development and implementation of district and municipal disaster risk management plans, including mobilization of support from the provincial Disaster Risk Management Committee and concerned authorities, including the private sector and civil society organizations;

(4) Advise the Provincial/BMA Development Board on the integration of disaster risk reduction into the provincial/BMA development plan, local as well as the Cluster Provincial Development Plan;

(5) Advocate for the linkage of disaster risk reduction, sustainable development and the response to climate change.

“One United Nations country team” in Viet Nam

117. The United Nations in Viet Nam and the Government of Viet Nam have signed a strategic plan for the period 2017–2021 defining the priorities for the country, with the involvement of the following United Nations organizations: FAO, IAEA, the International Labour Organization (ILO), the International Trade Centre (ITC), IOM, the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations Conference on Trade and Development (UNCTAD),⁷⁹ UNDP, UNEP, UNESCO, UNFPA, the United Nations Human Settlements Programme (UN-Habitat), UNICEF, the United Nations Industrial Development Organization (UNIDO), the United Nations Office on Drugs and Crime (UNODC), the United Nations Volunteers, UN-Women and WHO. In order to work as one, the strategic plan includes a common budgetary framework reflecting the estimated needs of the entities to deliver such a plan, taking into account both core and non-core resources. The aim is to mobilize resources up to approximately \$423 million for the five-year plan. The plan includes four focus area, one of which is “ensuring climate resilience and environmental sustainability”. It specifically addresses disaster risk reduction to help Viet Nam to enhance its resilience to natural disasters through strengthening institutions, policy and legislation and better management of its natural resources and ecosystems, among others.

⁷⁹ The strategic plan includes organizations that are non-resident agencies, such as UNCTAD and ITC.

118. In 2017, the Prime Minister launched the Viet Nam Disaster Management Authority, the State body tasked with coordinating the national disaster strategy, in coordination with all the relevant line ministries involved in the different operations, given the cross-cutting nature of disaster management. According to the Ministry of Agriculture and Rural Development, damages caused by disasters in 2017 amounted to \$2.3 billion (of which the damage by Typhoon Damrey amounted to \$1 billion). It is a priority for the country to build capacity to strengthen resilience, in the cycle from disaster risk reduction, prevention and preparedness to post-disaster recovery and response.

119. The United Nations country team has set up the United Nations Joint Results Group on Disaster Risk Reduction for Resilience. The work of this Group seeks to provide coherent and coordinated support to national partners and strengthen partnerships for risk-informed development programming and disaster risk reduction. This endeavour is based on universal, integrated, transformative, people-centred and gender-sensitive approaches aiming at bridging the humanitarian-development nexus and, ultimately, building resilience for future generations to potential shocks and stresses and empowering communities against the effects of disasters.

120. The 2017–2018 workplan of the Joint Results Group guides the delivery of joint results, which are linked to the priorities and targets of the Sendai Framework. All participating member agencies of the Group contribute to all the outputs of the workplan, including a specific allocation of resources. The organizations contribute to building nationwide awareness, increasing disaster risk reduction and preparedness for natural disasters, especially involving national and local authorities, including outreach to schools. The Group also assists local authorities in the preparation of the national progress report on the implementation of the Sendai Framework and the implementation and monitoring of the national strategy on disaster risk reduction.

121. The representatives of the national authority acknowledged the good collaboration with the Joint Results Group to strengthen national resilience, disaster risk reduction and preparedness for disasters through capacity-building activities, awareness-raising and support in changing the normative framework to address disaster risk management, preparedness and emergencies in the country. The involvement of local communities, including important stakeholder groups, such as the Viet Nam Red Cross Society and the Women's Union of Viet Nam, has been part of the strategy to reach out to the entire population and to build the next generation's resilience to better prepare the population and the most vulnerable groups in particular. The necessity of working in the local languages of the ethnic minorities was pointed out so that the population could easily be warned and reached. Early-warning systems and strategies should be developed, taking into account technologies that can be used by everyone in their own language. **The Inspector recommends that these good practices be scaled-up to support further the development of national strategies in the countries, particularly in the most vulnerable ones, such as small island developing States, least developed countries and landlocked developing countries, through a coherent and coordinated contribution from the organizations of the United Nations system.**

C. Africa

Economic Commission for Africa

122. The visit to Addis Ababa provided information both at the national and regional levels; the city hosts both the headquarters of the African Union and the Economic Commission for Africa (ECA). The work on disaster risk reduction aims at achieving the goals of the Africa Regional Strategy for Disaster Risk Reduction, which was adopted by African ministers at the 10th meeting of the African Ministerial Conference on the Environment, held from 26 to 30 June 2004, and submitted to the African Union Assembly Summit, where it was positively received by heads of State at the third ordinary session of the Assembly, held in Addis Ababa between 6 and 8 July 2004.

123. In November 2016, the Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa was approved. ECA works closely with the African Union in implementing Agenda 2063,⁸⁰ as well as the 2030 Agenda, to maximize the comparative advantages and mandates of and synergies between both organizations.⁸¹ The above-mentioned programme of action does not address disaster risk reduction as a primary goal, however, it includes related activities in the context of sustainable development and climate change, as follows:

Improved capacity of member States and other stakeholders to implement and integrate climate change adaptation approaches into key sectoral and national development policies, strategies and programmes to **reduce vulnerability and strengthen resilience to impacts**.⁸²

124. The development of these activities aims at strengthening resilience and the capacity to adapt to climate change. The work of ECA in this regard is performed by the African Climate Policy Centre,⁸³ a source of knowledge, capacity-building and project implementation in support of climate adaptation and mitigation strategies for Africa, for example: developing early-warning systems for African small island developing States to manage weather and climate-related risks.

125. In collaboration with the World Bank, the African Union Commission and the African Development Bank, ECA has established, with initial funding from the Nordic Development Fund, the Africa Climate Resilient Investment Facility to strengthen the capacity of African institutions and project developers to integrate climate information and services into planning, design and implementation of infrastructure investments to enhance their resilience to climate variability and change in selected sectors – particularly, energy, water, transport and agriculture. ECA is an active member of the Extended Africa Working Group on Disaster Risk Reduction,⁸⁴ which brings together a wide range of United Nations entities,⁸⁵ as well as regional and subregional organizations, monitoring the effective implementation of disaster risk reduction strategies in Africa.

126. Representatives of the African Union and experts on disaster risk management expressed satisfaction regarding the collaboration between the United Nations system and the African Union, noting that the role of the United Nations Office for Disaster Risk Reduction had been instrumental in raising awareness of the issue and building capacities to the extent that the African Union had opened a dedicated unit in 2017 to address disaster risk reduction in the organization. They indicated that, in Africa, addressing disasters was at the intersection of humanitarian and development issues. Preparedness and resilience-building are a matter of enabling sustainable development, while post-disaster recovery action entails a humanitarian approach. As part of the paradigm shift in the understanding of disaster risk management, the African Union has included disaster risk reduction as an intrinsic element in the development of Africa, related to water management, agriculture, food security and, ultimately, peace. Collaboration with the United Nations system entities under their different mandates, including on disaster risk reduction, is embedded in the United Nations-African Union framework for development.

127. The interaction between the United Nations Office for Disaster Risk Reduction and the African Union led to constructive outcomes in the Africa-Arab Platform on Disaster Risk Reduction, which was established

⁸⁰ <https://au.int/agenda2063/sdgs>

⁸¹ African Union and United Nations, “AU–UN Framework of Implementation of Agenda 2063 and Agenda 2030” (Addis Ababa, 2018). Available at https://uneca.org/sites/default/files/PublicationFiles/au-un-implementation-framework-for-a2063-and-a2030_web_en.pdf.

⁸² A/71/6 (Prog. 15), subprogramme 3.

⁸³ See <https://uneca.org/acpc>.

⁸⁴ See https://www.unisdr.org/files/59454_13thawgconceptnoteenglish20july2018.pdf.

⁸⁵ FAO, UNDP, UNEP, UNICEF, the United Nations Office for Disaster Risk Reduction, WFP and WMO.

to strengthen collaboration between the two regions in addressing disasters and resilience through concerted efforts. The two regions face similar threats and challenges. The Tunis Declaration on accelerating the implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 and the Africa Regional Strategy for Disaster Risk Reduction sets out the next steps for the implementation of the Sendai Framework in the regions, which will be supported by Governments and the international community, strengthening the resilience of the regions as an enabling factor in their sustained development. The Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States also notes the importance of addressing disaster risk reduction in the region so as to leave no one behind in implementing the 2030 Agenda, in particular least developed countries, the majority of which are in Africa. These countries have the least capacity to withstand the effects of disasters and deserve targeted efforts in order to benefit from the work of the organizations and to become more resilient and prepared for disasters.

Work of the United Nations country team in Ethiopia

128. The United Nations country team in Ethiopia⁸⁶ represents some 28 system organizations, as well as the Bretton Woods institutions.⁸⁷ The United Nations Sustainable Development Cooperation Framework addresses disaster risk reduction as part of its outcome 3, to **strengthen resilience and preparedness in disaster-prone areas**. The United Nations agencies present in Ethiopia as part of the country team cooperate with the national authorities in the following areas: policy advice, support in preparing normative frameworks and implementation of capacity-building for resilience and preparedness. The type of slow-onset disaster that characterizes the country (e.g. recurrent droughts) makes it suitable for projects to strengthen preparedness and reduce the impact of unavoidable hazards. The humanitarian response is still an important part of the work, but the concept of how to build responses is adopting a circular learning process by which lessons learned in responding to a disaster are fed into the design of measures for better preparedness.

129. The United Nations Office for Disaster Risk Reduction monitors the implementation of the Sendai Framework and reviews the availability of data in Ethiopia to report on the indicators recommended to measure the global targets of the Sendai Framework and identify current gaps.⁸⁸ The Inspector noted the positive impact of the existing collaboration between the United Nations and the authorities of Ethiopia, both on normative and operational activities. The expertise of the United Nations Office for Disaster Risk Reduction contributes to the sustained monitoring and guidance on how to implement the Sendai Framework and to report on progress in the country. The work of other organizations in the country team includes implementing projects to build resilience, strengthen preparedness and support emergency responses in the case of disasters.

130. The National Disaster Risk Management Commission, the government authority dealing with disaster risk reduction, welcomed the support provided by the United Nations system entities, as one set of partners with whom the country consolidates its work on disaster risk reduction. It indicated certain areas for further improvements in the mechanisms for collaboration. It advocated for increased coordination to present joint projects, bringing together the different agencies in integrated projects that could cover the different dimensions of disaster risk reduction, through joint fundraising and implementation.

⁸⁶ *Transforming Ethiopia Together: the United Nations in Ethiopia*, foreword. Available at http://et.one.un.org/content/dam/unct/ethiopia/docs/Other%20docs/Ethiopia_UN_book_low%202018.pdf.

⁸⁷ See <http://et.one.un.org/content/unct/ethiopia/en/home/un-in-ethiopia/un-country-team.html>.

⁸⁸ See United Nations Office for Disaster Risk Reduction, *Sendai Framework Data Readiness Review – Report – Ethiopia*. Available at www.preventionweb.net/files/53085_ethiopiaeth.pdf.

131. It is important for the country to note that more than 80 languages are spoken in Ethiopia, and that the work of the United Nations system entities should take this into account so as to ensure that local end users can understand the guidelines, using early-warning systems. Furthermore, the United Nations should popularize awareness-raising in the communities through the use of local languages in outreach and the dissemination of capacity-building tools and activities.

National experience of Ethiopia

132. In 2013, Ethiopia amended its National Policy on Disaster Prevention and Management, which was launched in 1993, by adopting the National Policy and Strategy on Disaster Risk Management.⁸⁹ UNDP provided fundamental upstream policy support for the elaboration and revision of the national policy on disaster risk management and the creation of the Disaster Risk Management Strategic Programme and Investment Framework.⁹⁰ The National Policy and Strategy on Disaster Risk Management includes general directions and major implementation strategies, including a decentralized disaster risk management system, early-warning and risk assessment, information management, capacity-building and the integration of disaster risk reduction into development plans.

133. The objective of the Policy is to reduce disaster risks and the potential damage caused by a disaster by establishing a comprehensive and coordinated disaster risk management system in the context of sustainable development. The Policy is complemented by the Strategic Programme and Investment Framework, which embraces the whole disaster risk reduction cycle, from prevention to recovery and “emphasizes the need for a holistic approach on [disaster risk management] as both development and humanitarian actions are inextricably linked”.⁹¹

134. In 2018, the Government of Ethiopia and humanitarian partners launched the Humanitarian and Disaster Resilience Plan of Ethiopia. The Plan seeks \$1.66 billion to reach nearly 8 million people with emergency food or cash and non-food assistance, mainly in the southern and south-eastern parts of the country.⁹²

135. In October 2018, the National Disaster Risk Management Commission, in cooperation with the World Bank and the Asian Disaster Preparedness Centre, launched the disaster risk management mainstreaming guideline for Ethiopia, as part of the Disaster Risk Management Strategic Programme and Investment Framework. It aims to ensure effective coordination and collaboration among different sectors involved in disaster risk management.⁹³ The United Nations entities in Ethiopia contribute to its implementation through their different expertise and mandates. Addis Ababa is also home to a number of international and regional think tanks that are very active in areas such as agriculture, livestock farming, land management and food security, all of which play an important role in the design of innovative solutions and responses to disasters.

D. Latin America and the Caribbean

136. The work of the Economic Commission for Latin America and the Caribbean (ECLAC) covers all the relevant areas of sustainable development for the region. Its programme of work for the biennium 2018–2019

⁸⁹ See <https://www.preventionweb.net/english/professional/policies/v.php?id=42435>

⁹⁰ See www.et.undp.org/content/ethiopia/en/home/library/environment_energy/DRM_LR_2013AnnualReport.html.

⁹¹ Ethiopia, National Disaster Risk Management Commission, *Disaster Risk Management Strategic Programme and Investment Framework*, p. 31. Available at

www.dppc.gov.et/downloadable/Documentation/DRM%20SPIF%202014%20-%20Final.pdf.

⁹² See <http://et.one.un.org/content/unct/ethiopia/en/home/presscenter/news/us-1-66-billion-urgently-needed-to-address-food-and-non-food-need.html>.

⁹³ See www.adpc.net/igo/contents/Media/media-news.asp?pid=1435#sthash.xcBekLX3.dpbs.

includes disaster risk reduction-related activities, with a particular focus on the Caribbean. In 2015, a new unit was created in the subregional office of ECLAC in the Caribbean to cover sustainable development and disasters. Although ECLAC does not monitor progress in implementing the Sendai Framework as such, the relevant activities are reported within the broader framework of the 2030 Agenda and the Sustainable Development Goals.

137. ECLAC has a long experience in addressing disasters as they have been disruptive factors in the development of the region. Its work and methodology are on display in three editions of the *Handbook for Disaster Assessment*,⁹⁴ the latest edition of which was prepared in collaboration with the Pan American Health Organization. The methodology is based on information provided by all the economic sectors. Since 2015, ECLAC has applied the methodology to prepare 11 disaster assessments in Latin America and the Caribbean. In 2017, ECLAC carried out damage and loss assessments in several Caribbean countries in one of the most damaging hurricane seasons in recent history. At the request of each country, ECLAC multi-sector specialists visited Anguilla, the Bahamas, the British Virgin Islands, Sint Maarten and Turks and Caicos Islands and estimated total damages due to the impact of Hurricanes Irma and Maria at \$5.4 billion. The post-disaster assessments expose pre-existing social, economic and environmental vulnerabilities and offer Governments an opportunity to change course and to prioritize the need for reconstruction, settlement relocation, and the provision of assistance to vulnerable and marginalized populations.

138. The Caribbean subregion has made progress in identifying risks and natural hazards. However, it is still necessary to go one step further and establish inventories of sectoral assets with an emphasis on exposed infrastructure. In this regard, besides the damage and loss assessments, ECLAC has provided training courses, in which technical staff in several ministries are taught how to build a baseline of the assets in the relevant sector and calculate damages and losses in the case of recurring disasters. Since 2015, 40 training courses have been given in the region for public officials. In 2019, ECLAC designed a training course highlighting the damage and loss assessment methodology and its importance for the 2030 Agenda.

139. As regards publications, *The Caribbean Outlook*, which was published by ECLAC in 2018,⁹⁵ covers the main challenges in the region and proposes areas for improvement, identifying several barriers for climate change adaptation and disaster risk management. ECLAC proposes that a development agenda for the Caribbean needs to embrace a multifaceted strategy focused on managing risk and strengthening resilience, including aspects such as land-use planning, building codes and safe and smart hospitals, financial strategies to improve access to and the use of climate change funds and insurance, the promotion of renewable energy and efficient transportation, and water and waste management. Moreover, two publications from the Subregional Headquarters for the Caribbean have analysed the status of inclusion of disaster risk management strategies in the planning processes in the region.⁹⁶

140. ECLAC has also aimed to integrate gender considerations into disaster assessments and related publications. The 2014 edition of the *Handbook for Disaster Assessment*⁹⁷ includes a chapter dedicated to gender analysis. Moreover, gender is considered as a cross-cutting issue and has been included in every disaster assessment since 2015. All disaster assessment reports have a section on the affected population, in which the

⁹⁴ ECLAC, *Handbook for Disaster Assessment* (Santiago, 2014), LC/L.3691.

⁹⁵ Available at www.cepal.org/en/publications/43581-caribbean-outlook.

⁹⁶ Omar D. Bello and others, *Mainstreaming Disaster Risk Management Strategies in Development Instruments: Policy Briefs for Selected Members of the Caribbean Development and Cooperation Committee*, Studies and Perspectives Series, 58 (Santiago, ECLAC, 2019); and Colleen Weekes and Omar D. Bello, *Mainstreaming Disaster Risk Management Strategies in Development Instruments (II): Policy Briefs for Barbados, Guyana, Saint Lucia, Suriname, and Trinidad and Tobago*, Studies and Perspectives Series, 75 (Santiago, ECLAC, 2019).

⁹⁷ Available at www.cepal.org/en/publications/36823-handbook-disaster-assessment.

impacts of the event on vulnerable populations are analysed and explained with specific recommendations being drawn from the analysis. Moreover, in training activities, participants are taught to collect sex-disaggregated data for different sectors wherever possible in order to have a solid baseline to facilitate an estimation of the disaster's effects on each gender.

141. In terms of partnerships, ECLAC works closely with the Caribbean Community (CARICOM) and the Caribbean Disaster Emergency Management Agency (CDEMA) in the region. CDEMA has supported national emergency offices in the elaboration of initial damage and needs assessments and in the provision of data-gathering forms. CARICOM, through the Regional Comprehensive Disaster Management Strategy and Programming Framework 2014–2024, prepared jointly by CDEMA and ECLAC, has developed guidelines to mainstream strategies on disaster risk management in national development instruments. In addition, the World Bank, through the Global Facility for Disaster Reduction and Recovery, took part in one of the regional commission's disaster evaluations. The Inter-American Development Bank and the Caribbean Catastrophe Risk Insurance Facility have funded and supported the organization of several training courses and disaster assessments.

United Nations system work on disaster risk reduction for the Caribbean

142. The region of Latin America and the Caribbean is a disaster-prone part of the world; disasters regularly affect countries, hitting those in the Caribbean and small islands the most. Climate change-related weather events and recurrent natural disasters severely affect small island developing States. Their characteristics make them vulnerable and the impact of one single event can reverse progress in their development trends. Strengthening their resilience and capacities to manage disaster risk is a priority, and the work of the United Nations system in the region is instrumental in providing support to the Caribbean islands.

143. The work of the United Nations system entities with a presence in Barbados is guided by their mandates as well as by the United Nations Multi-country Sustainable Development Framework in the Caribbean 2017–2021. Disaster risk reduction is a core component of the fourth priority area (“A sustainable and resilient Caribbean”) of this subregional strategic framework. UNDP has its own subregional guiding document, the subregional country programme document for Barbados and the Organization of Eastern Caribbean States (2017–2021), which is aligned on the strategic priorities of CARICOM for 2015–2019. The entities indicated that their work on disaster risk reduction is implemented in close collaboration with CDEMA and its Regional Comprehensive Disaster Management Strategy.

144. All United Nations entities present in Barbados support the country in addressing disaster risk reduction within the priorities of their respective mandates. The region was severely hit by Hurricane Maria in 2017, affecting particularly Dominica and the British and United States Virgin Islands. The United Nations entities in Barbados, under the leadership of the United Nations resident coordinator from the Pan American Health Organization, and in close coordination with CDEMA, provide immediate responses in post-disaster recovery.

Regional institutions

145. The Regional Comprehensive Disaster Management Strategy, set up by CDEMA for the region, in collaboration with the United Nations Office for Disaster Risk Reduction, is the driving framework for regional, subregional and national strategies for building preparedness and resilience and ensuring more effective recovery in the aftermath of disaster. The United Nations Office for Disaster Risk Reduction has worked closely with CDEMA in the process of preparing and harmonizing the disaster risk reduction strategy for the region. CDEMA participates in United Nations Office for Disaster Risk Reduction workshops and activities in support of the implementation of the Sendai Framework. CDEMA also collaborates closely with FAO, the Pan American Health Organization, UNDP, UNICEF, UN-Women and WFP on capacity-building.

146. The Caribbean Development Bank developed its first strategy on disaster risk management in 1998 and revised it in 2009. At the time of the review, the strategy was under revision for presentation to the Board in December 2018. The Bank provides financial support to disaster risk reduction projects aligned on the priorities set up by the Regional Comprehensive Disaster Management Strategy and the Sustainable Development Goals. It supports projects to strengthen institutional mainstreaming of disaster risk reduction in national development planning. In order for the national strategies to be more effective, the Bank promotes projects fostering preparedness, so as to be ready to “build back better” in the event of a disaster.

147. The Office for Barbados of the Inter-American Development Bank also contributes to funding projects to strengthen the preparedness and resilience of the country. The Bank has developed a Risk Management Index as a tool to assess the eligibility of investment projects, to ensure that investments go into resilient infrastructure. It also contributes to developing design and planning tools to improve resilience in the country. A challenge faced by its programmes is the lack of good quality data, which often rely on proxies and estimates. In the view of Bank officials, there is room for improvement in data collection in the country and in the Caribbean in general, an area in which the United Nations entities could contribute expertise on capacity-building. The Bank takes part in the country meetings with other donors, in which the United Nations also participates, together with CDEMA. It also collaborates with the Caribbean Development Bank.

148. When meeting with the Caribbean Institute for Meteorology and Hydrology, the Inspector learned about the role of the Institute in ensuring meteorological services for the region, in particular early-warning systems to help countries stay informed in real time and be prepared to reduce, to the extent possible, losses and damages caused by hurricanes. The Institute’s expertise is essentially around hard sciences, however, recently, it has recruited social scientists to improve communication and outreach for more effective communication with the users of meteorological services and weather forecasts. The Institute works closely with CDEMA in addressing disaster risk reduction in the region, as well with the WMO regional climate centre and the Programme for Building Regional Climate Capacity in the Caribbean. The Institute also works with UNDP Barbados in implementing a project on an early-warning system.

E. Europe

149. The Economic Commission for Europe (ECE) supports the United Nations Plan of Action by contributing to disaster prevention and preparedness. ECE has integrated disaster risk reduction in its strategic framework (see A/71/6 (Prog. 17)). In response to the questionnaire, ECE reported a total of \$805,000 allocated to disaster risk reduction-related projects for the period 2012–2017, of which 93 per cent was dedicated to normative activities. ECE contributes to disaster risk reduction and preparedness through recommendations, norms and standards, as well as exchanges of best practices in the following areas: standards and regulatory frameworks; housing and land management; environmental management; measurement and statistics; and the protective functions of forests.

150. The main extrabudgetary project of ECE during the period under review was on forest-fire management and a White Paper on the state of wildfires and fire management in forests and other vegetation resources in the ECE region, which received 38 per cent of the Commission’s total resources dedicated to disaster risk reduction. One of the main contributions by ECE on disaster risk reduction is the Convention on the Transboundary Effects of Industrial Accidents (Industrial Accidents Convention); it assists countries to prevent, prepare and respond to technological disasters, especially industrial accidents with potential transboundary effects. With a total budget of \$413,000 in 2018, the Convention sets the normative framework for countries to develop disaster risk management strategies related to the effects of industrial accidents.

151. ECE contributes to other areas of transboundary risks through its work on transboundary cooperation in water management. With a budget of \$1,996,000 the Convention on the Protection and Use of Transboundary

Watercourses and International Lakes (known as the “Water Convention”) addresses transboundary pollution, which is a water-related disaster risk, as well as water-related disasters more broadly, especially floods but also droughts. Its article 11 on joint monitoring and assessment states that “the Riparian Parties shall establish and implement joint programmes for monitoring the conditions of transboundary waters, including floods and ice drifts, as well as transboundary impact”. The Convention’s Task Force on Water and Climate has prepared guidance documents, such as the words into action implementation guidelines on water-related diseases and transboundary cooperation in disaster risk reduction, prepared together with the United Nations Office for Disaster Risk Reduction.⁹⁸ It also coordinates a series of pilot projects and a global platform for testing new methodologies and sharing experience on climate change adaptation and disaster risk reduction in transboundary basins.

152. ECE is signatory to all 17 United Nations Sustainable Development Cooperation Frameworks in the region, and contributes to enhancing capacities at country level through its advisory normative work. ECE activities address the four priorities of the Sendai Framework and its seven global targets. It has actively engaged in supporting the efforts of its region to achieve target E of the Sendai Framework, involving all relevant stakeholders through capacity-building activities.

153. In the area of statistics, ECE established, in 2015, a task force on measuring extreme events and disasters with the main objective of clarifying the role of national statistical offices in measuring such events, resulting in the issuance of recommendations on the issue. This guidance defines the role of national statistical offices and provides a glossary of the most relevant terms, definitions and classifications.

154. Under the UN-Water coordination mechanism, organizations and programmes handling water-related topics, ECE, UNESCO and WMO co-chair the Task Force on Water and Climate Change. The International Flood Initiative, launched in 2005, is a response to the increasing number of water-related disasters, deaths and widespread damage to goods and assets. As members of the Initiative, ECE, UNESCO, UNU and WMO, together with other partners, are jointly promoting the integrated flood management approach and building capacity within the Initiative’s framework. ECE and UNESCO are in charge of the Sustainable Development Goal indicator on transboundary water management. At the World Water Week, ECE and UNESCO launched a report on progress on transboundary water cooperation.⁹⁹

Collaboration with the European Commission

155. The work of ECE also takes into account priorities on disaster risk reduction set by European legislation and its transposition into national frameworks. The European Commission has developed an Action Plan on the Sendai Framework for Disaster Risk Reduction 2015–2030: A Disaster Risk-informed Approach for All European Union Policies.¹⁰⁰ The Commission has also launched a Disaster Risk Management Knowledge Centre,¹⁰¹ at its Joint Research Centre. Its work addresses all stages of the disaster risk management cycle – prevention, reduction, preparedness, response and recovery, in line with the targets of the Sendai Framework and the European Union Action Plan.

⁹⁸ *Words into Action Guidelines: Implementation Guide for Addressing Water-Related Disasters and Transboundary Cooperation* (United Nations publication, Sales No. E.18.II.E.30). Available at www.unece.org/index.php?id=50093&L=0.

⁹⁹ ECE and UNESCO, *Progress on Transboundary Water Cooperation: Global Baseline for SDG Indicator 6.5.2, 2018* (Paris, 2018). Available at www.unwater.org/publications/progress-on-transboundary-water-cooperation-652.

¹⁰⁰ European Commission, SWD(2016)205 final/2.

¹⁰¹ See <https://drmke.jrc.ec.europa.eu/overview/About-the-DRMKC>

156. ECE and the Joint Research Centre work in partnership on a number of activities, from norms and standards to statistics, including joint workshops and research to strengthen resilience in the region and improve preparedness. They also collaborate on improving quality and access to data to better target the disaster risk reduction strategies in the region. The Inter-agency Coordination Group for Industrial and Chemical Accidents provides a platform for its member organizations to discuss cooperation for the management of technological hazards and the reduction of related risks, and relevant policy and capacity development activities for industrial accident prevention, preparedness and response. Partner organizations include ECE, ILO, the International Federation of Red Cross and Red Crescent Societies, OCHA, the Organization for the Prohibition of Chemical Weapons, UNEP, UNIDO, the United Nations Office for Disaster Risk Reduction and WHO, as well as such partners as OECD, the European Union and its Joint Research Centre and the European Process Safety Centre as an observer. Several partner organizations jointly developed, through the Inter-agency Group, the words into action guidelines on man-made and technological hazards.¹⁰² The guide builds on the outcomes of the open-ended intergovernmental expert working group on indicators and terminology relating to the Sendai Framework, and the work on hazard classification and terminology related to human-caused hazards. The Inter-agency Group contributes to the Global Assessment Report of the United Nations Office for Disaster Risk Reduction, notably the chapter on technological hazards.

F. Western Asia

157. The Economic and Social Commission for Western Asia (ESCWA) has included disaster risk reduction in its programme plan, including the expected accomplishments, in its past two bienniums (A/72/6 (Sect. 22), p. 17). ESCWA works at the intersection between climate change and natural disasters, as well as on human-caused disasters related to conflict. Its work contributes to strengthening resilience to climate change and natural disasters, and aims at improving the coordinated responses to foster synergies addressing climate change adaptation, mitigation and disaster risk reduction. In collaboration with the United Nations Office for Disaster Risk Reduction's Regional Office for Arab States, ESCWA organized an Expert Group Meeting on Coordinating Responses to Climate Change and Disaster Risk Reduction in the Arab Region (Beirut, 19–20 December 2017). The meeting provided a venue to exchange best practices in the implementation of national disaster risk reduction strategies.¹⁰³

158. ESCWA contributes to enhancing awareness on disaster risk reduction and resilience-building in the region, provides advisory services and organizes capacity-building workshops on national reporting on the Sendai Framework Monitoring system and expert meetings to share experiences and good practices, disseminating knowledge on the interlinkages between disaster risk reduction and the Sustainable Development Goals. ESCWA coordinates the Regional Initiative for the Assessment of the Impact of Climate Change on Water Resources and Socio-economic Vulnerability in the Arab Region,¹⁰⁴ with efforts concentrated on establishing and updating disaster loss databases in Arab countries. The recent publication *ESCWA Water Development Report 7: Climate Change and Disaster Risk Reduction in the Arab Region*¹⁰⁵ analyses the correlation between extreme climate indices and historical disaster loss databases for selected Arab States. ESCWA collaborates with the Arab meteorological services, 18 of which are members of the Arab Climate Outlook Forum, which generates seasonal forecasts. The Forum, launched in 2017, is supported by ESCWA and WMO through the League of Arab States' Arab Permanent Committee on Meteorology.

¹⁰² United Nations Office for Disaster Risk Reduction, *Words into Action Guidelines: Implementation Guide for Man-made and Technological Hazards* (Geneva). Available at www.unisdr.org/files/54012_manmadetechhazards.pdf

¹⁰³ See www.unescwa.org/events/meeting-responses-climate-change-disaster-risk-reduction.

¹⁰⁴ See www.unescwa.org/climate-change-water-resources-arab-region-riccar.

¹⁰⁵ Available at www.unescwa.org/sites/www.unescwa.org/files/publications/files/escwa-water-development-report-7-english.pdf.

ESCWA reported that \$1.2 million had been allocated to disaster risk reduction during the period 2012–2017, 61.8 per cent of which was allocated to data collection, monitoring and reporting.¹⁰⁶

159. ESCWA is also working on strengthening early-warning systems to increase preparedness and alleviate the damages in the countries of the region. It consults with United Nations country teams during country-level engagements, particularly those related to human-caused disasters associated with conflicts, including their after-effects. This type of country-level work is pursued from a governance/institutional development perspective in Libya, the Syrian Arab Republic and Yemen with multi-stakeholder consultations pursued as a means to prevent conflict and human-caused disasters that can be exacerbated by nature-based disasters.

160. In the same region, UNESCO is working on the development of a regional atlas on natural hazards and geohazards in the Arab region, in close cooperation with the United Nations Office for Disaster Risk Reduction's Regional Office for Arab States based in Cairo and the Arab Scientific and Technical Advisory Group. The ultimate goal of the atlas is to support countries in the implementation of the Sendai Framework taking into account the Sustainable Development Goals and the Arab Strategy for Disaster Risk Reduction 2030. The atlas features a time-series database on natural hazards and a toolbox integrating various scenarios on the resilience and the readiness of societies, including vulnerable groups thriving in the urban and rural areas of Arab States. It will be a hub for good practices, offering tips and guidelines for disaster risk reduction based on the seven targets of the Sendai Framework.

161. The work of the United Nations system in the field is critical in providing support to the countries in developing risk-informed strategies that contribute to building resilience and preparedness for disasters. The consideration of disaster risk reduction as a cross-cutting issue in national development strategies would facilitate the planning and implementation of vulnerability-reduction measures, which would contribute to enhancing resilience in disaster-prone countries.

162. **The Inspector is of the view that the implementation of the following recommendation would contribute to improved coherence and coordination in the work of the United Nations on disaster risk reduction in the field.**

Recommendation 2

The Secretary-General, in leading the reform of the United Nations development system, together with the executive heads of the organizations, should ensure that the new generation of United Nations Sustainable Development Cooperation Frameworks systematically include disaster risk reduction as part of the common strategic plan of the country teams to enable risk-informed development and planning, with allocated resources for its implementation, and a common reporting system to measure progress against the priorities of the Sendai Framework and the United Nations Plan of Action on Disaster Risk Reduction for Resilience, with detailed reporting on operational activities to the governing bodies.

¹⁰⁶ Data from response to JIU questionnaire.

V. Conclusion

163. Disaster risk reduction is most often addressed as a necessary element to ensure sustainable development paths in the countries, in the broader context of the 2030 Agenda and other global mandates, such as the Samoa Pathway. Reporting on the Sendai Framework is not an objective in itself, however, support for disaster risk reduction is addressed under the different mandates of the different organizations and through the development of regional and national strategies on disaster risk reduction.

164. Beneficiary countries and partners in the different locations acknowledged the usefulness of the cooperation with the United Nations system. The regional commissions and the organizations working in the field have integrated disaster risk reduction in their work, contributing to capacity-building, resilience-building, better preparedness and emergency response when required, such as in the case of weather-induced disasters, epidemics, technological events and other events. It was also noted that country offices (or multi-country offices) included disaster risk reduction in their strategic plans, and that these were prepared in close coordination with the countries and in line with regional, subregional or national strategies. The support of the United Nations system also contributed to the preparation of legislative frameworks and disaster risk reduction strategies in the regions and the countries.

165. The review identified good practices in the field, where organizations of the system collaborated with the national authorities and other relevant stakeholders, through capacity-building and awareness-raising among the local population. The example of the “One United Nations country team” reveals the effectiveness of common planning and clear lines of communication with the host country, which strengthens the efficiency of defining coordinated strategies for the different thematic groups, such as the case of disaster risk reduction.

The Inspector believes that lessons learned from the “One United Nations” experience should be adequately embedded in the redesign of the development system, replicating good practices.

166. One of the remaining challenges, and a gap to be filled to improve the targeted delivery of capacity-building, is data collection, so that the work of the United Nations system organizations can address those areas and population groups where risks are higher. In this regard, there is a need to accelerate the mapping of risks, including sex-disaggregated data (including by age and disability), in order to ensure that an inclusive and gender-responsive system-wide response is planned in the most efficient manner by the organizations of the United Nations development system. **The Inspector is of the view that greater efforts should be invested to increase the quality and quantity of risk-informed statistical data, disaggregated by sex, age and disability, as well as geographical location.**

167. The Inspector noted the good practices developed through inter-agency partnerships such as CADRI and the Partnership for Environment and Disaster Risk Reduction, which could be scaled-up and strengthened to benefit from the synergies across mandates and expertise that are developed through partnerships. Access to dedicated resources for the organizations of the United Nations system to deliver jointly on disaster risk reduction would also facilitate the consolidation of work to support the most vulnerable countries, such as the small island developing States, least developed countries and landlocked developing countries. The cross-cutting nature of disaster risk reduction makes it particularly suitable to be addressed through joint implementation of activities to achieve certain Sustainable Development Goals, such as those related to building resilient settlements, climate change mitigation and adaptation, and health.

168. The findings of the review also indicate that the organizations of the United Nations system have integrated disaster risk reduction into their strategic plans, and to varying degrees – according to the relevance of the issue for their core mandate – into their activities, be they normative or operational. The Inspector believes that there is room for further improvement in coordination among the organizations; strengthened joint planning and implementation of their work would generate greater returns on investment and leverage

the expected impact of the work of the system as one. **However, a better tracking and reporting system on the allocation of resources, as well as geographical balance and targeted population groups, with particular attention being paid to women and vulnerable groups, would strengthen accountability, effectiveness and efficiency in delivering the mandate on disaster risk reduction while leaving no one behind.**

169. The Inspector believes that the organizations of the United Nations system should strengthen their inter-agency coordination among themselves to better support national stakeholders in the most effective and efficient way to ensure the integration of disaster risk reduction in national development strategies. The implementation of the following recommendation would strengthen effectiveness in the integration of disaster risk reduction in the work of the United Nations system in the field, in close coordination with the ongoing reform of the resident coordinator system, to promote transparency in monitoring and reporting on progress towards sustainable development, including disaster risk reduction.

Recommendation 3

The executive heads of the organizations working in the field, in contributing to the ongoing reform of the reinvigorated resident coordinator system, should ensure that the United Nations country teams plan for dedicated capacity to implement risk-informed development activities and that such activities in the field are reported to headquarters, including by monitoring their contribution to implementing the Sendai Framework, taking into account the reporting framework for Sustainable Development Goals.

Annex I

Priorities for action and global targets of the Sendai Framework

Priorities for action

- Priority 1:** Understanding disaster risk
- Priority 2:** Strengthening disaster risk governance to manage disaster risk
- Priority 3:** Investing in disaster risk reduction for resilience
- Priority 4:** Enhancing disaster preparedness for effective response and to “build back better” in recovery, rehabilitation and reconstruction.

Global targets

- 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.

Annex II

References to gender in the Sendai Framework

Paragraph 19 (d): “Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. **A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted.** In this context, special attention should be paid to the improvement of organized voluntary work of citizens”.

Paragraph 32: “The steady growth of disaster risk, including the increase of people and assets exposure, combined with the lessons learned from past disasters, indicates the need to further strengthen disaster preparedness for response, take action in anticipation of events, integrate disaster risk reduction into response preparedness and ensure that capacities are in place for effective response and recovery at all levels. **Empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches is key. Disasters have demonstrated that the recovery, rehabilitation and reconstruction phase, which needs to be prepared ahead of a disaster, is a critical opportunity to ‘Build Back Better’, including through integrating disaster risk reduction into development measures, making nations and communities resilient to disasters.**”

Paragraph 33 (b): “[To enhance disaster preparedness for effective response and to ‘Build Back Better’ in recovery, rehabilitation and reconstruction, it is important] to invest in, develop, maintain and strengthen people-centred multi-hazard, multisectoral forecasting and early warning systems, disaster risk and emergency communications mechanisms, social technologies and hazard-monitoring telecommunications systems; develop such systems through a participatory process; **tailor them to the needs of users, including social and cultural requirements, in particular gender; promote the application of simple and low-cost early warning equipment and facilities;** and broaden release channels for natural disaster early warning information”.

Source: The Sendai Framework, emphasis added in bold.

Annex III

Integration of disaster risk reduction into corporate strategic plans and related programmes of work

Organizations	Integration of disaster risk reduction into corporate strategic planning		Integration of disaster risk reduction into programmes of work		Inclusion of disaster risk reduction-related corporate plans and programmes of work	Number of indicator(s) developed to monitor progress
	Yes/No	Document	Yes/No	Document		
United Nations system organizations						
UNAIDS ^a	No	2016–2021 Strategy – On the Fast-Track to End AIDS	No		No	-
UNCTAD ^a	No	Strategic Framework for the Period 2018–2019 (A/71/6 (Prog. 10))	No		No	-
UNDP	Yes	UNDP Strategic Plan, 2018–2021 (DP/2017/38) (see pp. 4, 12–13 and 16)	Yes	Integrated Results and Resources Framework	Yes	10
UNFPA	Yes	UNFPA Strategic Plan 2018–2021 (DP/FPA/2017/9) (see pp. iv and 12)	Yes	No specific document referred to	Yes	2
UNEP	Yes	UNEP Medium-term Strategy 2018–2021 (see pp. 25–28)	Yes	Programme of work and budget for the biennium 2018–2019	Yes	2
ITC	No		Yes	Proposed programme budget for 2020 (A/74/6 (Sect. 13)).	No	-
UN-Habitat ^a	Yes	Strategic Plan 2014–2019 of the United Nations Human Settlements Programme (HSP/GC/24/5/Add.2) (see pp. 6, 12 and 24)	Yes	Biennial programme of work 2018–2019 (A/71/6 (Prog. 12))	Yes	1
UNHCR	Yes	UNHCR’s Strategic Directions 2017–2021 (see pp. 18 and 21)	Yes	Planning for 2020-2021 (UNHCR/AI/2019/1)	Yes	5
UNICEF	Yes	UNICEF Strategic Plan, 2018–2021 (E/ICEF/2017/17/Rev.1)	Yes	No specific document referred to	Yes	3

Organizations	Integration of disaster risk reduction into corporate strategic planning		Integration of disaster risk reduction into programmes of work		Inclusion of disaster risk reduction-related corporate plans and programmes of work	Number of indicator(s) developed to monitor progress
	Yes/No	Document	Yes/No	Document		
		(see pp. 3, 7, 9 and 11–13)				
UNIDO ^a	No	Medium-term Programme Framework, 2018–2021 (IDB.45/8/Add.2)	No		No	-
UNOPS	Yes	UNOPS Strategic Plan, 2018–2021 (DP/OPS/2017/5) (see paras. 16, 20, and 26)	No		No	-
UN-Women	Yes	UN-Women Strategic Plan 2018–2021 (see pp. 5, 7, 11, 13 and 17–18)	Yes		Yes	5
WFP	Yes	WFP Strategic Plan (2017–2021) (see pp. 8–12, 22, 26, 29–30, 33–34 and 36–38)	Yes	WFP Management Plan (2019–2021) (see pp. 82 and 84)	Yes	11
FAO	Yes	The Director-General's Medium Term Plan 2018–21 and Programme of Work and Budget 2018–19 (C 2017/3) (see pp. 2, 19, 41, 51–52, 62–66, 69–73, 89, 93–94 and 113)	Yes	“Strategic work of FAO to increase the resilience of livelihoods” (see pp. 4–9)	Yes	9
ICAO ^a	Yes	ICAO Business Plan 2017–2019 (see pp. 37 and 44–45)			Yes	1
ITU	Yes	ITU Strategic Plan 2016–2019 (see pp. 13 and 25)	Yes	No specific document referred to	Yes	5
ILO	Yes	Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)	Yes	Programme on Jobs for Peace and Resilience	Yes	1
IMO ^b	No	Strategic Plan 2018–2023	No		No	-
UNESCO	Yes	Medium-term Strategy, 2014–2021 (37 C/4) (see pp. 9–10, 13, 16, 18–20, 22, 24, 26–27 and 30)	Yes	Programme and budget for 2018–2021 (39 C/5)	Yes	4
UNRWA ^a	No	Medium-term Strategy 2016–2021	No		No	-
UNWTO ^b	No		No		No	
UPU	Yes	Building Resilience: A Guide to Disaster Risk Management for the Postal Sector	Yes	Strategy for the implementation of	No	-

Organizations	Integration of disaster risk reduction into corporate strategic planning		Integration of disaster risk reduction into programmes of work		Inclusion of disaster risk reduction-related corporate plans and programmes of work	Number of indicator(s) developed to monitor progress
	Yes/No	Document	Yes/No	Document		
				development cooperation policy for 2017–2020		
WHO	Yes	WHO Health Emergencies Programme (A69/30) (see pp.4–5)	Yes	Thirteenth General Programme of Work 2019–2023	Yes	35
WIPO ^b	No		No		No	-
WMO	Yes	WMO Strategic Plan 2016–2019 (see pp. 5 and 7–16)	Yes	WMO Operating Plan 2016–2019	Yes	4
Secretariat entities						
UNDRR	Yes	UNISDR Strategic Framework 2016–2021	Yes	UNISDR Work Programme 2016–2019	Yes	UNDRR is the custodian of the Sendai Framework
DESA	No		Yes	No specific document referred to	No	12
OCHA	Yes	OCHA Strategic Plan 2018–2021 (see pp. 7, 10, 16 and 18)	Yes	No specific document referred to	Yes	1
DFS	No		Yes	“Technical procedure for disaster recovery planning”	No	-
UNOOSA	Yes	Strategic framework for the period 2018–2019 (A/71/6/Rev.1, Prog. 5) (see p. 100)	Yes	United Nations Platform for Space-based Information for Disaster Management and	Yes	2

Organizations	Integration of disaster risk reduction into corporate strategic planning		Integration of disaster risk reduction into programmes of work		Inclusion of disaster risk reduction-related corporate plans and programmes of work	Number of indicator(s) developed to monitor progress
	Yes/No	Document	Yes/No	Document		
				Emergency Response (UN-SPIDER)		
ECA	No		Yes	Programme budget for the biennium 2018–2019 (A/72/6 (Sect. 18))	Yes	2
ECE	Yes	Strategic framework for the period 2018–2019 (A/71/6 (Prog. 17)) (see p. 15)	Yes	Programme budget for the biennium 2018–2019 (A/72/6 (Sect. 20)) . And also in the context of the Industrial Accidents Convention, the draft workplan 2019–2020 (ECE/CP.TEIA/2018/7)	Yes	2
ECLAC	No		Yes	Programme of work for the biennium 2018–2019	No	-
ESCAP	Yes	Strategic framework for the period 2018–2019 (A/71/6 (Prog. 16)) (see pp. 3 and 24–29) and the Regional Road Map for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific (see pp. 3 and 14–16)	Yes	Programme budget for the biennium 2018–2019 (A/72/6 (Sect. 19))	Yes	5
ESCWA	Yes	Strategic framework for the period 2018–2019 (A/71/6/Rev.1 (Prog. 19)) (see pp. 461 and 465)	Yes	Programme budget for the biennium 2018–2019 (A/72/6 (Sect. 22))	Yes	4
UNITAR	No		Yes	Programme budget for the biennium 2018–2019	Yes	3
UNU	No		No		Yes	-
CBD	Yes	Strategic Plan for Biodiversity 2011–2020				

Organizations	Integration of disaster risk reduction into corporate strategic planning		Integration of disaster risk reduction into programmes of work		Inclusion of disaster risk reduction-related corporate plans and programmes of work	Number of indicator(s) developed to monitor progress
	Yes/No	Document	Yes/No	Document		
UNCCD	No		Yes	UNCCD 2018-2030 work programme	Yes	3
UNFCCC	No		Yes	No specific document referred to	No	-

Source: Based on responses provided to the questionnaire and the desk review.

^a Organizations that did not reply to the questionnaire.

^b Organizations that reported that they were not involved in disaster risk reduction-related activities.

Annex IV

Resources allocated to disaster risk reduction by UNDP, FAO, WFP, WHO and WMO

1. Annex IV provides further details on the financial resources allocated to disaster risk reduction by the organizations that provided financial data. Together they account for 92.4 per cent of the total reported resources for the period under review. It should be noted that UNDP did not provide data for 2012. WHO only provided data for the 2016–2017 biennium.
2. UNDP reported more than \$1 billion allocated to disaster risk reduction. It reported figures by Sendai Framework priority (figure I) and region (figure II). Priority 4 (enhancing disaster preparedness for effective response and to “build back better” in recovery, rehabilitation and reconstruction) received the greatest resources and the main region was Asia and the Pacific.
3. FAO reported by Sendai Framework priority and type of activity: 41.8 per cent of total resources devoted to disaster risk reduction were allocated to priority 4, while 69.9 per cent of resources were allocated to operational activities.
4. WFP also reported data by priority and type of activity, however, the data provided did not cover all disaster risk reduction activities due to limitations concerning the financial reporting of historical data. Of the data received, most of the resources were concentrated in one programme. During the period under review, the Food Assistance for Assets initiative to reduce vulnerability and strengthen resilience accounted for approximately \$713 million; the initiative is carried out under priority 3 of the Sendai Framework (investing in disaster risk reduction for resilience). It accounts for 97.4 per cent of the total estimated resources, and is an operational activity.
5. WHO reported a total of \$250 million for the biennium 2016–2017, 64 per cent of which was allocated to operational activities.
6. WMO reported \$508 million for the period, the majority of which was allocated to normative activities.

Figure I
UNDP resources on disaster risk reduction by Sendai Framework priority (2013–2017)
 (Thousands of United States dollars)

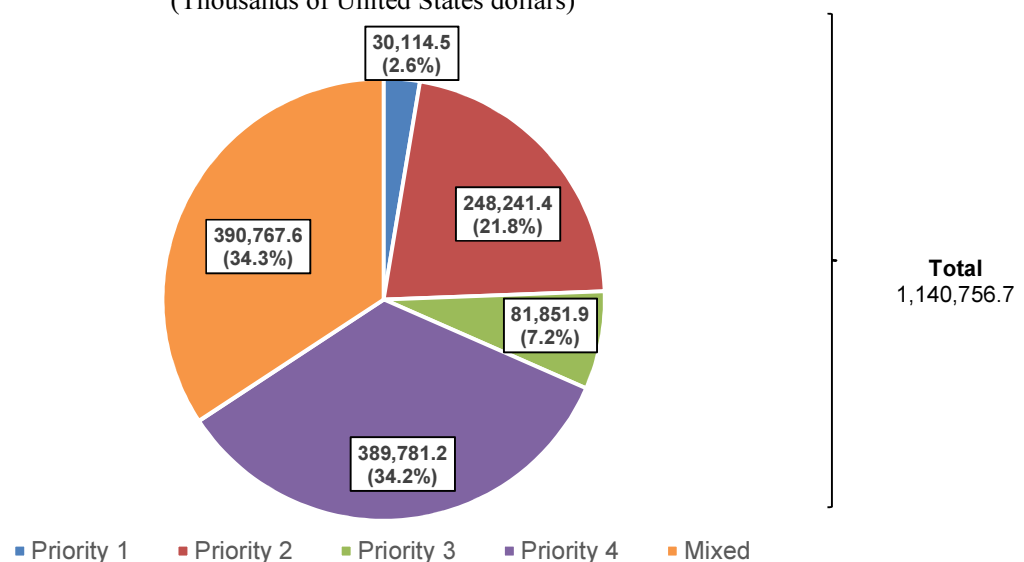
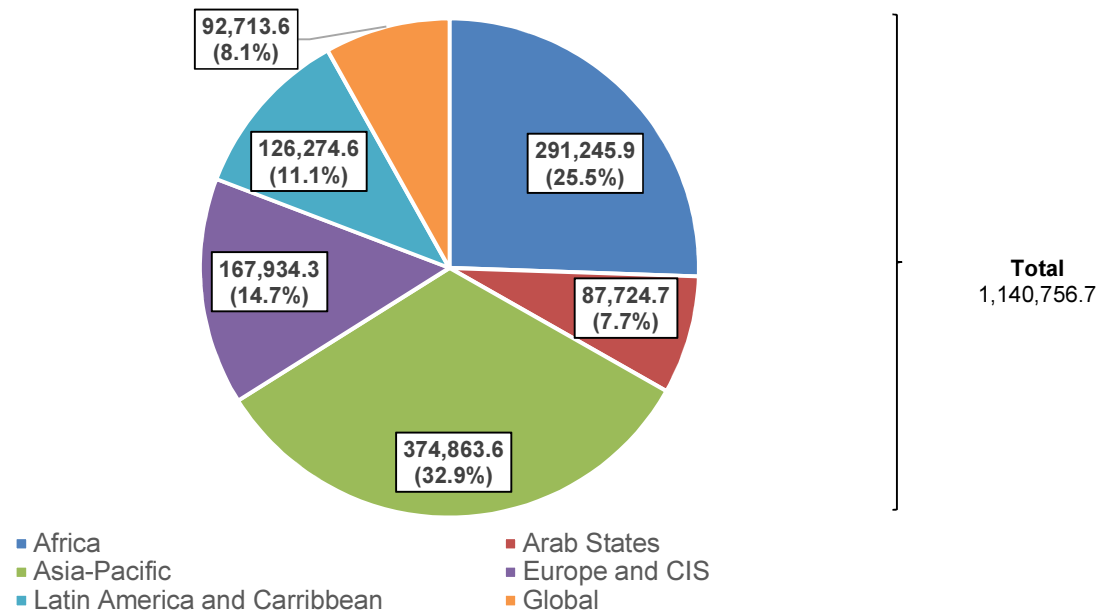


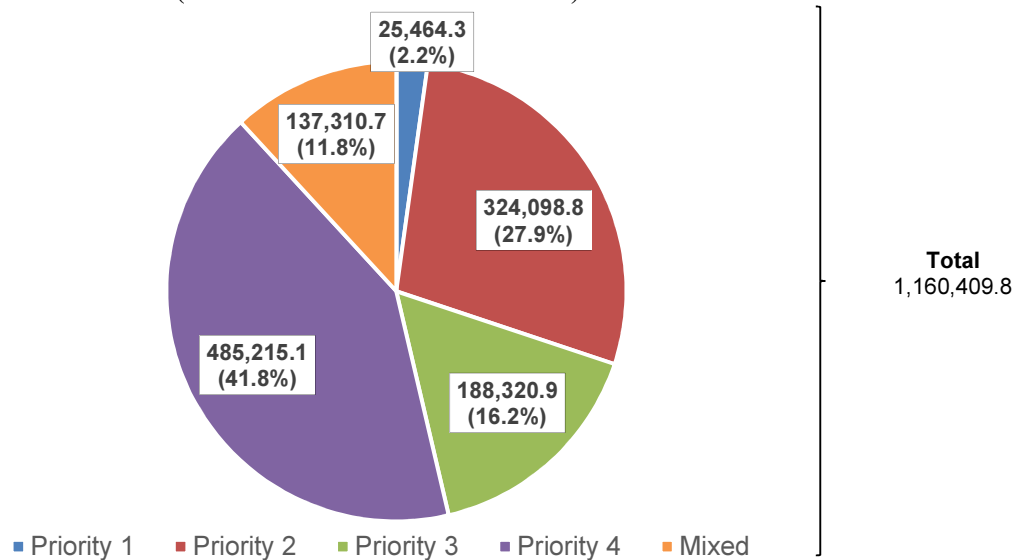
Figure II
UNDP resources on disaster risk reduction by region (2013–2017)
 (Thousands of United States dollars)



Source for figures I and II: JIU elaboration based on data provided by UNDP (2019).

Note: UNDP only provided figures for 2013 for the 2012–2013 biennium. The “mixed” category in figure I refers to expenditure on projects that address more than one priority.

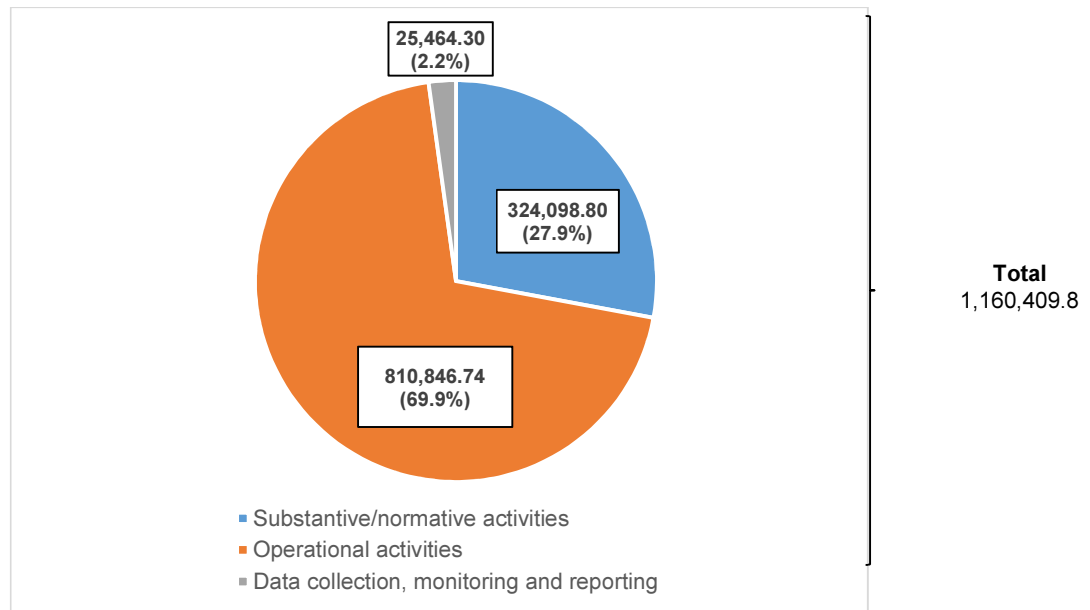
Figure III
FAO resources on disaster risk reduction by Sendai Framework priority (2012–2017)
 (Thousands of United States dollars)



Source: JIU elaboration based on data provided by FAO (2019).

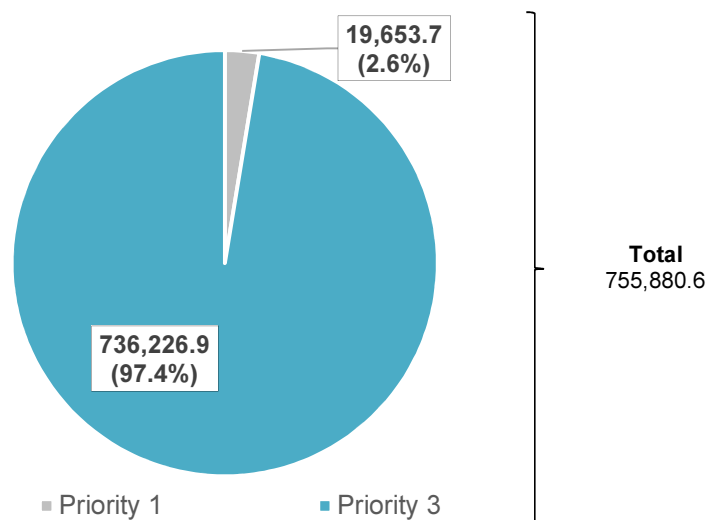
Note: The “mixed” category refers to expenditure on projects that address more than one priority.

Figure IV
FAO resources on disaster risk reduction by type of activity (2012–2017)
 (Thousands of United States dollars)



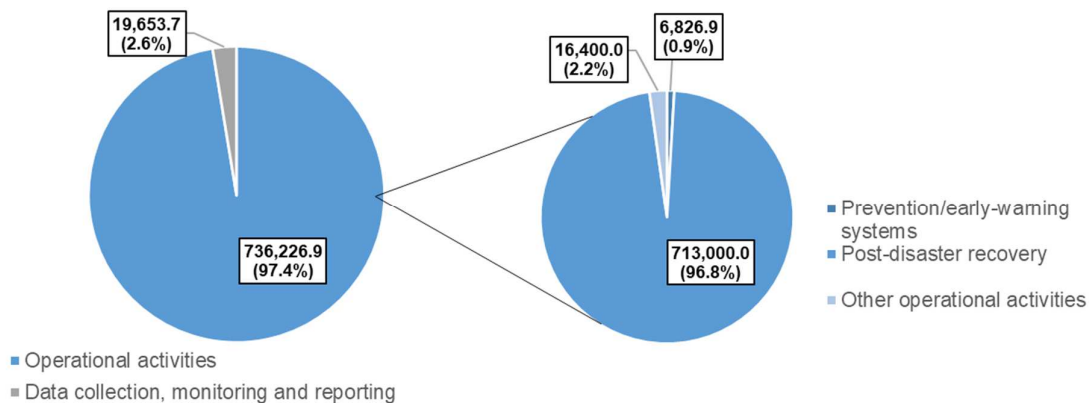
Source: JIU elaboration based on data provided by FAO (2019).

Figure V
WFP resources on disaster risk reduction by Sendai Framework priority (2012–2017)
 (Thousands of United States dollars)



Source: JIU elaboration based on data provided by WFP (2019).

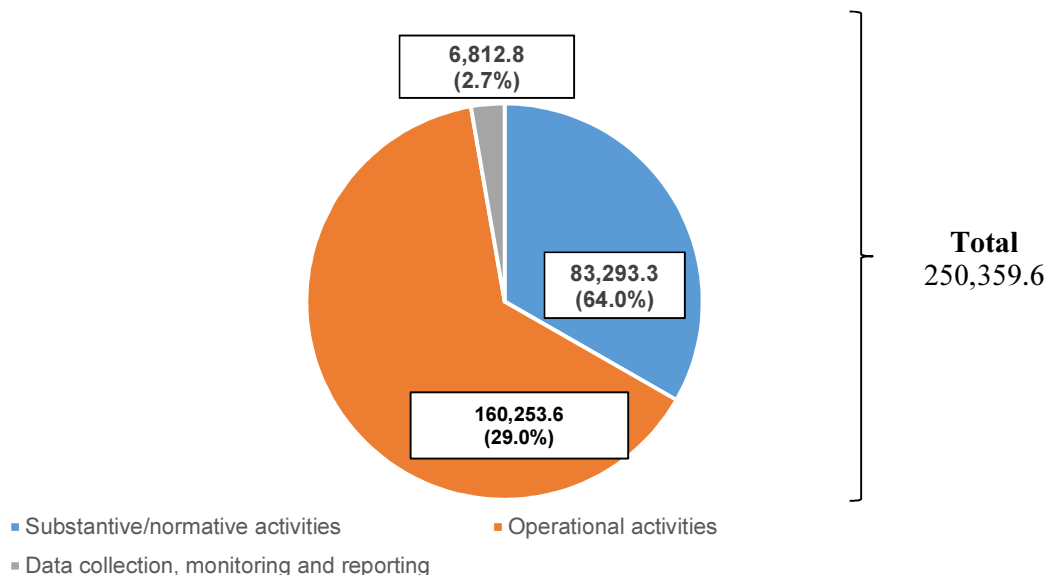
Figure VI
WFP resources on disaster risk reduction by type of activity (2012–2017)
 (Thousands of United States dollars)



Source: JIU elaboration based on data provided by WFP (2019).

Note: WFP reported only on operational activities and data collection, monitoring and reporting.

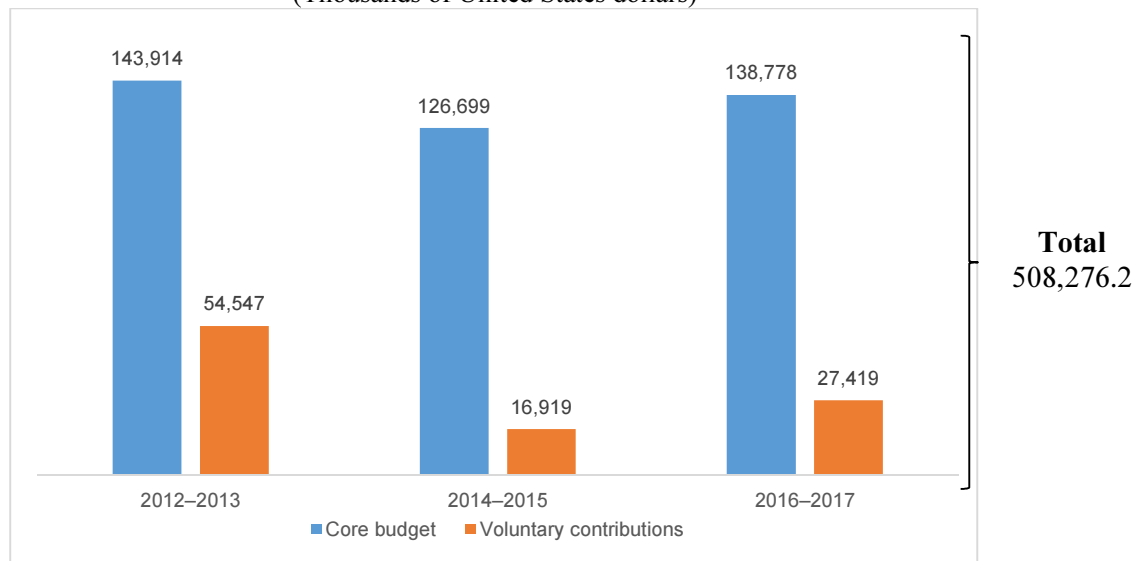
Figure VII
WHO resources on disaster risk reduction by type of activity (2016–2017)
 (Thousands of United States dollars)



Source: JIU elaboration based on data provided by WHO (2019) for the biennium 2016–2017.

Note: WHO data do not include any component of the \$142 million for the implementation and monitoring of the global vaccine action plan, which aims to strengthen service delivery and immunization monitoring in order to achieve the goals of the Decade of Vaccines, nor the more than \$1 billion on technical assistance to enhance surveillance and raise immunization rates to stop the transmission of polio in affected and at-risk areas. In addition, data do not include programmatic areas in which it was estimated that less than 10 per cent of resources were allocated to disaster risk reduction. Thus, the report captures WHO outputs only in cases in which substantial efforts were made on disaster risk reduction (greater than 10 per cent). Many other programmes contribute to health emergencies and disaster risk management, however, resources dedicated to such issues represent a small proportion of the overall programme budget, for example on mental health.

Figure VIII
WMO resources on disaster risk reduction by type of source (2012–2017)
 (Thousands of United States dollars)



Source: JIU elaboration based on data provided by WMO (2019).

Note: WMO has implemented an accountability framework that tracks its activities in relation to its strategic plan as well as disaster risk reduction. This framework also includes accountability through to the national level in the implementation of the WMO country profile database, which tracks specific indices that directly and indirectly relate to disaster risk reduction.

Annex V

Overview of actions to be taken by participating organizations on the recommendations of JIU

		Intended impact		United Nations, its funds and programmes														Specialized agencies and IAEA																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																														
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Legend: L: Recommendation for decision by legislative organ E: Recommendation for action by executive head

☐ : Recommendation does not require action by this organization

Intended impact: a: enhanced transparency and accountability b: dissemination of good/best practices c: enhanced coordination and cooperation d: strengthened coherence and harmonization e: enhanced control and compliance f: enhanced effectiveness g: significant financial savings h: enhanced efficiency i: other.

* As listed in ST/SGB/2015/3.