

***Coherence and mutual reinforcement between  
a post-2015 framework for disaster risk reduction, Sustainable Development Goals and the  
Conference of Parties to the UNFCCC***

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- The world cannot afford to perpetuate a disconnect between disaster risk reduction, sustainable development and climate change. UNISDR continues to lead efforts to promote coherence and mutual reinforcement in three landmark agreements set for 2015: a post-2015 framework for disaster risk reduction, the Sustainable Development Goals and the 21st Session of the Conference of Parties to the UN Framework Convention on Climate Change.
- All three agreements share a common aim of making development sustainable. Strong commitment to ambitious goals and accelerated implementation of these international agreements must be a global priority.
- Given the complementarities between the post-2015 agendas, leveraging the total impact of these instruments creates shared value. Efforts must be deployed to ensure that each of them do not build in “policy risks” or, contradictory policies, that generate more - rather than less - risk in development.
- The purpose of this paper is to provide suggestions for promoting coherence and mutual reinforcement in all three agreements through political recognition, monitoring and reporting and supporting partnerships for national and local action. It is primarily intended for negotiators in the three agreements and for government ministries and partners interested in promoting harmonized approaches to action.

***Evidence in support of coherence and mutual reinforcement***

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- Managing disaster risk enables countries and communities to sustain their socio-economic development; it saves lives, potentially reduces economic losses and unleashes opportunities.
- The evidence of disaster risk reduction in sustainable development and climate change adaptation is well established through the IPCC Special Report on Extreme Events (SREX 2011), three successive Global Assessment Reports for Disaster Risk Reduction (GAR 2009,2011,2013), and a growing literature and practice in disaster risk reduction.
- Most recently, in March 2014, the Working Group 2 contribution to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change assessed a wide variety of approaches for managing risks and building resilience. It presented the following findings on the principles of adaptation:
  - *From individuals to governments, actors across scales and regions have complementary roles in enabling adaptation planning and implementation, for example through increasing awareness*

*of climate change risks, learning from experience with climate variability, and achieving synergies with disaster risk reduction.*

- *Local government and the private sector are increasingly recognized as critical to progress in adaptation, given their roles in scaling up adaptation of communities and households and in managing risk information and financing..*
- *National governments can coordinate adaptation by local and subnational governments, creating legal frameworks, protecting vulnerable groups, and providing information, policy frameworks, and financial support.*
- *Public action can influence the degree to which private parties undertake adaptation actions.*
- *In many cases, a first step towards adaptation to future climate change is reducing vulnerability and exposure to present climate through low-regrets measures and actions emphasizing co-benefits;*
- *Adaptation can generate larger benefits when connected with development activities and disaster risk reduction.*

### **Sustainable Development Goals**

- The policy foundations for coherence and mutual reinforcement are well established in that the outcomes of the Rio+20 Conference in 2012 was explicit that disaster risk reduction is integral for achieving sustainable development
- Countries called for “appropriate and effective measures, taking into account the three dimensions of sustainable development, including through strengthening coordination and cooperation to reduce exposure to risk for the protection of people, and infrastructure and other national assets, from the impact of disasters, in line with the *Hyogo Framework for Action* and any post-2015 framework for disaster risk reduction” (A/RES/66/288).
- The outcome of the Rio+20 Conference called for disaster risk reduction to be addressed with a renewed sense of urgency in the context of the sustainable development and poverty eradication, and to be integrated into policies, plans programmes and budgets at all levels. Furthermore, it called for more comprehensive strategies that integrate disaster risk reduction and climate change adaptation considerations into public and private investment, decision-making and planning. The UN General Assembly also strongly encouraged appropriate consideration to disaster risk reduction and the building of resilience to disasters within the post-2015 development agenda.
- Another key outcome of Rio+20 was the agreement by Member States to launch a process to develop a set of Sustainable Development Goals (SDGs) and the creation of an inter-governmental Open Working Group, that will submit a report to the 68th session of the General Assembly, in 2015, containing a proposal for sustainable development goals for consideration and appropriate action (A/RES/66/288).
- Disaster risk reduction was selected as one of the focus areas for the work of the OWG and was discussed at the 7<sup>th</sup> session of the OWG in January. Since then, Member States have demonstrated clear expectations and desire for disaster risk reduction to be further strengthened across various focus areas at the target level.

#### *Upcoming Milestones for the post 2015 Development Agenda and the SDG's*

- May 5 – 9, 2014: OWG Consultations based on revised focus area document
- June 15 – 20, 2014: OWG Consultations on SDGs and targets and production of refined SDGs and targets
- July 14 – 18, 2014: OWG Consultations on SDGs and targets and agreement and adoption of report on SDGs and targets
- September 2014: OWG report will be submitted to the UN General Assembly for Member States consideration

#### ***UN Framework Convention on Climate Change***

- The policy foundations for coherence and mutual reinforcement are well established in various decisions of the UNFCCC which are explicit in regards to the importance of disaster risk reduction and the *Hyogo Framework for Action*.
- The Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) was established to develop a protocol, another legal instrument or an agreed outcome with legal force under the Convention to be adopted at the 21st session of the Conference of the Parties (COP) in 2015 and for it to come into effect and be implemented from 2020.
- The same decision specifically addressed enhanced action on adaptation based on the Cancun Adaptation Framework which called for “enhancing climate change related disaster risk reduction strategies, taking into consideration the *Hyogo Framework for Action*, where appropriate, early warning systems, risk assessment and management, and sharing and transfer mechanisms such as insurance, at the local, national, sub-regional and regional levels, as appropriate;”
- Inputs to the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) session from 10 to 14 March 2014 in Bonn, Germany sought to address questions such as how to consider the collective level of ambition for adaptation. Proposals as to how global goals could be expressed include the notion of a global goal for adaptation and suggestions to give expression to the relationship between mitigation and adaptation.

#### *Upcoming Milestones for the UNFCCC*

- June 4-15, 2014. Bonn Climate Change Conference - 3rd session of the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP)
- December 1 -12, 2014 UNFCCC COP 20/CMP 10 - Twentieth session of the Conference of the Parties and the tenth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol, Lima, Peru
- November 30- December 11, 2015 UNFCCC COP 21/ CMP 11 - Twenty-first session of the Conference of the Parties and the eleventh session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol, Paris, France

#### ***Post-2015 Framework for Disaster Risk Reduction***

- The policy foundations for coherence and mutual reinforcement are well established in various decisions of the UNFCCC which are explicit in regards to the importance of disaster risk reduction and

the *Hyogo Framework for Action: Building the Resilience of Nations and Communities to disaster 2005-2015*.

- The first strategic goal of the *Hyogo Framework for Action*, is the integration of disaster risk reduction into sustainable development policies and planning. The importance that disaster risks related to climate variability and climate change, are addressed in sector development planning and programmes as well as in post-disaster situations.
- The United Nations General Assembly by Resolution A/RES/66/199 requested the UNISDR to facilitate the development of a “post-2015 framework for disaster risk reduction.” The UN General Assembly (A/RES/68/211) decided that the Third UN World Conference, to be held in Sendai, Japan from 14-18 March, 2015 will result in a concise, focused, forward-looking and action-oriented outcome document and will, among other objectives, adopt a post-2015 framework for disaster risk reduction; identify modalities of cooperation based on commitments to implementation and determine modalities for periodic review. The UN General Assembly also strongly encourages promoting a complementary and coherent approach to the relationship between the post-2015 framework for disaster risk reduction and the post-2015 development agenda.
- The post-2015 framework for disaster risk reduction is in a strong position to introduce the necessary changes to enhance current risk management practices in development planning and investment. It therefore needs to be conceived and recognised as a guiding tool for supporting the successful implementation of the future sustainable development goals and the climate change agreement. Taken from this perspective, the post-2015 framework for disaster risk reduction cannot be considered as a stand-alone, technical and sector specific agreement. Consultations to date have consistently reinforced the need to secure interlinked and mutually supportive implementation.
- Decisions taken in sectoral plans and practice can play a critical role in the reduction of existing risk and preventing the accumulation of new risk. Engagement of sectoral decision makers in the consultations towards the post-2015 framework for disaster risk reduction (particularly those working on issues of poverty reduction, economic growth, infrastructure, agriculture, water, health, human settlements and environment) have strengthened the commitment to mutual reinforcement and coherence in the three international agendas.

*Upcoming Milestones for the development of a post 2015 framework for disaster risk reduction*

- May 13-16, 2014: 5th Africa Regional Platform for Disaster Risk Reduction (Abuja, Nigeria)
- May 27-29, 2014: Regional Platform for Disaster Risk Reduction in the Americas - IV Session (Guayaquil, Ecuador)
- June 10-12, 2014: 2nd Arab Conference on Disaster Risk Reduction (Sharm El-Sheikh, Egypt)
- June 2-4, 2014: 2014 Pacific Platform for Disaster Risk Management (Suva, Fiji)
- June 23-26, 2014: The 6th Asian Ministerial Conference on Disaster Risk Reduction (Bangkok, Thailand)
- July 8, 2014: European Ministerial Meeting on Disaster Risk Reduction (Milan, Italy)
- July 14-15, 2014: Intergovernmental Preparatory Committee (PrepCom) Geneva , Switzerland)
- October 6-8, 2014: 5th Annual meeting of the European Forum for Disaster Risk Reduction (Madrid, Spain)
- November 17-18, 2014: Intergovernmental Preparatory Committee (PrepCom) Geneva , Switzerland)

## Strategies for promoting coherence and mutual reinforcement

The above decisions have helped to ensure that successive international agreements build on existing policies and mechanisms and decades of accumulated experience in disaster risk reduction. They confirm that disaster risk reduction can be “hardwired” into decisions and monitoring mechanisms of multiple international agreements.

As negotiations towards the Sustainable Development Goals, the 21st Conference of Parties to the UNFCCC and a post-2015 framework for disaster risk reduction proceed, the following opportunities may be considered:

### ***Establish political recognition for coherence and mutual reinforcement***

- **Seek explicit reference to a post-2015 framework for disaster risk reduction, as the international instrument to build disaster resilience**, in Sustainable Development Goals and climate change agreements and the decisions taken through the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP). Build on the existing language in the Cancun Adaptation Framework and in the outcomes of Rio+20, “The Future We Want”.
- **Seek explicit reference to the importance of promoting coherence and mutual reinforcement in national policies and implementation.** The Rio+20 outcomes explicitly recognize the importance of strengthening coherence, coordination and avoiding duplication of efforts.
- **Mobilize voluntary commitments that yield multiple benefits and cross-reference sustainable development, disaster risk reduction and climate change adaptation.** UN General Assembly Resolution 68/211 invited voluntary commitments by all stakeholders and their networks to implement the *Hyogo Framework for Action* as well as to support the development of the post-2015 framework for disaster risk reduction. Stakeholders from government, private sector and civil society are encouraged to identify targeted deliverables and articulate the multiple benefits of their voluntary commitments.
  - In support of this, UNISDR continues to provide technical support to Member States through existing mechanisms such as the TST (for OWG) and the IAG, and through the preparation of background papers and issues briefs. Briefs are based on evidence from the HFA Monitor, the Global Assessment Report, good practices made available through *Preventionweb* and consultation with diverse stakeholders.

### ***Link mechanisms for monitoring and reporting***

- **Align targets and indicators across agreements.** Allow for a systematic monitoring of the contribution of disaster risk reduction to sustainable development through agreeing to disaster risk reduction-related indicators across the focus areas in the SDG’s. Multi-stakeholder dialogues to evaluate the existing indicators in the HFA Monitor are already providing insights into the feasibility of five families of indicators that are outcome-focused and mutually reinforcing.
- **Call for harmonized national reporting systems.** To reduce the burden to countries reporting on international agendas, encourage harmonization in the design of the new generation of HFA reporting tools, national reports to the UNFCCC, and the SDG reporting mechanisms. These should

be complemented by commitments to measure risk systematically and strengthen existing national and global risk monitoring systems.

- **Seek a synchronized and harmonized review process.** Reinforce the value of coherence and mutual reinforcement by calling for formal review of the post2015 framework for disaster risk reduction by the High Level Political Forum (HLPF) through the periodic meetings held under the auspices of the UN General Assembly and the ECOSOC.
  - In support of this, UNISDR is engaging national governments, technical institutions and partners in the review of existing indicators and technical and strategic development of a new family of indicators. UNISDR is also reporting on progress in advancing the mutually reinforcing aspects of disaster risk reduction in annual reports to the UN General Assembly.

### ***Promote cooperation in implementation***

- **Encourage partnerships that engage the private sector and local governments.** Partnership with the private sector will be indispensable as 70-85% of total investment is decided by private business and largely determines, for example, how much risk is accumulated. Similarly, local governments are recognizing the pivotal role they play in building resilience and are actively seeking partnerships to support implementation.
- **Ensure that risk information is accessible.** Encourage national agencies, private sector, scientific and technical institutions, and communities to promote and support open access to risk information to make it understandable and easily available for households, governments and business to make appropriate decisions.
- **Promote principles of participation and inclusive governance and enable clear mechanisms for coordination** by removing barriers to cooperation, promoting inclusive approaches to planning and implementation and clearly delineating roles and responsibilities.
- **Encourage mutually reinforcing programmes and partnerships.** Many cross-sectoral partnership and planning processes are already underway. The Pacific Islands and Europe, for example have advanced regional strategies that integrate disaster risk reduction, climate change adaptation and development. The UN Plan of Action on Disaster Risk Reduction for Resilience promotes mutually reinforcing approaches at the national level.
  - In support of this, UNISDR leads the development of multi-stakeholder partnerships for implementation, such as the Worldwide Safe Schools Initiative. UNISDR promotes partnerships to be launched at the Third International Conference on Small Island Developing States, and at the 2014 Climate Summit hosted by the UN Secretary-General, which features multi-stakeholder commitments to accelerated action. UNISDR also builds capacities of diverse stakeholders at the national level to mainstream disaster risk reduction and climate change adaptation into development planning.