

Progress Report on the Implementation of the UN Plan of Action on DRR for Resilience

Executive Summary

July 2021

COVID-19 has demonstrated that risk is inter-connected and cascades across sectors. Disaster risk reduction (DRR) as stated in the Sendai Framework for Disaster Risk Reduction (Sendai Framework) is crucial to sustain development gains and to reduce humanitarian needs. Current COVID-19 response and recovery efforts provide an opportunity for a fundamental shift in how we approach development, notably by incorporating risk considerations into the heart of development planning to protect lives and livelihoods; and to secure progress towards the Sustainable Development Goals (SDGs).

The quality of support provided by the UN system and other partners over the coming years is critical to assist UN Member States in their efforts to accelerate progress towards attaining the SDGs and risk-informed development planning. The “UN Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk informed and Integrated Approach to Sustainable Development” (UN Plan of Action), adopted by the UN Chief Executives Board for Coordination in 2016, is the UN system’s contribution to the implementation of the Sendai Framework, integrating DRR in the UN system’s efforts to support the 2030 Agenda for Sustainable Development (2030 Agenda).

The Progress Report summarizes the collective achievement in 2020 of reporting UN entities¹ under the three Commitments of the UN Plan of Action: 1) strengthen system-wide coherence in support of the Sendai Framework and other agreements, through a risk-informed and integrated approach; 2) build UN system capacity to deliver coordinated, high-quality support to countries on disaster risk reduction; and, 3) to ensure disaster risk reduction remains a strategic priority for UN organizations. The Report presents progress against a Results Based Analytical Framework (hereafter: Results Framework) that identifies eight results, eleven indicators, as well as baselines, sources of information and responsible UN entities for reporting and accountability.

2020 has been marked by the unfolding global crisis due to the COVID-19 pandemic and its socio-economic implications, which is also reflected in the numerous COVID-19-themed reporting by UN Partners. At the same time, these reports show a positive trend towards achieving the targets for the majority of indicators under the above three Commitments of the UN Plan of Action (see Annex 1).

The 2020 Progress Report also contains a special section on integrating DRR in development and humanitarian planning, as the Sendai Framework and the UN Plan of Action cut across humanitarian and development mandates. Current efforts by UN Partners to scale up DRR in humanitarian contexts are highlighted along with several opportunities to advance risk-informed humanitarian and development planning across the UN system.

Furthermore, the Report also provides an overview of the operationalization of the nine recommendations endorsed by the 2020 meeting of the UN Senior Leadership Group (SLG) on DRR for

¹ Total of 26 UN entities reported in 2021 on the progress made from 1 January to 31 December 2020: CTBTO, FAO, ICAO, ILO, ITU, UNDCO, UNDP, UNDRR, UNECE, UNEP, UN-ESCAP, UNESCO, UNFPA, UN-Habitat, UNICEF, UNIDO, UN OCHA, UNOHRLLS, UNOOSA/UNSPIDER, UNU, UNV, UN Women, UPU, WFP, WHO, WMO.

Resilience to advance the implementation of the UN Plan of Action, which was supported by the UN DRR Focal Points Group. Finally, conclusions and recommendations highlight main achievements and areas of special attention which have informed the development of the 2021 UN SLG recommendations.

Progress on the Implementation of the UN Plan of Action Commitments

Commitment 1: Strengthen system-wide coherence in support of the Sendai Framework and other agreements, through a risk-informed and integrated approach

In 2020, UN partners demonstrated a multitude of efforts to enhance system-wide coherence via a risk-informed and integrated approach. Reporting suggests that UN system policies, guidelines and inter-agency initiatives supporting the implementation of the 2030 Agenda are progressing towards becoming risk-informed and aligned with the Sendai Framework. The Report reveals a positive trend in the support provided by UN Partners to the application of relevant UN system-wide policies and DRR-related inter-agency initiatives, thus fostering linkages between the Sendai Framework and other international frameworks. UN Partners further developed several risk-informed guidelines in 2020 many of which specifically focused on COVID-19 response/recovery efforts. At the same time, the Report underlines that further work needs to be done to implement UN system-wide policies, guidelines and inter-agency initiatives at the national level.

There is a positive trend of Programme Country Governments (PCGs) using common DRR-related indicators as a result of the UN system's growing support in reporting on the implementation of the Sendai Framework and ensuring coherence with monitoring frameworks of the 2030 Agenda.

Commitment 2: Build UN system capacity to deliver coordinated, high-quality support to countries on disaster risk reduction

The Progress Report indicates a growing capacity of the UN system to deliver coordinated, high-quality support on disaster risk reduction to countries, in addition to responding to the COVID-19 pandemic.

In 2020, UN Partners continued their support to countries to integrate disaster and climate resilience into national, sectoral and local development strategies and plans and national and local DRR strategies, which resulted in an increased number of countries that developed or updated their national and/or local DRR strategies. An increased share of national DRR strategies supported by UN Partners have a greater focus on multi-hazard and transboundary hazards as opposed to on single hazards, and embrace a coherent approach by incorporating climate change adaptation (CCA) alongside DRR. Findings also indicate that approximately half of the countries assisted by the UN system in 2020 to develop risk-informed development strategies at national and sub-national level were Least Developed Countries (LDCs) and Small Island Developing States (SIDS).

The Report indicates that UN Partners increased support to countries through global early warning mechanisms (covering a total of 151 PCGs), including through COVID-19-related global early warnings. Support with regard to global and regional early warning systems focused on multiple hazards, notably on natural, industrial and biological hazards with health being the most supported hazard type, as the WHO Declaration of a Public Health Emergency of International Concern for the COVID-19 pandemic was extended to all PCGs. National early warning systems were supported by UN Partners in more than half

of the PCGs, while less than half of these countries received assistance in relation to regional early warning systems.

In addition, a total of 151 PCGs were supported in developing national preparedness frameworks prioritizing early and anticipatory approaches, including for COVID-19. Similarly, all PCGs received assistance to develop and implement recovery and reconstruction frameworks, almost half of which incorporated DRR and/or Build Back Better elements. Food security, agriculture, resiliency support, asset creation, gender integration, social protection, and COVID-19 were the most featured aspects. Countries were further supported to conduct Post Disaster Needs Assessments and a significant share of the recovery and reconstruction frameworks focused on COVID-19 recovery. At the same time, the Report concludes that further work is needed to advance county level implementation of global policies and guidelines.

A positive trend is visible in relation to risk and climate information guiding UN Sustainable Development Cooperation Frameworks (CF), as all 24 countries that signed CFs in 2020 include climate and disaster risk consideration in the CF Results Frameworks. The Report proposes different aspects to further enhance disaster and climate risk considerations in Cooperation Frameworks: (1) Develop criteria that will facilitate the assessment whether CCAs and CFs are disaster and climate risk informed; (2) Ensure that disaster and climate risk is considered in multi-dimensional risk assessment using the SDG framework to ensure that all aspects of risk are considered in decision making so that CFs are risk informed; and (3) Continue capacity development efforts around disaster and climate risk.

Commitment 3: Disaster Risk Reduction remains a Strategic Priority for UN organizations

Despite findings showing some progress regarding disaster risk reduction being a priority for the UN system, more efforts need to be undertaken to achieve the UN Plan of Action's third Commitment targets. Reporting indicates an increase in the number of UN Partners incorporating disaster and climate risk and resilience-building-related indicators in their monitoring and evaluation systems. As a number of UN Partners will develop new Strategic Frameworks in 2021, this will provide further opportunities to enhance DRR as a priority and to ensure that the UN system's contribution to sustainable development is risk-informed.

Based on the progress report, 22 UN partners allocated human resources to increase the level of commitment to DRR and support the implementation of the Sendai Framework.

In 2020, the commitment to DRR as a strategic priority for UN partners was also expressed through a number of social media campaigns and flagship publications. The majority of the campaigns were related to raising awareness around the International Day for DRR and the World Tsunami Awareness Day. Both days focused on risk governance and the importance of Sendai Framework target E, which calls for the development of national and local DRR strategies. An increase in social media campaigns can be noted in 2020, which correlates with the increase in use of digital media in the context of COVID-19. This was also reflected in an increase in the number of webinars and other virtual events supported by UN Partners.

Integrating DRR in development and humanitarian planning

In 2020, UN Partners undertook multiple initiatives to risk-inform humanitarian action and strengthen humanitarian/development collaboration around DRR, as illustrated in the Report. This included the development of a set of Recommendations and a Checklist on Scaling up DRR in Humanitarian Action. Piloting of the Checklist in three countries facilitated risk-informed humanitarian planning and programming in the Humanitarian Programme Cycle (HPC). UN Partners, donors and other humanitarian actors/partners contributed to its further roll-out and application.

A global review of DRR and risk considerations in 2021 Humanitarian Needs Overviews (HNO) and Humanitarian Response Plans (HRP) identified gaps and put forward several recommendations to accelerate risk-informed humanitarian action: (1) Enhanced availability of and access to risk information along with stronger collaboration between humanitarian, DRR and development actors in the context of risk analysis and planning would contribute to reducing risks and overall humanitarian needs; (2) Additional capacity is needed to scale up DRR in humanitarian action – including at global, regional and country levels, to inform more concrete proposals on how capacity can be strengthened, a mapping of existing capacities within the UN and among a broader set of humanitarian partners could help identify gaps and put forward proposals on how to address them; (3) UN Country Teams (UNCTs)/HCTs need support to enhance their understanding of risk in humanitarian contexts and to scale up DRR throughout the stages of the HPC. This support could help UNCT/HCTs better understand systemic and interconnected risks and linkages between the drivers of conflict (in crisis settings) and variables associated with multi-hazards.

Operationalization of the 2020 UN Senior Leadership Group Recommendations

The UN SLG entrusted the UN DRR Focal Points Group with the operationalization of the 2020 UN SLG recommendations. Highlights include the development of the study “Beyond vulnerability to gender equality and women’s empowerment and leadership in disaster risk reduction: critical actions for the United Nations system”, which was supported by 25 UN entities; as well as the “Review of lessons from UN Coordination mechanisms on the management of COVID-19: strengthening the UN system approach to reducing risk and building resilience to a broad range of hazards” also prepared as an inter-agency effort.

With regard to the recommendations that provided guidance on how to mainstream DRR in the context of the COVID-19 pandemic, UN Partners provided multiple examples of their support to national and local DRR institutions to effectively coordinate response. Another example of how UN SLG recommendations were followed up is the roll-out of the Guidance Note on Integrating DRR and CCA in the UN Sustainable Development Cooperation Framework, which included the development of a training package, a training of trainers engaging 21 UN entities and Resident Coordinator Offices (RCO)/UNCTs from more than ten countries, and capacity building of more than ten Resident Coordinators (RCs)/UNCTs. These activities have been strongly supported by Issue-Based Coalitions (IBCs).

Gender-responsive DRR



While it was not possible to undertake a comprehensive analysis of gender responsiveness in the framework of this Progress Report due to reporting gaps, numerous efforts by UN Partners have been reported on gender-responsive DRR action. Examples include: the implementation of gender-responsive DRR policies, guidelines, initiatives; gender integrated as a crosscutting issue in preparedness frameworks, early warning systems and Post-Disaster Needs Assessments (PDNAs)/COVID-19 Recovery Needs Assessments (CRNAs). The study on gender equality and women's empowerment and leadership in disaster risk reduction, referenced above, provides concrete guidance to the UN system to strengthen these efforts.

Reflections on DRR in the context of the COVID-19 pandemic

The UN system has reported a wide range of initiatives, plans and programmes to support countries to respond and recover from COVID-19, including to enhance DRR. At the same time, COVID-19 demonstrated major gaps in Member States' and the UN system's efforts to reduce disaster risk. The "Review of lessons from UN Coordination mechanisms on the management of COVID-19: strengthening the UN system approach to reducing risk and building resilience to a broad range of hazards" indicates that the global operational strategies for health response, humanitarian response and socio-economic response and recovery did not integrate DRR in a systematic or strategic way. There also appears to have been limited understanding and integration of systemic, multi-hazard and multi-dimensional risk in UNCT strategic planning and decision-making.




It is vital that the lessons from the pandemic in terms of prevention, preparedness, risk monitoring and early warning, and risk-informed response and recovery are embedded in the UN's continued support to COVID-19 response and recovery, as well as in UN planning in a post-pandemic world.



Annex 1: Overview on Progress made – UN Plan of Action Results Framework


Commitment 1:					
Indicator	2025 Target	Baseline 2019	Reporting and Progress 2020	Trend	
1.1 Number and implementation of UN system policies, guidelines and inter-agency initiatives that integrate and demonstrate linkages between the Sendai Framework global targets and priorities of action with other international frameworks.	By 2025, at least 50% of UN System policies, guidelines and interagency initiatives that integrate and demonstrate linkages between the Sendai Framework global targets and priorities of action with other international frameworks are applied at the regional, national or sub-national level.	12 policies, 12 guidelines, and 19 interagency initiatives ² . <ul style="list-style-type: none"> - UN partners supported coherence between the Sendai Framework and 69% (9 out of 13) of the UN system baseline policies. - UN partners supported application of 100% (12 out of 12) of the baseline UN system guidelines - UN partners supported Sendai-related activities of 100% (19 out of 19) of the baseline inter-agency initiatives. 	<p><u>Reporting 2020:</u> 13 policies, 18 guidelines, and 20 interagency Initiatives.</p> <p><u>Considering progress in 2019 & 2020:</u></p> <ul style="list-style-type: none"> - UN partners supported the implementation of 93% of UN system-wide policies (13 out of 14 policies: 11 reporting in 2019, 1 newly reported policy in 2020 and 1 new UN system-wide policy in 2020). - UN partners supported application of 86% of guidelines (18 out of 21 guidelines: 9 out of 12 reported in 2019 and 9 new ones developed in 2020). - UN partners supported Sendai Framework-related activities of 100% (20 out of 20³, including 1 new reporting in 2020) of the baseline inter-agency initiatives. 	100% of active initiatives were supported, in addition to a positive trend for the number of UN system-wide policies applied in 2020. The slight decrease in the application of baseline guidelines is accompanied by the development of several new guidelines in 2020. Overall, the indicator shows progress towards the target.	
1.2 Number of common indicators used by countries in their reporting to the Sendai Framework Monitor and other international agreements.	By 2025, 80% of the Programme Country Governments report progress towards the common DRR-indicators.	60% (90 out of 151) of Programme Country Governments (PCGs) reporting to the common DRR-related indicators that are part of the Sendai Framework Monitor and SDG monitoring framework.	68% (102 out of 151) of Programme Country Governments (PCGs) reporting to the common DRR-related indicators that are part of the Sendai Framework Monitor and SDG monitoring framework.	This indicator shows a positive trend: The number of Programme Country Governments reporting on common DRR indicators increased by 12 countries.	

² Note that baseline was updated as follows: Number of initiatives reduced from 21 to 19 (see footnote below) & number of policies reduced from 13 to 12 excluding the Sendai Framework.

³ Inactive initiatives in 2020 include: International Network for Multi-Hazard Early Warning Systems (IN-MHEWS) & Global Action Network for Agriculture Insurance. The Coalition for Disaster Resilient Infrastructure (CDRI) was removed from the baseline list of UN system-wide initiatives because of its inter-governmental nature as well as the Global Framework for Climate Services (GFCS) which no longer has focus countries.

Commitment 2:					
Indicator	2025 Target	Baseline 2019	Reporting and Progress 2020	Trend	
2.1.a Number of countries supported by UN Partners to disaster and climate risk-inform cross-sectoral development strategies/plans at national, sub-national and/or sectoral level.	Between 2019 and 2025, at least 20 countries have been supported to develop or update risk-informed cross-sectoral or sectoral development strategies/plans each year	105 countries were supported to risk-inform cross-sectoral strategies/ plans; 76 countries were supported to risk-inform sectoral strategies/ plans.	In 2020, 95 countries were supported to risk-inform cross-sectoral strategies/plans. This includes 24 new countries compared to 2019, thus the cumulative number of countries supported is 129 (105 in 2019 plus additional 24 in 2020). In 2020, 37 countries were supported to risk-inform sectoral strategies/plans, thus the cumulative number of countries supported on sectoral strategies/plans is 93 (76 in 2019; 17 additional in 2020).	While the total number of countries is less compared to the baseline, the percentage of countries supported to risk-inform cross-sectoral strategies within national strategies is 7% higher than the 2019 baseline. The trend therefore can be considered positive towards achieving the set target.	
2.1.b Number of countries that developed/ updated with support from UN Partners their national and/or local DRR strategies and plans aligned to the Sendai Framework.	By 2025, all Programme Country Governments have been supported to develop National DRR Strategies in line with Target E of the Sendai Framework	33% (50 out of 151) of programme countries were supported to develop National DRR Strategies in line with Target E of the Sendai Framework	56% (85 out of 151) of programme countries were supported to develop National DRR Strategies aligned with Target E of the Sendai Framework in 2020. 52 new countries were supported compared to the 2019 baseline. A total of 102 countries have been supported by 2020 (68% out of 151).	The cumulative total number of countries supported is 102 by 2020. Therefore, it can be considered this indicator shows moderate progress against the set target.	
2.2.a UN system organizations and UNCTs have expertise or access to expertise to support countries in strengthening early warning systems	By 2025, the number of countries supported through regional and global Early Warning Systems and Early Warning (support) mechanisms has been maintained or increased.	78 countries were supported through regional and global early warning systems and early warning (support) mechanisms	151 countries were supported through global early warning and 64 through regional early warning (support) mechanisms. All 151 countries have been supported with COVID-19 related global early warning mechanism (Declaration of a Public Health Emergency of International Concern). With reference to regional early warning system support, 3 regional Tsunami WAVE exercises were conducted in 2020.	Taking into account the number of countries supported with global and regional early warning systems, apart from the COVID-19 context, a positive trend against the target is observed on this indicator.	

<p>2.2.b Number of countries with updated frameworks for preparedness and/or early/anticipatory action.</p>	<p>By 2025, the number of countries that have Preparedness Frameworks has increased by at least 10%</p>	<p>In 2019, 55 countries with preparedness frameworks were reported.</p> <p>In 2018, 76 Country Teams implementing the IASC ERP were reported.</p> <p>In 2019, 51 with frameworks for early/anticipatory actions were reported.</p>	<p>151 countries with preparedness frameworks were reported (96 new countries compared to 2019).</p> <p>In 2020, 84 UN Country Teams implementing the IASC ERP.</p> <p>50 countries with frameworks for early/anticipatory actions were reported in 2020. Compared to the 51 countries reported in 2019, 19 new countries were reported, which increases the total number of supported countries to 70.</p>	<p>151 countries supported with preparedness frameworks is related to the fact that all countries received support to COVID-19 National Preparedness Frameworks: COVID-19 strategic preparedness and response. Apart from this, the overall indication points towards progress against the set target.</p>	
<p>2.2.c Percentage of Recovery and Reconstruction Frameworks developed and implemented with UN support which incorporate DRR and/or Build Back Better elements</p>	<p>Out of the total number of countries supported to develop Recovery/Reconstruction Frameworks between 2020 and 2025, the percentage of countries supported to develop Frameworks which include DRR and/or Build Back Better (BBB) elements has increased by at least 10% compared to the 2020 baseline percentage</p>	<p>NA</p>	<p>2020 Baseline: 77 countries reported DRR and/or Build Back Better (BBB) elements incorporation in Recovery and Reconstruction Frameworks.</p>	<p>NA</p>	<p>NA</p>
<p>2.3 Number of UN Sustainable Development Cooperation Frameworks that have applied climate and risk information</p>	<p>By 2025, at least 50% of the UN Sustainable Development Cooperation Frameworks have applied climate and disaster risk information</p>	<p>One out of the two countries that signed the Cooperation Frameworks in 2019 applied climate and disaster risk information.</p>	<p>All 24 countries that signed the Cooperation Framework in 2020 applied climate and disaster risk information.</p>	<p>A positive trend can be reported for the Cooperation Frameworks. All CFs signed in 2020 include DRR and CCA elements.</p>	

Commitment 3:					
Indicator	2025 Target	Baseline 2019	Reporting and Progress 2020	Trend	
3.1 Number of UN Partners reporting on disaster and climate risk and resilience building in their monitoring and evaluation systems.	By 2025, all UN Partners include disaster and climate risk and resilience-building indicators in their monitoring and evaluation systems, and have business continuity plans that are frequently revised	30% (15 out of 50) UN Partners reported having disaster and climate risk and resilience indicators in their monitoring and evaluation systems. 26% (13 out of 50) UN Partners reported having Business Continuity Plans (BCP) (frequency of revision not known).	34% (17 out of 50) of UN Partners reported having disaster and climate risk and resilience indicators in their monitoring and evaluation systems in 2020. Considering data from the 2019 and 2020 reporting, 38% (19 out of 50) UN Partners reported having disaster / climate risk and resilience indicators in their monitoring and evaluation systems: 15 in 2019 and 4 new reported in 2020. 30% (15 out of 50) of UN Partners reported in 2020 having Business Continuity Plans (BCP). Considering data from the 2019 and 2020 reporting, 42% of UN Partners (21 out of 50 UN Partners: 13 in 2019; 8 new in 2020) reported having BCP.	The results show a slight increase compared to 2020. More efforts need to be undertaken to achieve the set target.	
3.2 Number of UN system staff that support disaster risk reduction activities.	By 2025, the number of UN staff that support risk reduction activities has remained the same or increased.	NA	2020 Baseline: 3567 UN staff members from 22 UN Partners support risk reduction activities. In addition, 263 UNVs (national and international) move DRR, resilience building and/or climate change adaptation activities forward.	Note: This number does not provide the full picture as it reflects for most UN entities a limited number of national level staff supporting DRR, CCA and resilience building activities.	NA
3.3 Number of UN Partners publishing flagship publications and corporate social media campaigns addressing DRR	By 2025, the number of UN Partners producing flagship publications and media campaigns addressing DRR has increased.	20 UN Partners produced flagship publications related to DRR. 15 UN Partners published social media campaigns related to DRR in the same year.	Considering data from 2019 and 2020, 22 UN Partners produced flagship publications related to DRR (20 UN Partners in 2019 and 19 in 2020 out of which 2 are new). Considering data from 2019 and 2020, 17 UN Partners run social media campaigns related to DRR (15 UN Partners in 2019 and 14 in 2020 out of which 2 are new.)	UN partners were equally active in terms of promoting DRR through social media campaigns and producing flagship reports. A lot of guidance notes, that have not been counted under this were produced related to COVID-19.	