



SUPPORT FOR THE IMPLEMENTATION OF THE SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION 2015 -2030

**Technical guidance note to UNOPS
regions, country offices, clusters
and project teams**

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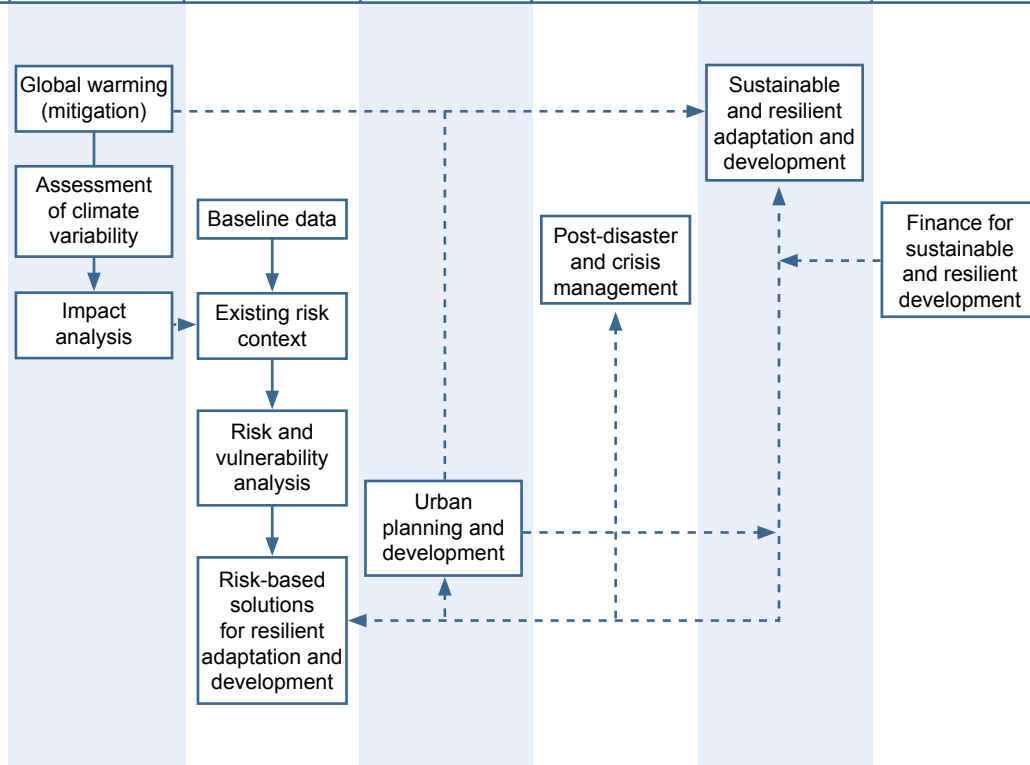
Through our DRR4R strategy and technical guidance note we have positioned ourselves for proactively supporting the implementation of the Sendai Framework for Disaster Risk Reduction (SFDRR) and global SDG efforts to build sustainable and resilient economies, in the face of a rising tide of risk and vulnerability”

**Grete Faremo, Under-Secretary-General
and UNOPS Executive Director**

STRATEGIC ALIGNMENTS

A strong call was made at the Third World Conference for Disaster Risk Reduction (WCDRR) in March 2015 for greater coherence between existing and future global frameworks associated with Disaster Risk Reduction (DRR), climate change, the sustainable development goals (SDGs), Habitat III and the Humanitarian Summit. The graphic below shows a simplified way to make these linkages. One challenge to achieving coherence is that a number of these frameworks have been institutionalized within separate agencies (as shown below), which makes it more difficult to ensure full and sustained inter-agency collaboration.

Area	Climate change	Resilience and disaster response	Housing and sustainable urban development	Humanitarian	Sustainability	Finance
Agency	United Nations Framework Convention on Climate Change	United Nations Office for Disaster Risk Reduction (UNISDR)	UN Habitat	The UN Refugee Agency/ Office for the Coordination of Humanitarian Affairs	Secretary General/ United Nations Development Programme	Department of Economic and Social Affairs
Framework	Conference of Parties	WCDRR/ Global Platform for Disaster Risk Reduction	Habitat III	Humanitarian Summit	SDGs	Financing Sustainable Development
Key goal(s)	<ul style="list-style-type: none"> • Limit average global temperature increases • Strengthen global response to climate change 	<ul style="list-style-type: none"> • Substantial increase of resilience and decrease in losses of lives 	<ul style="list-style-type: none"> • Reinvigorate global commitment to sustainable urbanization • Focus on implementing the “New Urban Agenda” 	<ul style="list-style-type: none"> • Working together to save lives and reduce hardship around the globe 	<ul style="list-style-type: none"> • Develop a set of sustainable development goals 	<ul style="list-style-type: none"> • Assess progress made • Emerging issues • Reinvigorate financing for development follow-up process



PURPOSE

In March 2015, world leaders and key stakeholders gathered in Japan to adopt the Sendai Framework for Disaster Risk Reduction 2015-2030, hereafter referred to as 'SFDRR'. In order to implement this new framework, member states will need sustained, consistent and cohesive external assistance from UN agencies and other key stakeholders including donors and the development banks.

One potential challenge over the next fifteen years is that DRR efforts may continue to be skewed towards strengthening residual risk management systems and towards reactive (and often unsuccessful) attempts to 'build-back-better', at the expense of proactive efforts to build resilience through risk-based development approaches.

UNOPS personnel within the three regions are requesting advice and guidance for engaging with member states on SFDRR implementation. Quite often the advice being sought extends beyond UNOPS core business areas to include general information on understanding the SFDRR and DRR. Based on discussions and the high interest expressed from member states, it is clear that UNOPS front-line services in the regions and in projects can play a critical role in supporting SFDRR implementation.

This guidance note has been designed in response to these requests and aims to create a common and shared understanding of SFDRR and DRR, to provide UNOPS personnel with the knowledge and foundations needed to engage with member states and UN agencies in a consistent manner.

To achieve this objective, this guidance seeks to provide clarifications on:

1. Key DRR terms together with associated functions
2. SFDRR priority action areas and their alignment with DRR functions
3. Potential UNOPS support, in relation to core-business functions

Since every country is unique, this guidance note will focus on high-level strategic issues that can be interpreted and appropriately applied to the specific country, regional or geographical context.

GUIDANCE NOTE STRUCTURE

This guidance note is framed around the four SFDRR priority action areas. A brief introductory description on each of the priorities has been taken directly from the SFDRR framework document. This is complimented by simplified statements to bring clarity where needed, for UNOPS purposes.

This note includes a suggested list of skills and competencies that member states should have in place to implement the SFDRR, as well as suggestions on how UNOPS can assist member states with implementation.

Since needs will vary across UNOPS country offices, the real value-adding contributions from UNOPS will be identified through ongoing dialogue with regional and country teams, as well as with cluster personnel, who may require more specific information related to global DRR policy.

In this context, feedback to the DRR4R team on needs and potential opportunities would be most helpful in enabling the team to focus the type of support provided.

CLARIFYING THE TERMS

For UNOPS to successfully support UN agencies, partners and member countries in implementing SFDRR, our personnel will require a strong understanding of DRR jargon to ensure they can interpret how it relates and applies to core-business functions.

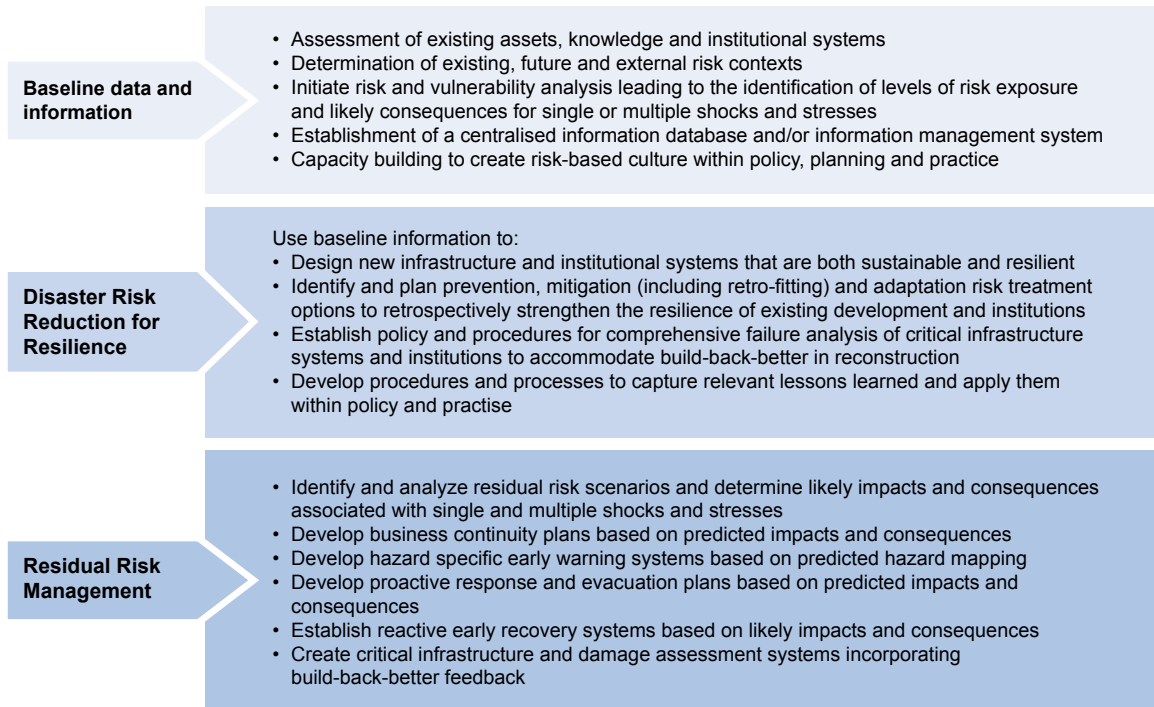
Over the years, DRR has been largely an unregulated discipline, resulting in technical assistance inconsistencies including a broad range of terms that are often confusing, and inconsistently understood and applied. This is a major reason why more has not been achieved on influencing resilience development outcomes.

This section aims to redefine the key terms used in the SFDRR context, for internal purposes, highlighting some of the functions associated with these terms and the links with the four SFDRR priority action areas:

1. **Baseline information:** The collection of baseline data and the analysis of the existing, future and external risk contexts, to identify levels of risk exposure and likely consequences from the impacts of specific shocks and stresses including natural hazards.
2. **DRR4R:** A risk management philosophy to ensure that development is both sustainable and resilient to external shocks and stresses. It seeks to achieve this through three primary resilience strategies.
 - Proactive resilience that adopts risk-based approaches to development and adaptation and utilizes baseline information to carefully plan and deliver new infrastructure and institutional systems.
 - Retrospective resilience that utilizes baseline information to identify risk exposure and potential consequences for existing infrastructure and institutional systems, together with retrofitting and other risk management solutions to strengthen resilience.
 - Reactive resilience underpinned by comprehensive failure analysis to strengthen build-back-better opportunities for post disaster reconstruction.
3. **Residual risk management:** The risk that remains despite resilience efforts to prevent or mitigate the effects of shocks and stresses on critical infrastructure, institutions and people. It involves the establishment and operationalization of early warning, preparedness, response and early recovery systems.

OVERVIEW OF KEY DRR FUNCTIONS

Each element of the DRR system has specific functions which, when collectively implemented, can result in both resilience and residual risk management outcomes. Although the functions may vary from country-to-country, according to the local context, the objectives should be consistent. In many cases, some functions are already being implemented in countries; therefore, the key is to identify where gaps exist and/ or where improvements need to be made.



Understanding the meaning of terms and functions is therefore critical for personnel to be able to draw linkages with UNOPS core-business functions and identify how existing toolkits, capacity development initiatives and other resources might be useful in advancing the DRR4R agenda.

SUSTAINABILITY AND RESILIENCE IN THE UNOPS CONTEXT

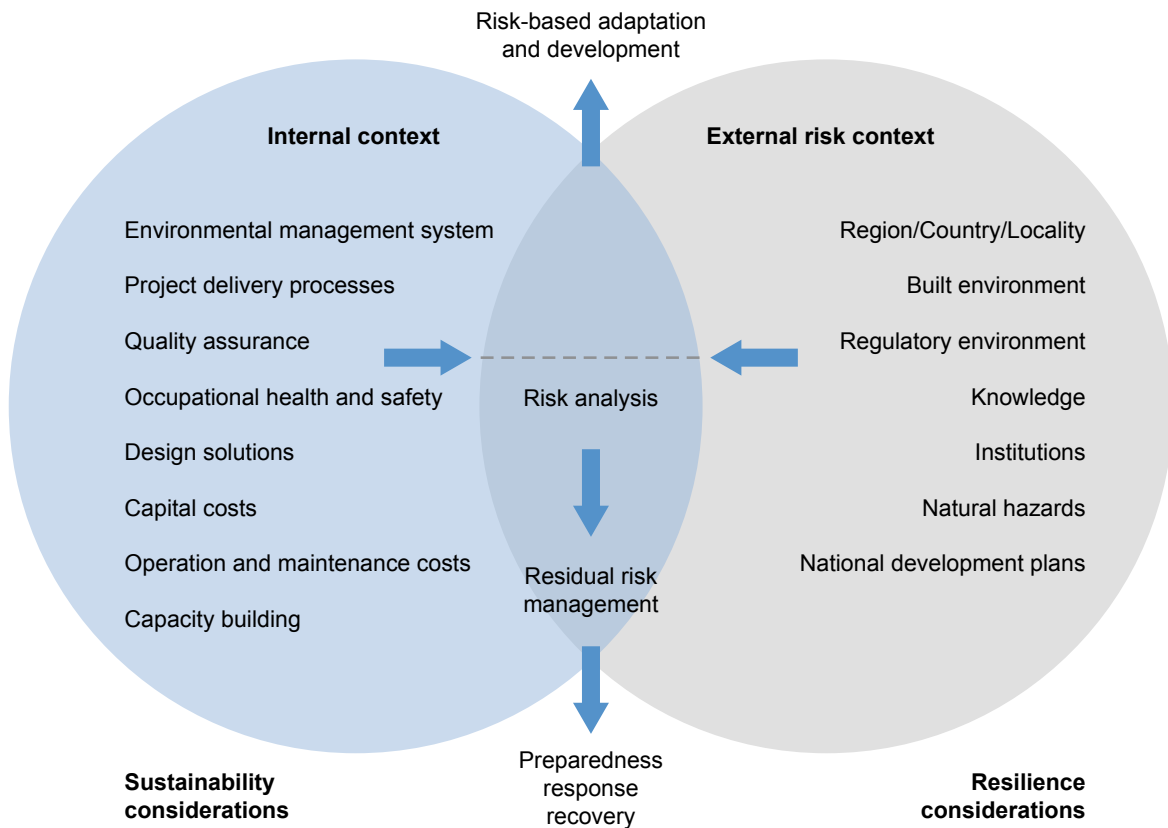
We often speak in terms of sustainability and resilience as if they had the same meaning. In practice, they represent very different outcomes. Quite often, sustainability is used to imply resilience, while in fact this is not always the case.

We suggest that the following understanding of sustainability and resilience be used across UNOPS:

Sustainability: The capacity of a project, product or service to function and continue to interact with the external environment without causing negative impacts. To achieve this, UNOPS monitors and controls the environmental impact of its projects and services using the comprehensive environmental management system. The aim is to minimize any negative impacts from the project on the immediate environment.

Resilience: The capacity of the project, product or service to withstand shocks and other negative influences from the external environment. Resilience is achieved through the analysis of the external risk context. The aim is to establish the impact of the external environment on the project, including risks from natural hazards, in addition to the ongoing or planned activities of other stakeholders.

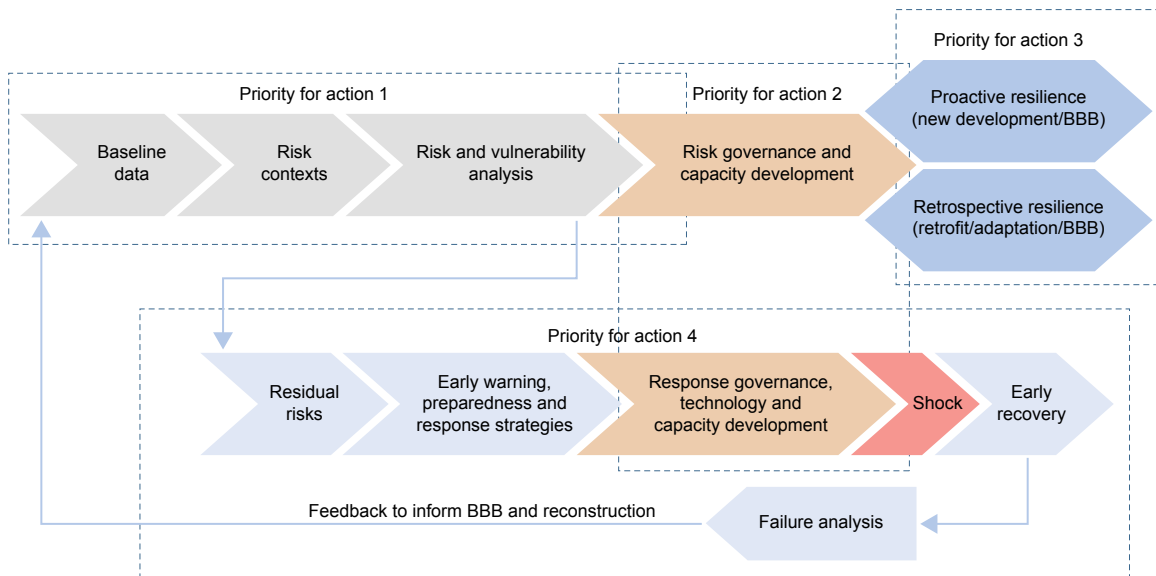
Together, these two concepts provide the basis for risk-based development and the clear identification of residual risk priorities. The graph below illustrates the relation between sustainability and resilience considerations.



THE LINKAGE BETWEEN DRR AND SFDRR PRIORITY ACTIONS

The SFDRR has identified four priority action areas for member states to focus their efforts. It is important that these priorities not be viewed as stand-alone initiatives.

The ultimate aim is to expand on this guidance note by creating ‘How to’ modules to guide the implementation of actions listed under each action area. As an interim arrangement, we have attempted to present the DRR4R linkages in the diagram below under each priority action area. The DRR functions highlighted in the “Clarifying the terms” and “Overview of key DRR functions” sections should align with the actions shown in the graph below.



SFDRR PRIORITY ACTION AREAS¹

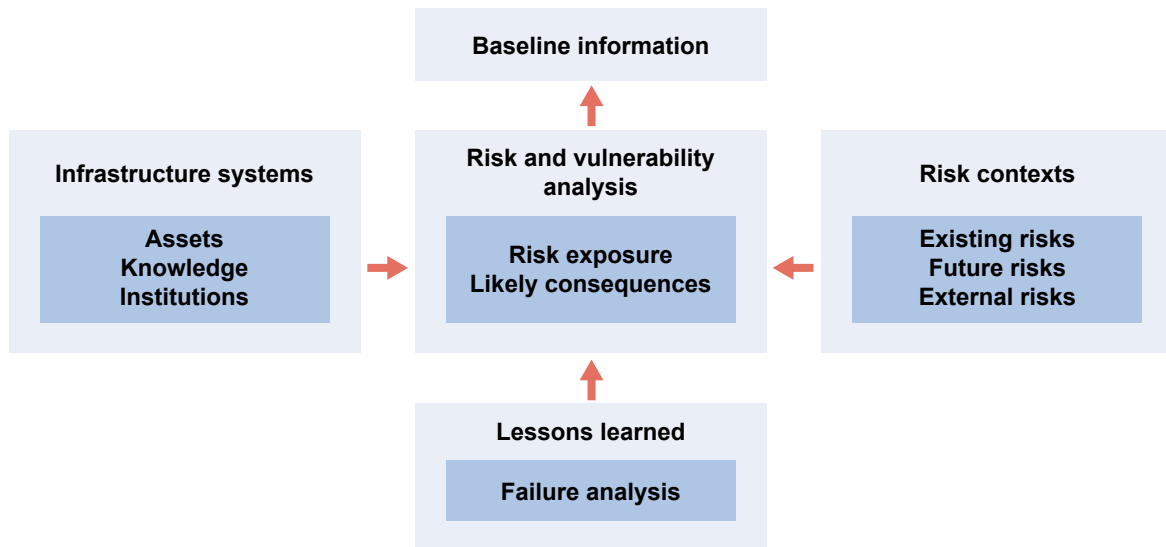
Priority One: Understanding disaster risk

Introduction to SFDRR: Policies and practices for disaster risk management should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity and exposure of persons and assets, hazards characteristics and the environment. Such knowledge can be leveraged for the purpose of pre-disaster risk assessment, prevention and mitigation, as well as for the development and implementation of appropriate preparedness and effective response to disasters.

What this means:

Understanding risk contexts and their effects - Outputs in this area are designed to establish the foundations upon which remedial and long-term resilience planning can be structured and residual risk aspects identified. Key foundation elements include: baseline data on assets, knowledge and institutions; determination of the existing, future and external risk contexts; and the analysis and identification of risk exposure and potential consequences for existing development systems including people, against specific or multiple shocks or stresses.

The key elements of this priority action area are shown in the graphic below:



¹There are strong linkages between the outputs from each priority area and in many cases they represent pre-requisite foundations for each other.

What member states can do:

To implement priority action one, countries should seek to have the following in place:

- the technology and capacity to access global and regional climate change data and the ability to translate this into a national statement with the expected impact of various climate variables, by region and sector;
- the technology and capacity to identify how future risk scenarios interact and potentially change the existing and external risk contexts;
- the technology and capacity to identify and compile baseline information on existing critical infrastructure assets;
- the technology and capacity to upload risk information into a national database so that information is easily accessible, understood, and applied within development policy, planning and practice; and
- the technology and capacity to undertake comprehensive risk and vulnerability analysis at the community level and to identify risk-based adaptation solutions incorporating social and gender inclusiveness.

How UNOPS can help:

In many countries, baseline infrastructure and risk information are scarce. Where such information exists, it is often incomplete and dispersed among various government agencies, academic institutions or private sector organizations. UNOPS is in a strong position to provide cohesion and support in line with this priority through:

- identifying and sourcing risk information to inform risk assessment processes;
- providing guidance for the establishment of baseline information on critical infrastructure systems to inform risk assessments and investment decisions for retro-fitting or upgrading existing infrastructure;
- providing guidance and capacity development to assist countries in understanding the interdependencies of, and assessing vulnerability to, existing critical infrastructure systems using risk assessments and risk information; and
- providing guidance for post disaster processes and conducting failure analysis on critical infrastructure systems to identify lessons learned and guide re-development investment decisions including build-back-better.

Example: World Health Organization (WHO) – Safe Hospitals Initiative

UNOPS has provided technical input for the development of WHO tools since 2012. These include the index and checklist to assess the vulnerabilities of hospitals, promote low-cost/ high-impact mitigation measures, and strengthen emergency preparedness to ensure that hospitals are resilient and function during and after all shock events and stresses.

Priority Two: Strengthening disaster risk governance to manage disaster risk

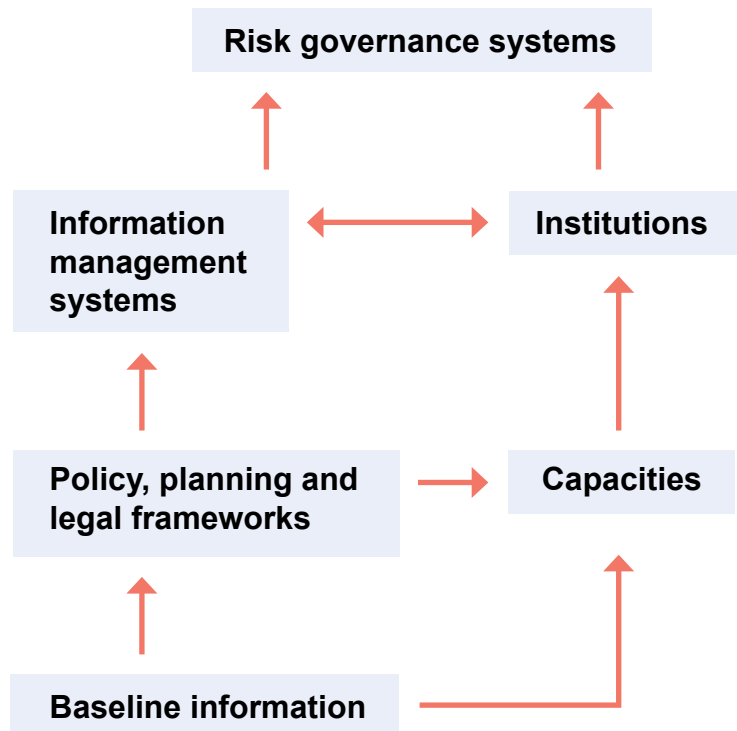
SFDRR Introduction: Disaster risk governance at national, regional and global levels is crucial for the effective and efficient management of disaster risk.

A clear vision, plan, competence, guidance and coordination within and across sectors, including the participation of relevant stakeholders, are needed to strengthen the governance of disaster risk management. This is required to ensure effective prevention, mitigation, preparedness, response and recovery. This, in turn, fosters collaboration and partnership across mechanisms and institutions for the implementation of instruments relevant to disaster risk reduction and sustainable development.

What this means: Strengthening governance, and institutional, legal and policy frameworks to manage existing and future risk scenarios

A clear vision, plan, competence, guidance and coordination within and across sectors, including the participation of relevant stakeholders, are needed to strengthen DRR4R governance. This, in turn, fosters collaboration and partnership across mechanisms and institutions for the implementation of instruments relevant to achieving sustainable and resilient development. Such a system can be effectively applied to the management and oversight of disaster risk reduction for resilience and residual risk management strategies.

The key elements of this priority area are shown in the graphic below:



What member states can do:

To implement priority action two, countries should have the following in place:

- capacity to interpret risk information within policy, planning and legal frameworks;
- institutional and information management systems that maintain appropriate levels of horizontal and vertical cohesion, information sharing and coordination;
- capacity building strategies aligned with the application of DRM/DRR concepts and practices within agency core business work-streams (mainstreaming); and
- enhanced capacity to access risk information to inform policy, planning and practice across all sectors and at the local government and community levels.

How UNOPS can help:

There has been a tendency to establish parallel institutional systems and to treat DRR4R as a separate issue to development. While the thinking gap between the two issues is closing, the action to make it happen is not. This is due in part to poor capacity and in part due to the terminology used by DRR agencies. UNOPS can support countries by providing:

- capacity development in programme, portfolio and project management;
- guidance on strategic planning and investment in infrastructure development;
- guidance on capacity assessments through UNOPS Project Services and the Capacity for Disaster Reduction Initiative (CADRI), to identify gaps in knowledge or institutions which inhibit the ability to manage risk and build resilience.

Example: CADRI Infrastructure Capacity Assessment Tool

CADRI has developed a set of tools to undertake country capacity assessments. A key component is the Infrastructure Capacity Assessment tool, which UNOPS helped develop. Through our understanding of infrastructure as systems, made up of assets, knowledge and institutions, UNOPS was able to support the United Nations Development Programme (UNDP)/CADRI to develop tools to undertake capacity assessments. We were able to focus the assessment tool on the capacity component (knowledge and institutions) of infrastructure systems – an often neglected but important element in developing resilient sustainable infrastructure.

Priority Three: Investing in DRR for resilience

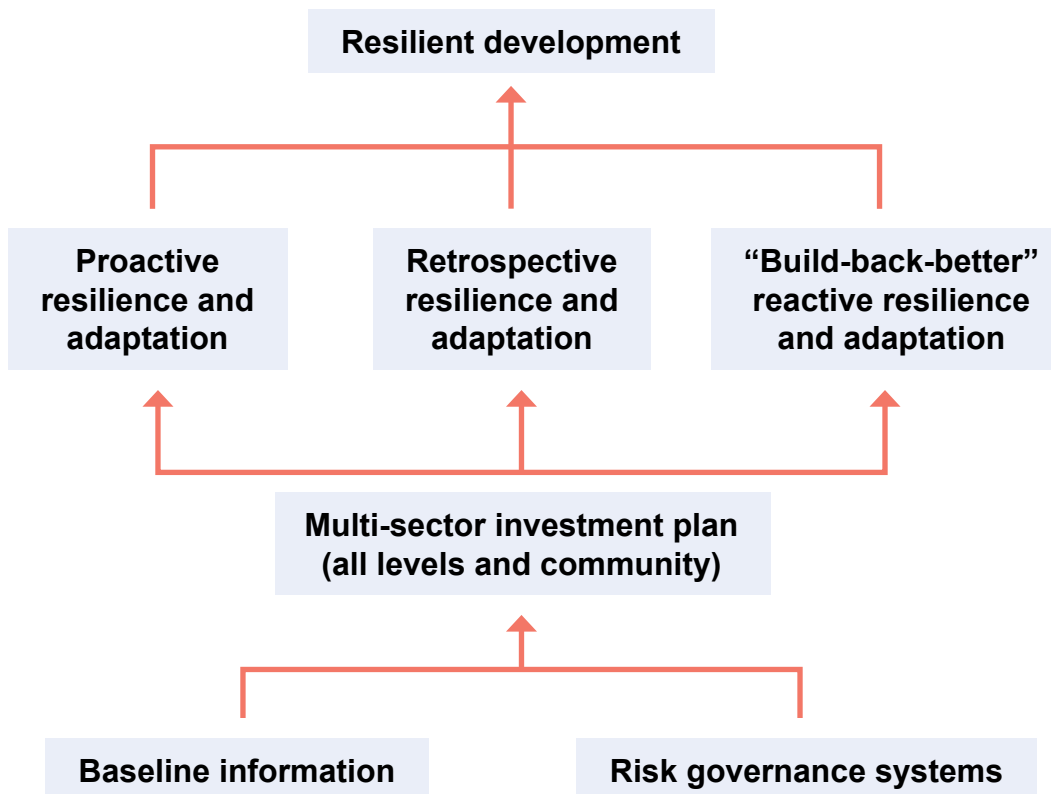
SFDRR Introduction: Public and private investment in disaster risk prevention and reduction, through structural and non-structural measures, are essential for enhancing the economic, social, health and cultural resilience of people, communities, countries and their assets, as well as the environment. These can be drivers of innovation, growth and job creation. Such measures are cost-effective and instrumental in saving lives, preventing and reducing losses, and ensuring effective recovery and rehabilitation.

What this means:

Investing in resilience: Public and private investment for future development initiatives should be planned around sound, risk-based solutions that are multi-sector in nature, sustainable, and resilient in practice.

Note: SFDRR priority area one provides the risk contexts, while priority area two provides the policy and legal frameworks within which resilient development is prioritized, planned, and delivered.

The key elements of this priority area are shown in the graphic below:



What member states can do:

To implement priority action three, countries should seek to have the following in place:

- a national multi-sector investment plan underpinned by thorough risk analysis associated with existing, future and external risk contexts and identified community development solutions;
- risk governance framework including policy guidance on financial investment and risk transfer;
- established funding mechanisms such as trust funds and knowledge of external funding streams;
- a specific focus on addressing community risk and vulnerability including social and gender inclusiveness.

How UNOPS can help:

It is critical for member states to adopt risk-based thinking and practice in developing long-term investment plans that promote and achieve resilience at all levels. UNOPS has experience in providing:

- guidance on investment planning in infrastructure systems development;
- guidance on risk-based design and construction of critical infrastructure systems;
- guidance on mainstreaming DRR4R within development planning and practice;
- guidance on sustainable procurement practices.

Example: Gonaives Hospital, Haiti

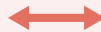
This project provided an excellent opportunity for UNOPS to incorporate both sustainability and resilience considerations into the design by understanding the impact of the facility on the environment and the impacts from the environment that the facility had to withstand. These also included lessons learned to ensure build-back-better principles are applied.

Sustainability

Maximizing the efficiency of the system and reducing its impact on the environment

Example:

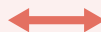
- Appropriate specifications to meet the budget
- Passive design - natural lighting and ventilation
- Rainwater harvesting
- Landscaping
- Solar power
- Community engagement and training



Resilience

Balancing efficiency with redundancy of the system to withstand impacts from the environment (geographic, social, political, economic)

- Seismic design
- Wind loads
- Site selection and location
- Materials selection
- Operation and maintenance



Priority Four: Enhancing disaster preparedness for effective response and to build-back-better in recovery, rehabilitation and reconstruction

SFDRR Introduction: The steady growth of disaster risk, including the increase of people and assets exposure, combined with lessons learned from past disasters, indicate the need to further strengthen disaster preparedness for response; take action in anticipation of events; integrate disaster risk reduction in response preparedness; and ensure capacities are in place for effective response and recovery at all levels.

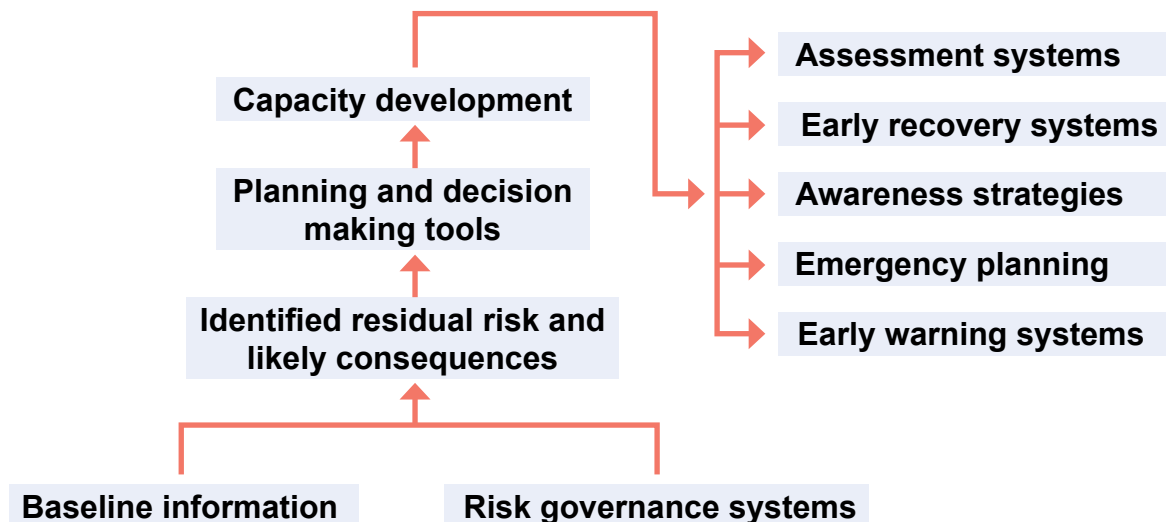
Empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery rehabilitation and reconstruction approaches are key. Disasters have demonstrated that the recovery, rehabilitation and reconstruction phase, which needs to be prepared ahead of the 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.

What this means:

Residual risk management for resilience: Residual risk refers to risk exposure and vulnerability that cannot be eliminated or sufficiently reduced through mitigation initiatives, and must be managed at all levels through established risk and gender informed processes such as: (1) business continuity planning; (2) early-warning systems; (3) education and awareness; (4) emergency planning including evacuation plans; (5) early recovery and relief systems; (6) damage and critical infrastructure systems assessments; and (7) reconstruction policy guidance based on build-back-better objectives.

Note: SFDRR priority one should provide information on the level of risk exposure and an estimation of potential consequences to be managed. This information lays the foundations for both proactive plans and systems that have been designed on the likely outcomes of specific or multiple shocks and stresses, and reactive measures that anticipate the extent of response required post impact.

The key elements of this priority area are shown in the graphic below:



What member states can do:

To implement priority actions four, countries should seek to have the following in place:

- a capacity development strategy designed around risk-based planning and decision-making;
- clearly defined residual risk factors (in across sectors and communities), including their potential consequences associated with specific shock and stresses;
- proactive emergency plans (including evacuation arrangements) and decision-making guidelines designed around likely outcomes (consequences);
- reactive recovery planning based on proactive scenarios that have anticipated likely post-event scenarios; and
- a robust post-event critical infrastructure assessment system that facilitates the identification of lessons learned and contributes to build-back-better opportunities.

How UNOPS can help:

The management of residual risk is a major focus of many member states, who often find it difficult to gain traction in mainstreaming DRR for development resilience. UNOPS can play a critical role in facilitating the development of baseline information and incorporating lessons learned to achieve build-back-better outcomes through providing:

- guidance on conducting failure analysis on critical infrastructure systems to identify lessons learned and guide re-development investment decisions;
- guidance on implementing effective build-back-better strategies informed by lessons learned; and
- guidance on developing relief and recovery management systems, particularly in the context of procurement and resource mobilization.

Example:

UNOPS has solid experience in implementing and managing DRR/CCA programmes, including phase one of the global benchmark Bangladesh Comprehensive Disaster Management Programme and the Africa Adaptation Programme.

UNOPS infrastructure specialists are also drafting guidelines for post disaster assessment of critical infrastructure systems. In terms of resource acquisition and mobilization, UNOPS has a proven track-record of success in responding to major procurement requests following crisis events (i.e. Ebola).

GENERAL SUPPORT

Over the past 25 years, DRR support for countries has tended to be through ad-hoc projects that focus on one aspect or at a particular level (i.e. specific sector, community, local government). Frequently, little or no attention is given to development whole-of-government strategies.

The result is quite often a combination of many issues, including the overloading of country capacities and single-sector, silo approaches that do not contribute to strategic objectives. It also leads to fragmented and incomplete technical support that tends to lack strategic value-adding, and does not take full advantage of best practices and lessons learned. This is often underpinned by the lack of capacity and technical skills to understand and coordinate the big picture.

A critical first step in changing this process is to establish a shared and agreed understanding on how SFDRR applies in each country context. Without this, it will be difficult for member states to demonstrate commitment to, and report on, achievements against each of the priority action area.

This task alone may present significant challenges owing to inconsistent knowledge, understanding and application of DRR concepts within and across countries. SFDRR priority action two attempts to achieve greater levels of coordination and cohesion; however, the suggested activities lack strategic focus and as such may not provide sufficient guidance to member states as to how this output can be achieved.

Countries should therefore agree on how SFDRR applies within their specific country context and proceed from there in designing a realistic implementation plan of action.

Suggested Action One:

National workshops should be convened to brainstorm SFDRR priority action areas, with the aim of determining an applied meaning within the country context. This should involve the full range of traditional and non-traditional stakeholders, with discussion focused on how priority areas apply to resilience outcomes. Ultimately, there should be a transition as to who drives the DRR4R agenda with an obvious trend away from disaster response agencies.

Much of the success here is dependent upon how countries perceive DRR. If viewed from a disaster perspective, resilience may not be achievable in a reasonable timeframe. There must be a transformational shift in thinking and practice, to ensure that DRR is seen as a development input. This thinking must also apply to UN agencies.

Suggested Action Two:

Countries could consider setting up small groups of relevant stakeholders under each priority action to identify the key functions together with the skills, competencies and technology required for undertaking the tasks. It is important to provide guidance notes to ensure that discussions remain firmly focused on DRR and resilience outcomes rather than on disasters.

POTENTIAL ROLE FOR UNOPS

UNOPS can form alliances with UNISDR and UNDP to support member states in framing their SFDRR priority action plans, including the design of national workshops.

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ANNEX 1: Frequently Asked Questions

1. What is DRR?

DRR is a risk management philosophy that focuses on understanding the existing, future and external risk contexts and their impacts to strengthen resilience of infrastructure systems, essential services and livelihoods. In this context DRR is not about managing disasters, but about preventing them through reducing the consequences arising from the impacts of shocks and stresses including those from natural hazards.

2. What is DRR mainstreaming?

Simply put, mainstreaming is achieved when a strong risk-based culture has been established and all sectors have the capacity to access and use existing, future and external risk information to guide the identification, design and implementation of new development initiatives as routine core-business functions.

3. How are DRR and CCA Linked?

DRR advocates for the use of risk-based solutions to underpin resilient development outcomes. CC variables (i.e. rainfall, temperature, sea level rise) have the capacity to either alter or introduce new risk scenarios and therefore their impact must be analyzed and then used to re-assess existing and future risk scenarios for DRR purposes. Basically, it is about monitoring and responding to changing risks as required.

4. What is the difference between Sustainability and Resilience?

Sustainability relates to the capacity of a project, product or service to function and continue to interact with the external environment without causing negative impacts.

Resilience relates to the capacity of the project, product or service to withstand shocks and other negative influences from the external environment.

5. Why is DRR sometimes referred to in the context of building resilience to disasters?

This should not be the case. Building resilience to disasters means that the emphasis is on educating people to the fact that disasters will continue to happen and they should learn to live with them—in other words, ‘toughen up’ and be more resilient. What is really meant is that the emphasis should be on building resilience, to ensure the impact from shocks and stresses is lessened or becomes more manageable. Through this, disaster situations may be avoided or will have a greatly reduced impact.

6. What is the difference between a natural disaster and a natural hazard?

Generally disasters do not occur naturally and are a result of a combination of high risk exposure, extreme vulnerability and a trigger. Natural hazards such as cyclones, floods, tsunamis and earthquakes can be that trigger. Disaster situations are usually associated with death, destruction, social and economic chaos etc. The comparison could best be described as the cause (natural hazard) and the potential adverse consequences (disaster).

7. What is ‘build-back-better’ or BBB?

In essence, BBB means ensuring the same construction mistakes are not repeated, by guaranteeing we identify what went wrong when and why during the post-disaster period. This could be design or location fault, changing external risk contexts or simply a failure to apply building standards.

The intent is to plan for the future through learning from the lessons of the past. In the words of Einstein: “problems cannot be solved by the same level of thinking that created them in the first place”—we need to do things differently.

ANNEX 2: Global Drivers for DRR4R

There are two global policy documents that are designed to guide UN agency and member State actions in the delivery of disaster risk reduction for resilience strategies.

1. UN Plan of Action on DRR for Resilience (UNPoA)

The UN Plan of Action on DRR4R provides a base for the scaling up of efforts to accelerate the delivery of the Post 2015 DRR Framework (SFDRR). The plan of action also embraces the international momentum to use 'resilience' as a common outcome that integrates poverty reduction, disaster risk reduction, sustainable livelihoods and climate change adaptation (CCA) as integral to sustainable development. UNOPS is bound by the UNPoA and must therefore meet the commitments contained in the PoA.

Commitments

The UN system, both through individual organizations and collectively, has made the following three main commitments:

- Ensure timely, coordinated and high quality assistance to all countries. By addressing existing disaster risk and CCA as part of broader comprehensive resilience building efforts in the context of sustainable development;
- Make DRR a priority for the UN system and organizations within. This commitment encourages the full integration of DRR4R and CCA within policy, planning and practice;
- Ensure that DRR4R is central to post-2015 development agreements. UN organizations will need to work together to ensure DRR is a key component of the post-2015 development agenda supported by the SFDRR.

2. The Sendai Framework for Disaster Risk Reduction (SFDRR)

The SFDRR was adopted at the Third United Nations World Conference on Disaster Risk Reduction (WCDRR), held from 14 to 18 March 2015 in Sendai, Miyagi, Japan. This document binds countries through their voluntary commitment to its goals and priorities for action. Although the UN is not bound by the framework, the requirement for the UN to support countries in meeting their commitments to the framework is contained in the UN Plan of Action on DRR for Resilience.

Structure of SFDRR

The new framework is made up of six sections:

1. Preamble: This sets out the background to the document, the lessons learned and gaps identified and future challenges which the updated framework attempts to address;
2. Expected outcome and goal of the new framework;
3. Guiding principles for the implementation of the framework;
4. Priorities action areas: This sets out the four priorities for action at national and local levels, as well as at global and regional levels;
5. Role of stakeholders: This sets out who holds overall responsibility for the implementation of the framework (States) but noting this is a shared responsibility with governments, communities, business and individuals;
6. International Cooperation and Partnership: This sets out the requirement for states to support each other through North-North, South-South and Triangular Cooperation mechanisms and the means of implementation of the framework.

SFDRR: Expected Outcome and Goal

Whereas some progress in building resilience and reducing losses and damages has been achieved, a substantial reduction of risk requires perseverance and persistence with a more explicit focus on people and their health and livelihoods, as well as regular monitoring. Building on the HFA, the present framework aims to achieve the following outcome over the next 15 years:

“The substantial reduction of disaster risk and losses, in lives, livelihoods and health and in the economic, physical, social, cultural, environmental assets of persons, businesses, communities and countries”.

To attain the expected outcome, the following goal is pursued:

“Prevent new and reduce existing risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures which prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience”.

Guiding Principles

While UNOPS aligns with all guiding principles contained in the framework, several are directly relevant to its operations, while others can be considered as being good practice. Those that resonate with UNOPS operations include the following:

- In the post-disaster recovery, rehabilitation and reconstruction phase it is critical to prevent the creation of and reduce disaster risk, by building-back-better and increasing public education and awareness on disaster risk.
- An effective and meaningful global partnership, the further strengthening of international cooperation, including the fulfilment of respective commitments of official development assistance by developed countries, are essential for effective disaster risk management.
- Developing countries facing specific disaster risk challenges, in particular least developed countries, small island developing states, and landlocked developing countries, need adequate, sustainable and timely provision of support. This may include finance support, technology transfer and capacity building assistance from developed countries and partners tailored to their needs and priorities, as identified by the countries themselves.

Priorities action areas:

The four priorities for action at the national and local level as well as at the global and regional levels set out in the framework are:

1. understanding disaster risk;
2. strengthening disaster risk governance to manage disaster risk;
3. investing in disaster risk reduction for resilience;
4. enhancing disaster preparedness for effective response, and to build-back-better in recovery, rehabilitation and reconstruction.

Measuring and Reporting Progress: Targets and Indicators

To support the implementation and assessment of global progress in achieving the goals of the new framework, a set of intergovernmental agreed targets and indicators is being developed. The new system of indicators will need to be able to measure the achievement of the outcome of the new framework and of the global targets under negotiation. Indicators will also be required to measure the outputs and inputs required at national and local levels that would contribute to the achievement of the expected outcome and global targets.

At the same time, member states have suggested that measuring and reporting of progress should be aligned with measuring progress on the SDGs and the climate change conventions.

Two of the seven global targets directly relate to UNOPS operations:

- Global target (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.
- Global target (f)—Substantially enhance international cooperation to developing countries, through adequate and sustainable support to complement their national actions for implementation of this framework by 2030.

The implications for countries will be assessed and further guidance will be provided on how best UNOPS can support country partners to achieve the targets and report on progress.

