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Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030

Report of the Secretary-General

Summary

The present report has been prepared pursuant to the request of the General Assembly in its resolution 78/152 on disaster risk reduction. It provides an overview of progress towards the goal, global targets and priorities for action of the Sendai Framework for Disaster Risk Reduction 2015–2030 and includes an update on implementation of the calls to action set out in the midterm review of the Framework. The report includes a section on the implementation of the United Nations action plan to ensure that every person on Earth is protected by early warning systems by 2027 (the Early Warnings for All initiative). The report also contains an overview of the global response to address the impacts of the El Niño phenomenon.

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I. Current state of disaster risk

1. The current global risk landscape is rapidly changing. Climate change and the cascading and compounding effects of interconnected social, economic and environmental systems are transforming patterns of hazards, exposure and vulnerability. The year 2023 was the warmest on record and climate-related hazards such as heatwaves, floods and wildfires have become more frequent and intense.[1] These conditions, coupled with the impacts of global megatrends, including urbanization, demographic shifts, technological change, growing inequality and rising humanitarian needs, have highlighted the systemic nature of risk and its impact across sectors. The amplification of risk, with potential feedback loops and tipping points, is a stark reminder of the urgency for concerted action for disaster risk reduction.

2. Progress reported by Member States to the Sendai Framework monitor shows varied results across the global targets. Improvements are evident in reducing global disaster mortality per 100,000 of the population (global target A) by nearly half, from 1.62 in the decade of 2005–2014 to 0.82 in the decade 2014–2023. The number of countries with national strategies for disaster risk reduction has more than doubled, from 57 in 2015 to 129 in 2023, while 108 countries have reported on local governments with risk reduction strategies (global target E). Global coverage of multi-hazard early warning systems improved as access to appropriate risk information and assessments, monitoring and forecasting, action plans and dissemination mechanisms (global target G) have been reported by 108 countries.

3. However, the number of persons affected by disasters per 100,000 people (global target B) has increased by two thirds, from 1,187 during the decade 2005–2014 to 2,032 in the decade 2014–2023. Economic losses due to disasters remained high and are projected to increase without preventive measures. Disasters have cost the world over 0.3 per cent of the gross domestic product (GDP) of reporting countries in the period 2015–2023 (global target C). The average annual number of critical infrastructure units and facilities destroyed or damaged by disasters (global target D) was 94,428 during 2015–2023. More than 1.6 million basic services, including educational and health services, were disrupted by disasters each year. International cooperation for developing countries (global target F) remains limited, with countries reporting receiving $3.5 billion in official development assistance (ODA) in 2022, in addition to other official flows, for supporting disaster risk reduction actions. Nearly 1,900 programmes and initiatives on technology transfer and more than 34,000 instances of capacity development were reported during the period 2005–2023.

4. Countries have made progress in implementing the Sendai Framework, but that progress was uneven. There is a better understanding of risk and how it affects losses and damages. Still, risk creation is outpacing reduction efforts and insufficient understanding of systemic risk is limiting the impact of disaster risk reduction policies, investments and actions, as a lack of coordination among institutions and siloed approaches remain. Global resources allocated to financing are geared towards disaster preparedness and response rather than prevention, trapping countries in a cycle of disaster response, recovery, rehabilitation and reconstruction.

5. Greater understanding of current, new, emerging and future risks is essential for effective governance of risk mitigation and resilience building, in order to withstand shocks and hazards and save lives and livelihoods. As evidenced by the midterm review of the Sendai Framework, enhanced leadership and commitment is required at all levels among governments, the private sector, the scientific community and civil

[1] World Meteorological Organization (WMO), *The State of the Global Climate 2023* (Geneva, 2024).

society, so as to shift from managing disasters to managing risk and changing development trajectories towards long-term sustainability. Building resilience thinking into strategic foresight and planning is fundamental to achieve sustainable development for current and future generations. Scaling up investment and adaptation action from the public and private sectors, particularly for the most vulnerable, and addressing resilience deficits across the 2030 Agenda for Sustainable Development can secure social, environmental and economic resilience.

II. Progress in implementing the Sendai Framework

Priority 1
Understanding disaster risk

6. Risk understanding has improved over the past year, including through the collection and utilization of data on disaster risk to strengthen the understanding of systemic risk. Countries have made progress in recording and sharing data on disaster losses, as well as in conducting risk assessments. As of March 2024, 160 countries had reported on the global targets through the Sendai Framework monitor, including Lesotho, Nigeria and Sierra Leone for the first time; 112 countries have also reported having national disaster loss databases.

7. Despite considerable improvements in terms of the reporting of data to the Sendai Framework monitor, as well as in the data's quality, completeness and timeliness, gaps persist, particularly in terms of disaggregation. Data that require cross-sectoral collaboration, including those related to global target F, and data reporting in countries with capacity constraints remain significant challenges. As Member States improve their technical capacity, efforts by development partners have started to focus on countries in special situations and those with no or limited reporting. In response to the increasing demand for climate-related data on losses and damages, a new generation of tracking systems for hazardous events and disaster losses and damages is under development by the United Nations Office for Disaster Risk Reduction, in collaboration with the World Meteorological Organization (WMO) and the United Nations Development Programme, building on the DesInventar system. The upgraded system links weather observations and hazardous events with information on related impacts and losses and damages and their cascading impacts to further build comprehensive risk understanding.

8. Strengthened collaboration among statisticians, disaster risk reduction practitioners, academia, the private sector and civil society is enabling data-driven, evidence-based policy and investment decisions through improved risk understanding. The global common framework on disaster-related statistics has been enhanced to increase its comprehensiveness, inclusiveness and integrity as the global standard for collecting, managing, analysing and sharing disaster-related data.

9. Insufficient disaggregation of data based on sex, age, income and disability remains a barrier to understanding, analysing and addressing differential impacts of disasters, including the formulation of evidence-based, gender-responsive and inclusive disaster risk reduction policies and programmes. As of March 2024, only 57 countries provide sex-disaggregated data under target A on disaster mortality, and only 45 under target B on persons affected. The United Nations system is collaborating to improve data disaggregation through interdisciplinary capacity-building, enhancing countries' understanding of data methodology, fostering closer institutional collaboration and developing new technologies to track and record disaster data. For example, the United Nations Children's Fund has been advocating the adoption of age-disaggregated data to support child-sensitive disaster assessment.

10. Countries have strengthened risk information analysis and improved access to climate and risk information through online tools to consolidate multi-hazard exposure, vulnerability, impact and climate projection data. As a result, countries and regional bodies, including the Caribbean Disaster Emergency Management Agency, are implementing policies and programmes at the national and regional levels that are more risk informed.

11. At its twenty-eighth session, the Conference of the Parties to the United Nations Framework Convention on Climate Change selected the United Nations Office for Disaster Risk Reduction and the United Nations Office for Project Services to co-host the secretariat of the Santiago network for averting, minimizing and addressing loss and damage associated with the adverse effects of climate change, through catalytic technical assistance at the local, national, and regional levels. The Santiago network will provide technical assistance at all levels and facilitate knowledge exchange in and between developing countries. The network will broaden risk understanding on climate impacts in a coordinated and complementary manner. Parties to the Convention pledged a total of $40.7 million to operationalize the network. At its first meeting, in March 2024, the network's advisory board decided that the secretariat would be based in Geneva.

12. Through the availability of comprehensive resources,[2] the Media Saving Lives partnership continued to improve the quality and efficiency of disaster communications, by enhancing collaboration and promoting effective crisis communication planning. Over 2,000 journalists from 80 countries have been trained in disaster risk reduction and early warning system technologies. Appropriate technology was made available to provide Rohingya refugees access to early warning information in Cox's Bazaar, Bangladesh.

Priority 2
Strengthening disaster risk governance to manage disaster risk

13. Effective and comprehensive disaster risk governance is the cornerstone of concerted and long-lasting resilience building. It requires a coherent and coordinated approach to ensure risk-informed policies across all sectors and levels, reflecting the broad scope of hazards and risks. While two thirds of countries now have a national disaster risk reduction strategy in place, considerable improvements are still required in ensuring effective implementation of these strategies and prioritizing multisectoral risk governance.

14. Evolving disaster risks require strong legal and regulatory frameworks, so policies must be continuously improved and coordination mechanisms continuously strengthened through periodic revision processes. Over the past year, several countries have demonstrated their approaches to further strengthen their governance mechanisms. For example, Tonga has advanced the implementation of its Disaster Risk Management Act of 2021 by sensitizing relevant stakeholders to the new law, Chile has adopted new legislation to address key elements, including early warning systems and local disaster risk reduction, and Germany has revised its disaster risk reduction strategy with an emphasis on integration with climate change adaptation.

15. Policies and plans must at the same time manage current risks and identify and anticipate future risks to ensure timely action. Capacity development, knowledge-sharing and fostering synergies between disaster risk reduction and climate change adaptation initiatives can further enhance disaster risk governance and integration for greater long-term resilience. To address knowledge and capacity gaps, a thought leadership course on synergizing disaster risk reduction and climate change

[2] See https://www.preventionweb.net/risk-media-hub.

adaptation was launched by the United Nations System Staff College in partnership with the United Nations Office for Disaster Risk Reduction in June 2023, with over 7,000 participants enrolled in the course as of May 2024. Several efforts have been made by United Nations entities to strengthen policy coherence, including through the United Nations Development Programme's technical assistance to 39 countries and the application of its strategy tool to mainstream climate change adaptation into sustainable development. Building on existing resources and tools, the United Nations Office for Disaster Risk Reduction and WMO have developed technical guidance on the application of climate information for comprehensive risk management.[3]

16. Parliamentarians play a unique role in enhancing legal frameworks by developing and amending relevant legislation, as well as by allocating budgets for implementation. Parliamentary representatives have increasingly brought the urgency of risk governance, sustained capacity development, financing and de-risking investment to the forefront of key dialogues on climate action and sustainable development. For example, the Nairobi Declaration adopted at the Africa Climate Summit, held in September 2023, included calls to strengthen early warning and de-risk private capital to foster climate-resilient development.

17. Progress has been made on regional cooperation for disaster risk governance. The Africa Working Group on Disaster Risk Reduction plays an important role in strengthening regional cooperation by tracking implementation of the African Union's Programme of Action for the Implementation of the Sendai Framework (second phase, 2021–2025). In the Pacific region, efforts are guided by the Framework for Resilient Development in the Pacific and the 2050 Strategy for the Blue Pacific Continent. In the Americas and the Caribbean, intergovernmental organizations[4] have collectively defined a strategic pathway to establish more robust partnerships and cooperation agreements on integrated disaster risk management. In the Arab region, stakeholders have contributed to the Prioritized Action Plan for Disaster Risk Reduction 2025–2027, towards speeding up implementation of the Sendai Framework and the Arab Strategy for Disaster Risk Reduction. In Europe and Central Asia, progress in the implementation of the European Forum for Disaster Risk Reduction: Roadmap 2021–2030 is accelerating action in its four priority areas.

18. Progress has been made on risk governance at the local level, particularly in urban areas. With 60 per cent of people projected to live in urban centres by 2030, scaling up urban resilience, disaster risk reduction and climate adaptation actions are necessary to protect citizens and local infrastructure assets and systems. The Making Cities Resilient 2030 initiative, implemented across 87 countries with a combined population of 555 million people, continues to scale up localized risk management and promote urban resilience. Over the period of a year, the initiative mobilized 30 national governments, 11 national municipality associations and more than 1,725 local governments to analyse risk and prioritize resilience measures. Since 2023, the initiative has designated 10 additional cities[5] as resilience hubs for their track record in disaster risk reduction and commitment to support other municipalities, bringing the total to 28 hubs globally.

19. Disaster risk reduction governance requires the full, equal, meaningful and inclusive engagement of all members of society. With nearly 900 members in 111

[3] United Nations Office for Disaster Risk Reduction and WMO (Geneva, 2023).

[4] Coordination Center for the Prevention of Natural Disasters in Central America and the Dominican Republic, Caribbean Disaster Emergency Management Agency, General Secretariat of the Andean Community, and Meeting of Ministers and High Authorities for Integrated Risk Management of the Southern Common Market.

[5] Barcarena and Porto Alegre, Brazil; Zhuji, China; Bogotá; Quito; Bonn, Germany; Holon, Israel; Venice, Italy; Wroclaw, Poland; and Malmo, Sweden.

countries, the Sendai Stakeholder Engagement Mechanism,[6] which includes the Private Sector Alliance for Disaster Resilient Societies, creates an open and structured avenue for inclusive and meaningful engagement among stakeholders. The Sendai Framework voluntary commitments online platform[7] provides a space to monitor progress, share achievements and good practices and mobilize all-of-society engagement in disaster risk reduction. With 135 voluntary commitments active on the platform and a total of 666 deliverables pledged by 701 organizations, stakeholders are firmly committed to the implementation of the Sendai Framework.

20. Disaster risk and impacts are exacerbated for certain societal groups by socioeconomic factors. Responding to the call to action from the midterm review, the gender action plan to support implementation of the Sendai Framework was launched after comprehensive multi-stakeholder consultations, led by the United Nations Office for Disaster Risk Reduction, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and the United Nations Population Fund. With nine key objectives and 33 recommended actions, the action plan will support governments and stakeholders to reduce the negative impacts of gender discrimination and inequality in disasters. By increasing resource allocations and activities for gender-responsive disaster risk reduction, it aims to decrease disaster risk by 2030. Urgent action is being taken by United Nations entities to enhance gender-responsive development planning and risk governance.

21. The 2023 global survey on persons with disabilities and disasters[8] revealed limited progress in disability-inclusive disaster risk reduction and persistent challenges globally. Specifically, 84 per cent of respondents reported not having a personal preparedness plan in case of a disaster, compared with 71 per cent in 2013. Urgent improvements are needed to integrate disability considerations into disaster risk reduction governance. To support progress at the local level, close to 1,200 participants from 141 countries and territories have been trained to use the annex for the inclusion of persons with disabilities along with the disaster resilience scorecard for cities,[9] and 21 cities from 10 countries are implementing actions to further enhance disability inclusion.

Priority 3
Investing in disaster risk reduction for disaster risk resilience

22. Investing in disaster risk reduction not only protects lives, livelihoods and assets, but can also yield additional economic, social and environmental co-benefits that enhance resilience. Investments are currently insufficient, however, with financing gaps widening in a context of disaster risks that are rapidly becoming more systemic, interconnected and cascading. Financing is heavily concentrated on emergency response, with only 0.5 per cent of total ODA allocated to prevention and preparedness.

23. Comprehensive cost-benefit analysis of investing in disaster risk reduction at all levels can showcase cost-effectiveness, boost proactive measures for prevention and preparedness and significantly bolster advocacy. For example, Fiji, with the support of UNDP and the Asian Development Bank, assessed the fiscal impacts of disasters and identified strategic actions to manage the rising public costs of disasters, such as

[6] See www.undrr.org/implementing-sendai-framework/partners-and-stakeholders/stakeholder-engagement-mechanism.

[7] See https://sendaicommitments.undrr.org/.

[8] United Nations Office for Disaster Risk Reduction, *2023 Global Survey Report on Persons with Disabilities and Disasters* (Geneva, 2023).

[9] United Nations Office for Disaster Risk Reduction, “Advancing disability inclusion in local disaster risk reduction”, annex for the inclusion of persons with disabilities, January 2024. Available at https://mcr2030.undrr.org/disability-inclusion-scorecard.

ex ante risk financing strategies and instruments. ODA can be better tailored to address multidimensional vulnerability, noting that grants and concessional financing remain critical for vulnerable countries to mobilize resources for disaster risk reduction, including through blended financing instruments.

24. The growing calls to pursue reform of the international financial institutions present an opportunity to better integrate multi-hazard, long-term risk analysis in decisions, and embed disaster risk reduction measures in financial structures and mechanisms designed for disaster prevention and response, such as contingent credit facilities. While private sector awareness is increasing, additional concrete actions are required to engage further and incentivize scaled up investments in disaster risk reduction, including through insurance products and support for small and medium-sized enterprises. For example, in the agricultural sector, improved access to risk finance and shock-responsive social protection mechanisms can support rural livelihoods that are highly vulnerable to the impact of disasters.

25. To mobilize capital markets, it is essential to establish credible and practical standards. Without these standards, investors lack confidence and face difficulties in identifying investment opportunities. The climate resilience classification framework [10] has improved definitions and criteria to classify climate-resilient investments systematically and transparently. Similarly, the "Guide for adaptation and resilience finance" [11] includes a practical road map for investments across 100 impactful activities. Additional guidelines to develop market standards can support countries in facilitating investments for disaster risk reduction and resilience, including through resilience bonds. The Investor Advisory Board of the United Nations Office for Disaster Risk Reduction helps to mobilize investments for preventing disasters and increasing resilience of societies, while the network of chief resilience officers is working on enhancing the resilience of organizations to risks through a system-based approach.

26. At an informal dialogue on building global resilience and promoting sustainable development through infrastructure connectivity, the General Assembly highlighted the importance of public mechanisms and incentive structures to facilitate investment in resilient infrastructure, in areas such as trade, transport and tourism, to boost resilience to future crises, reduce inequalities and accelerate the implementation of the Sustainable Development Goals. Regional endeavours like the Three Seas Initiative were highlighted for their significance in enhancing energy security and economic stability. To assess infrastructure resilience, the global methodology for infrastructure resilience review, developed by the United Nations Office for Disaster Risk Reduction and the Coalition for Disaster-Resilient Infrastructure, is being implemented in Bhutan, Chile, Ghana, Madagascar, the Republic of Moldova and Tonga. Furthermore, the real estate resilience tool is supporting strengthened business continuity and asset resilience within the private sector in the United Arab Emirates.

27. Effective allocation of domestic financial resources to disaster prevention and response is crucial to safeguard sustainable development gains. However, less than 1 per cent of national budgets is currently allocated to risk prevention. Mainstreaming disaster risk reduction through integrated national financing frameworks can help governments to mobilize and align financing with all dimensions of sustainability, manage risks and broaden participation and gender-responsiveness in the design, delivery and monitoring of financing policies. Over 85 countries are already utilizing integrated national financing frameworks at the country level, and the growing

[10] United Nations Office for Disaster Risk Reduction, *Designing a Climate Resilience Classification Framework: To Facilitate Investment in Climate Resilience through Capital Markets* (Geneva, 2023).

[11] Available at https://www.undrr.org/publication/guide-adaptation-and-resilience-finance.

momentum around their uptake, including through the Sustainable Development Goal stimulus, must continue to be harnessed.

28. Inefficiencies in resource utilization prevail, with disaster risk reduction and climate change adaptation still being approached separately. The guide for design and taxonomy entitled "Budget tagging for disaster risk reduction and climate change adaptation"[12] provides direction to governments on quantifying and tracking public expenses in an integrated manner through identifying funding gaps and optimizing constrained public resources. Risk governance strategies must also be complemented with bankable projects to bolster domestic and international resource mobilization and promote risk-informed investments. Bangladesh has developed comprehensive disaster risk reduction financing strategies that will facilitate access to loans and increase risk informed investments. Kenya, Madagascar, Mauritius and Seychelles have also started assessing existing flows of disaster risk reduction financing and have assigned budget costs to disaster risk reduction action plans.

29. Combined preventive and anticipatory actions have shown verifiable benefits, such as in the case of the desert locust outbreak in the Horn of Africa, where investments secured food for nearly 42 million people in the aftermath of the outbreak.[13] Globally, adequate prearranged financing is lacking. Improvements in data systems, methodologies and technologies, alongside capacity-building, can enhance forecasting for more anticipatory actions. A new guide to anticipatory finance[14] supports actors in identifying and increasing the finance available for actions taken in advance of forecasted hazards to reduce their impacts.

30. Investment in prevention and resilience is increasingly featured in global economic policies. In a communiqué adopted at their meeting in April 2024, the Ministers for Foreign Affairs of the Group of Seven renewed their commitment to act ahead of disasters by working across the humanitarian, development and peace pillars to reduce risks, anticipate and prepare for disasters and minimize the impacts of disasters on communities and infrastructure. Under India's presidency, the Group of Twenty developed a timebound road map[15] to catalyse action on the five priorities of its Working Group on Disaster Risk Reduction: early warning systems, resilient infrastructure, integrated financing frameworks, global disaster recovery systems and ecosystem-based approaches, with support from several United Nations entities. In addition, Brazil's presidency focused attention on addressing inequality and vulnerability as critical drivers of risk. Key deliverables included awareness-raising on cell phone technology for early warnings, community-based approaches and resilient infrastructure, as well as a compendium of good practices on nature-based solutions.[16] In 2024, the Economic and Social Council forum on financing for development follow up resolved to ensure that industrial development policies and investments reduce disaster risk and enhance resilience.[17] Systematic approaches to investment in disaster risk reduction can be further advanced through the Fourth International Conference on Financing for Development, in 2025.

[12] Available at https://www.undrr.org/publication/budget-tagging-disaster-risk-reduction-and-climate-change-adaptation-guide-design-and.

[13] Food and Agriculture Organization of the United Nations, *The Impact of Disasters on Agriculture and Food Security 2023: Avoiding and Reducing Losses through Investment in Resilience* (Rome, 2023).

[14] United Nations Office for Disaster Risk Reduction, "Anticipatory finance: An introductory guide" (Geneva, 2024).

[15] Available at https://g20drrwg.preventionweb.net/2024/g20-working-group-areas.

[16] Available at https://www.undrr.org/publication/good-practices-increasing-application-nature-based-solutions-and-ecosystem-based.

[17] See E/FFDF/2024/3.

Priority 4
Enhancing disaster preparedness for effective response and to build back better in recovery, rehabilitation and reconstruction

31. The increase in disaster risk underlines the need to strengthen disaster preparedness for response, by acting in anticipation of events and ensuring that capacities are in place both for an effective response and for recovery. Incorporating disaster risk reduction measures into planning is therefore crucial to advance progress on priority four. Yet, countries continue to face persistent challenges in their readiness for a resilient recovery, including with regard to institutional arrangements and financing. For disaster-affected countries, the consequences of inadequate preparedness for response to and recovery from disasters can result in missed opportunities for building resilience into recovery, with disaster losses compounding beyond the immediate aftermath of the event and the poorest and most marginalized communities being disproportionately affected.

32. Enhanced capacity-building and empowerment of communities is required to strengthen recovery readiness at all levels. The “ready to rebuild” programme in the Philippines enhanced local government capacity to recover better and more quickly from disasters before they happen. The programme covered pre-disaster and post-disaster activities, such as gathering baseline data, formulating a recovery plan, financing, facilitating emergency procurement and operations, crafting a communications strategy and developing monitoring and evaluation mechanisms. Post-disaster needs assessments are being strengthened by applying evolving methodologies and guidance, including assessments of the human impact of disasters, integration of conflict sensitivity and guidance on gender-responsive recovery and reconstruction. This supports not only physical reconstruction, but also resilient recovery linked to long-term sustainable development. Seven countries [18] have adapted post-disaster needs assessment and disaster recovery framework guidelines to country-specific critical sectors, with support from UNDP and other partners. Needs and recommendations highlighted at the stage of building back better and addressing recovery, can reduce damage and losses associated with future events.

33. The International Recovery Forum held in 2014 in Kobe, Japan, brought together over 300 participants to share best practices and advance practical, scalable solutions to the challenges countries have faced with post-disaster recovery and building back better, such as the gap between aspirations and implementation, a lack of coordination across ministries and the need for the recovery to be more inclusive. An inclusive approach is required in order to engage communities in preparedness, anticipatory action, response, recovery, rehabilitation and reconstruction. It is essential to strengthen the ability of communities to act as first responders through raising awareness of the community’s exposure to hazards and fostering a culture of risk reduction. The coordinated actions and systems activated in response to the earthquake and tsunami on the Noto Peninsula in Japan demonstrate strong readiness for recovery.

34. The *Global Status of Multi-Hazard Early Warning Systems* report[19] identifies the gaps, challenges and bottlenecks countries experience with early warning systems. Only 101 countries report having effective multi-hazard early warning systems. Among existing early warning systems, there is uneven progress on disaster risk knowledge, observations and forecasting, dissemination and communication, and preparedness to respond. Inclusivity remains a challenge and requires systematic identification of the needs of marginalized groups and vulnerable populations before a disaster hits, including the development of preparedness plans for targeted responses

[18] Armenia, Cambodia, Colombia, Fiji, Kyrgyzstan, Panama and Sri Lanka.

[19] United Nations Office for Disaster Risk Reduction and WMO (Geneva, 2023).

to save lives and livelihoods. Having community-based early warning systems in disaster response is crucial, highlighting that the effectiveness of emergency alerts depends on early action by individuals and businesses.

35. The effectiveness of anticipatory action hinges on the level of disaster response preparedness, including the existence of relevant protocols, preparedness plans, contingency plans, response plans and pre-agreed financing, as well as adequate operational capacity. There have been increasing efforts to better connect humanitarian and development programmes, so as to ensure that response and recovery actions are geared towards building back better. Several United Nations entities have strengthened the integration of disaster risk reduction into sustainable development programmes. The anticipatory action framework for tropical cyclones in Fiji, an initiative that assists with financing and support prior to landfall, was facilitated by multiple United Nations entities with the support of the Central Emergency Response Fund. Ongoing work in the Asia-Pacific, Africa and Arab States regions, facilitated by the United Nations, supports the integration of anticipatory action and disaster risk reduction through engagement in regional and national coordination mechanisms.

36. Local government capacity to recover from disasters is enhanced through the collection of baseline data, the formulation of recovery plans, the facilitation of emergency procurement and operations and the development of communications strategies and monitoring and evaluation mechanisms. Recovery efforts after Cyclone Freddy in Madagascar, Malawi and Mozambique highlighted the significance of collaborative assessments and prioritized support, showcasing the necessity of stakeholder engagement and risk-informed development in resilience planning. These practices offer replicable frameworks incorporating the value of strategic investment, data-driven approaches and collaborative efforts in building resilient communities. Resilient and sustainable recovery plans that consider risks related to climate change and environmental degradation, including biodiversity loss and ecosystem decline, can also support the application of building back better in recovery, rehabilitation and reconstruction through nature-based solutions and ecosystem-based approaches.

37. The International Day for Natural Disaster Reduction on 13 October 2023 and World Tsunami Awareness Day on 5 November 2023 focused on the theme “Fighting inequality for a resilient future”, highlighting the disproportionate impacts felt by people who are most at risk. The Women’s International Network for Disaster Risk Reduction leadership awards, held in the Philippines, recognized women’s leadership and work on disaster risk reduction across the Asia-Pacific region. The #GetToHighGround campaign engaged with communities on tsunami preparedness, including walking tsunami evacuation routes, updating signage, raising awareness and revising national and local tsunami plans. Activations took place across regions that are at risk from tsunamis, with the main event held in Tonga, which included a tsunami drill for students and the introduction of new tsunami evacuation maps. Together, the global campaigns had over 900,000 social media impressions across various channels. Developing multi-hazard capacities can help countries to detect tsunamis triggered by forces other than earthquakes. Strengthening tsunami early warning systems to cover all at-risk communities, especially vulnerable groups, is essential for survival and to minimize damage.

III. Disaster risk reduction in the least developed countries, landlocked developing countries, small island developing States and middle-income countries

38. Least developed countries, landlocked developing countries, small island developing States and middle-income countries have made progress in implementing the Sendai Framework, including through North-South, South-South and triangular cooperation. However, challenges with data, statistical and technological capacity, disaster risk governance and comprehensive risk management continue to hinder their progress. Data from the Sendai Framework monitor demonstrate the disproportional impacts of disasters on different country groupings (see table), and the disparity of impacts is especially severe on disaster mortality. In the least developed countries, the disaster-affected population per capita is only 1.3 times greater than the global average, but the mortality ratio is 2.5 times higher. Similarly, small island developing States reported the number of people affected by disaster per capita at 0.9 times the global average, but endured a mortality ratio 1.9 times higher. The annual direct economic loss caused by disasters is 5.8 times higher in landlocked developing countries and 2.6 times higher in middle-income countries than the global average. These groups continue to be prioritized by the Office of the High Representative for Least Developed Countries, Landlocked Developing Countries and Small Island Developing States and in global initiatives on disaster risk reduction, such as the Early Warnings for All initiative and the Climate Risk and Early Warning Systems initiative.

Table
Impact of disasters, by country groupings (yearly averages)

Country group	*Disaster-related mortality, 2014–2023 (per 100,000 population)*	*Number of affected people, 2014–2023 (per 100,000 population)*	*Percentage of GDP reported as direct economic loss, 2015–2022 (percentage)*	*Critical infrastructure units and facilities destroyed or damaged, 2014–2023*
Least developed countries	2.05	2 732	2.39	35 026
Landlocked developing countries	2.38	3 022	1.85	32 670
Small island developing States	1.55	1 859	0.25	412
Middle-income countries	0.67	2 065	0.83	76 268
Global average	0.82	2 032	0.32	94 428

Source: Sendai Framework monitor, 2024.

39. Since its adoption in 2022, the pace of implementation of the Doha Programme of Action for the Least Developed Countries for the Decade 2022–2031 has been unequal across countries and regions. The complex and evolving risk landscape, combined with the growing intensity and frequency of disasters, continues to undermine progress, highlighting the need for increased investment in climate change adaptation and disaster risk reduction. Least developed countries face significant capacity constraints in implementing the Sendai Framework. Key challenges include the lack of cross-sectoral coordination, limited data availability and a shrinking fiscal space that restricts their ability to implement development policies. Beyond humanitarian and conflict situations, challenges have emerged regarding disaster risk reduction, especially in preparedness and social protection. Resident coordinators and

United Nations country teams continue to build country capacity, advocate the consideration of vulnerability and exposure to hazards in the assessment of graduation from the least developed country category and assist in the integration of disaster risk reduction into smooth transition strategies.

40. Efforts have been made in least developed countries to manage disaster risks and adapt to the effects of climate-related disasters. Support to develop capacity in the application of comprehensive risk management in national disaster risk-reduction strategies and to establish national disaster risk-reduction platforms has been provided by the United Nations Office for Disaster Risk Reduction in the Comoros, Djibouti, Mauritania, the Sudan and Yemen. While only 20 least developed countries have reported the existence of multi-hazard early warnings systems, many have improved their understanding of the gaps in early warning systems. A multi-stakeholder approach is being applied by countries to develop and implement a road map for ensuring full coverage by multi-hazard early warning systems. One significant challenge for dissemination of early warnings concerns the limitations in telecommunication networks in the least developed countries.

41. Landlocked developing countries face specific disaster risk reduction challenges owing to their lack of territorial access to the sea and geographical remoteness, particularly in relation to transportation infrastructure, telecommunication networks and trade routes, which can also be affected by disruptions in transit countries. While the Vienna Programme of Action for Landlocked Developing Countries for the Decade 2014–2024 did not place a specific focus on disaster risk reduction and resilience, at the three regional review meetings convened in 2023 strong calls were made to advance that work. The intergovernmental preparatory committees for the third United Nations Conference on Landlocked Developing Countries also highlighted this issue as a priority. In particular, Member States outlined the need to support capacity-building, transfer of technology, development of resilient infrastructure, loss and damage and multi-hazard early warning systems.

42. The acceleration of implementation of the Sendai Framework in landlocked developing countries has been systematically supported by the United Nations system through engagement in the development of common country analyses and United Nations Sustainable Development Cooperation Frameworks, as well as strengthened engagement with resident coordinators and United Nations country teams. National officers deployed in Armenia, Kazakhstan, the Republic of Moldova and Tajikistan enabled tailored support adjusted to the countries' needs, including on early warning systems, resilient infrastructure and disaster risk analysis.

43. Small island developing States continue to strengthen their statistical capacity and to integrate disaster risk reduction and climate change adaptation strategies. Institutional reviews and analysis of investments needed for disaster and climate resilience, budget tagging and tracking of disaster risk reduction and climate change adaptation expenditure have helped to promote progress in the first and second priorities of the Sendai Framework. Across all three regions of small island developing States, governments and stakeholders benefited from peer-to-peer exchanges and training in the design, establishment and operationalization of emergency operation centres as a coordination structure for collecting, analysing and sharing information, further promoting a multi-hazard approach to risk governance.

44. The Antigua and Barbuda Agenda for Small Island Developing States, adopted in May 2024, identifies the mainstreaming of disaster risk reduction as a clear priority, recognizing the importance of disaster risk reduction, resilience building and investment in resilient infrastructure. It welcomes the Early Warnings for All initiative, the Climate Risk and Early Warning Systems initiative and the principles for resilient infrastructure as contributions towards achieving resilient prosperity in

small island developing States. As small island developing States continue to face specific vulnerabilities owing to their geography, size, remoteness and economic diversification, the ongoing process on a multidimensional vulnerability index for small island developing States provides a platform for discussions around identifying and addressing specific vulnerabilities and hazard exposure.

45. Middle-income countries face high economic vulnerability, which in turn reduces their resilience and adaptation capacity in the context of disasters. Data from the Sendai Framework monitor shows that this group of countries reports significantly higher direct economic losses from disasters than the global average. A lack of access to finance in accordance with rates of vulnerability, hazard exposure and risk profiles continues to hinder progress on resilience building. Efforts to apply the principles for resilient infrastructure, budget tagging on disaster risk reduction expenditure and capacity-building in risk governance can contribute to amplify disaster risk reduction at the local, national and regional levels.

IV. Disaster risk reduction in countries affected by conflict, humanitarian crisis and displacement

46. Projected increases in displacement of people and risks of conflict due to climate change make it critical to scale up disaster risk reduction in humanitarian action. Disaster risk reduction can advance collaboration and complementarity across humanitarian, development and peacebuilding actions through joint risk analysis and information-sharing, strengthening of risk governance systems and efficient utilization of financial commitments and mechanisms. While there have been improvements in the comprehensive understanding of the multi-causal drivers of vulnerability and the systemic nature of risks in protracted crises, resilience building in conflict and post-conflict areas remain a challenge.

47. Complementarity across humanitarian, development and peacebuilding finance can improve predictive capabilities with pre-agreed financing and increase the quality and timeliness of responses. More investments have been made in anticipatory actions for climate-related hazards, including pre-positioned finance and preparedness actions. With humanitarian pooled funds currently being the main channel for anticipatory finance, complementary opportunities for governments to access prearranged financing must be found.

48. Efforts continue to strengthen the complementarity and coherence of humanitarian and development programmes, in accordance with their respective mandates. The Inter-Agency Standing Committee is advancing increased understanding and implementation of humanitarian-development collaboration and its linkages to peace actions.[20] The United Nations Office for Disaster Risk Reduction has supported the analysis of multi-dimensional risk in humanitarian [21] and development planning and applying the checklist for scaling up disaster risk reduction in humanitarian action[22] in an increasing number of humanitarian operations and fragile contexts, including in Cameroon, El Salvador, Ethiopia, Guatemala, Haiti, Honduras, Somalia, the Sudan and Yemen in coordination with the Office for the Coordination of Humanitarian Affairs and the Development Coordination Office.

[20] Inter-Agency Standing Committee, “Advancing the humanitarian-development-peace nexus approach through IASC global clusters”, 18 December 2023.

[21] United Nations Office for Disaster Risk Reduction, *Strengthening Risk Analysis for Humanitarian Planning: Integrating Disaster and Climate Risk in the Humanitarian Programme Cycle* (Geneva, 2023).

[22] United Nations Office for Disaster Risk Reduction, “Checklist 2.0: Scaling up disaster risk reduction in humanitarian action”, 2021.

Risk analysis and risk-informed programming has been strengthened in countries where the humanitarian programme cycle was implemented. Among others, this has resulted in humanitarian needs and response plans for Ethiopia, Nigeria, South Sudan, Somalia and Yemen, reflecting planning for anticipatory action ahead of specific shocks, as well as improved readiness and rapid response planning to get ahead of predictable shocks and reduce humanitarian impacts. In Haiti, efforts were undertaken to expand disaster risk reduction in humanitarian action in the common country analysis, as well as needs analysis and response strategies. The case for scaled-up financing for disaster risk reduction in humanitarian and crisis situations was presented through a study focusing on Mozambique and South Sudan,[23] and a risk profile on flood and drought was developed for the Niger, identifying critical risks to inform decision-making. Local authorities in Ukraine were also supported in applying the disaster resilience scorecard assessment to establish a baseline for disaster resilient recovery.

49. Promoting disaster risk reduction policies and strategies is key to reducing displacement risk in the context of disasters and supporting durable solutions to disaster displacement through international, regional, subregional, transboundary and bilateral cooperation. The operationalization of the Secretary-General's Action Agenda on Internal Displacement[24] is under way, with 22 United Nations entities working to advance the 31 commitments made towards the interlinked goals of improved prevention of, response to and solutions for internal displacement and with work ongoing in 15 pilot countries. The Asia Pacific Disaster Displacement Working Group has enhanced capacity for prevention, response and finding durable solutions for internal displacement. United Nations entities continue working with governments to incorporate disaster displacement considerations into national preparedness frameworks and response planning. The International Organization for Migration is assisting countries to integrate human mobility into their climate change planning, aligned with the Technical Guide on Integrating Human Mobility and Climate Change Linkages into Relevant National Climate Change Planning Processes.[25] Scaled-up actions are needed in collaboration with key partners to enhance the capacity of governments to understand and incorporate disaster displacement and related risk considerations into disaster risk reduction strategies, including through raising awareness and promoting the implementation of the "Words into Action" series of guidelines by the United Nations Office on Disaster Risk Reduction and the Norwegian Refugee Council's checklist on displacement.[26]

V. Coordination of disaster risk reduction across the United Nations system

50. Coordination and coherence across the United Nations system is crucial to advance technical support for disaster risk reduction, climate change adaptation and resilience building, guided by implementation of the United Nations Plan of Action on Disaster Risk Reduction for Resilience. Progress has been made with regard to the Plan's indicators; for example, the number of countries that have been supported in developing or updating national and/or local disaster risk reduction strategies and plans increased from 50 in 2019 to 124 in 2023. Each entity contributes its unique expertise. For example, the Food and Agriculture Organization of the United Nations

[23] United Nations Office for Disaster Risk Reduction, *Financing Disaster Risk Reduction in Humanitarian and Crisis Settings* (Geneva, 2023).

[24] Available at https://www.un.org/en/content/action-agenda-on-internal-displacement/.

[25] Available at https://unfccc.int/sites/default/files/resource/WIM_TEASER_6.pdf.

[26] Norwegian Refugee Council, "Addressing disaster displacement in disaster risk reduction: A checklist", 2020.

supports the development of relevant disaster risk reduction plans and strategies in 60 countries and the implementation of farm-level interventions in a number of countries, such as Nicaragua, Pakistan and Uganda, and the United Nations Platform for Space-based Information for Disaster Management and Emergency Response and the United Nations Satellite Centre work with countries to strengthen capacities in the use of geospatial information technologies for disaster resilience. Another example is the operationalization of the Global Fire Management Hub, a collaboration between Member States and several United Nations entities to reduce the negative impacts of wildfires on livelihoods, landscapes and global climate stability.

51. In 2023, the Senior Leadership Group on Disaster Risk Reduction for Resilience agreed on supplementary recommendations[27] to guide United Nations system-wide support in response to the midterm review of the Sendai Framework. The recommendations centre around strengthening risk governance, including risk-informed programming in development, humanitarian and peace actions; supporting efforts on investing in disaster risk reduction for resilience; boosting inclusive, gender- and child-responsive disaster risk reduction and climate change adaptation measures; and maximizing efforts on multi-hazard early warning systems. In the upcoming year, entities are expected to advance implementation in line with intergovernmental outcomes and align with the resilience elements of system-wide guidance, such as the United Nations system-wide strategy for water and sanitation, which was launched in July 2024.

52. Country-level mainstreaming of disaster risk reduction must remain central to the United Nations system's efforts. All common country analyses developed and all United Nations sustainable development cooperation frameworks signed in 2023 integrate disaster risk reduction elements, anchoring disaster risk reduction as a prerequisite for sustainable development. However, only 43 per cent of the cooperation frameworks include specific and measurable indicators related to support to national integrated disaster risk reduction strategies across all levels and sectors. There is a clear need to enhance the concrete outputs and indicators to ensure that more coordinated and effective support on disaster risk reduction derives from the cooperation frameworks.

53. Coordination between United Nations entities and partners to support countries has also been strengthened through the regional collaborative platforms and their issue-based coalitions. Disaster risk reduction is currently targeted by several issues-based coalitions, including in the Asia-Pacific region on building resilience and in Latin America and Caribbean on climate change and resilience, as well as by a dedicated task team on disaster risk reduction in Europe and Central Asia. This inter-agency collaboration has yielded concrete recommendations for action, such as the development of a regional briefing note on gender and climate change and disaster risk reduction in the Americas and the Caribbean.

54. Considering the criticality of data for risk-informed decision-making and for addressing major global challenges, the United Nations Office for Disaster Risk Reduction's data strategy and road map for the period 2023–2027 identifies the roles and opportunities for the Office and its partners and stakeholders to use data in reducing disaster risks and losses. The strategy outlines pathways to enhance the governance, access, analysis and application of data for risk-informed action to strengthen the overall disaster risk reduction data ecosystem, including by harnessing system-wide collaborative efforts utilizing existing communities of practices and approaches under the umbrella of the United Nations Data Strategy of the Secretary-

[27] Available at www.undrr.org/publication/2030-recommendations-united-nations-senior-leadership-group-disaster-risk-reduction.

General for Action by Everyone, Everywhere with Insight, Impact and Integrity, and contribute to data-driven transformation.

VI. Integration of the outcomes of the midterm review of the Sendai Framework in key intergovernmental processes

55. The midterm review of the Sendai Framework conducted in 2023 evaluated progress, challenges and good practices in implementation and assessed the integration of disaster risk reduction into decision-making and investments. It highlighted the contextual shifts and new and emerging issues and identified renovations of risk governance and risk management approaches to contend with twenty-first century challenges. Member States reaffirmed the urgency to adopt a risk-informed approach to sustainable development while recognizing the synergies with other intergovernmental outcomes in the social, economic and environmental fields. Accordingly, the midpoint review of the 2030 Agenda for Sustainable Development, the global stocktake of the Paris Agreement and milestones in other intergovernmental frameworks provided opportunities to forge global policy coherence to dismantle siloed approaches and maximize synergies across governance instruments, financing frameworks, coordination mechanisms and monitoring and evaluation systems. These processes therefore advance a multi-hazard and multisectoral approach that addresses natural and man-made hazards, including environmental, technological and biological ones.

56. The full implementation of the 2030 Agenda requires decisive actions to apply a disaster risk-informed approach to sustainable development at all levels in policies, programmes and investments in a broader and more people-centred preventive approach. The first global stocktake of the Paris Agreement under the United Nations Framework Convention on Climate Change complements the centrality of risk data and information to guide decision-making; an integrated approach to planning; enhancement of multi-hazard early warning systems; increased investment in resilient ecosystems and biodiversity, water, food, agriculture, infrastructure and human settlements; and the greater need for and access to climate finance from diverse sources to support disaster risk reduction.

57. Special efforts have been made over the past year to align implementation of the Sendai Framework and other agendas, including the Kunming-Montreal Global Biodiversity Framework, as well as Making Every Drop Count: An Agenda for Water Action and the Bangkok Principles for the implementation of the health aspects of the Sendai Framework, so as to lay a foundation for enhanced resilience and coordination. These linkages contribute to driving more holistic action on biodiversity resilience, sustainable and resilient livelihoods, advanced adaptation measures and greater resilience to and preparedness for health emergencies. The application of nature-based solutions, ecosystem-based approaches and capacities to enable early and anticipatory action supported by the implementation of multi-hazard early warning systems, all contribute to greater resilience to the full scope of hazards outlined in the Sendai Framework.

58. Mainstreaming disaster risk reduction into emerging legal and policy frameworks aims to enhance coherence and synergies, particularly in areas relating to countries in special situations, protection of persons in the event of disasters, rapid technological change, ending plastic pollution and addressing the impacts of sea level rise. Promoting a culture of disaster prevention, resilience and responsible citizenship is key to safeguarding the interests of current and future generations. Long-term and risk-informed decision-making, including on slow-onset events, enables countries to better anticipate, prepare for and adapt to major shocks and prioritize investments for

resilience. As technological advancements continue to introduce new opportunities and risks, the importance of integrating risk reduction into emerging technologies, innovation and digitalization emerges as an underlying principle of the global digital compact and other intergovernmental outcomes. Similarly, holistic approaches to environmental management consider the resilience of ecosystems and communities to hazards and disasters relating to the triple planetary crisis.

VII. Early Warnings for All initiative

59. The Early Warnings for All initiative is dedicated to ensuring universal coverage of multi-hazard early warning systems by 2027. The initiative is instrumental for delivering climate justice aligned with the Paris Agreement, the Sendai Framework and the 2030 Agenda by strengthening resilience and enhancing global preparedness for disasters and emergencies. The initiative focuses on a systemic end-to-end approach, from disaster risk information to hazard monitoring and forecasting, warning dissemination and communication and disaster response capability. The initiative is co-led by the World Meteorological Organization and the United Nations Office for Disaster Risk Reduction, in collaboration with the International Telecommunication Union and the International Federation of Red Cross and Red Crescent Societies, and benefits from the extensive experience shared by a dedicated advisory panel.

60. Progress has been made in addressing gaps globally to fast-track implementation in 30 vulnerable countries (mainly small island developing States, least developed countries and landlocked developing countries). A comprehensive implementation package is being finalized as a reference guide for all countries and stakeholders. It provides technical guidance adaptable to existing capacity, building upon best practices from the first year of implementation. Several toolkits and guidance-oriented documents[28] have been developed to facilitate country roll-out support. A dashboard[29] launched in December 2023 tracks progress, funding allocations and key performance indicators, enhancing transparency and information accessibility. The *Global Status of Multi-Hazard Early Warning Systems* report offers a detailed analysis of the current state of multi-hazard early warning system coverage and is a foundational resource for shaping and advancing early warning capabilities globally.

61. National ownership and leadership are central to the initiative to ensure alignment with national priorities and stakeholder coordination, leverage resources, including domestic ones, and foster partnerships for long-term sustainability. Progress has been made across the 30 countries targeted for initial support, with 21 countries having identified gaps through a multi-stakeholder approach and nine national road maps having already been developed to scale up and coordinate action. The presidential endorsement of the national road map in the Maldives, the government-led local level consultation in Tajikistan and a regionally coordinated workshop in the Pacific on inclusive early warning systems and climate services underscore countries' commitment. The initiative also seeks to harness existing regional mechanisms, including the Africa Multi-Hazard Early Warning and Early Action System, the Weather Ready Pacific initiative and the Central Asia Early Warning and Mutual Information System for disaster threats and occurrence. In addition, the United Nations Environment Programme is spearheading the initiative for early warning for

[28] These include a handbook on risk knowledge, a policy paper on early warning systems and early action in fragile, conflict and violent contexts and the *Inclusive Early Warning Early Action: Checklist and Implementation Guide* (Geneva, United Nations Office for Disaster Risk Reduction, 2023).

[29] See https://wmo.int/site/early-warnings-all/early-warnings-all-dashboard.

the environment to address concerns about the risks of pollution and ecosystem degradation and their threats to public health and the economy, enhancing both disaster and environmental risk reduction efforts and sustainable development.

62. Resource mobilization and collaboration across existing funding mechanisms (bilateral and multilateral contributions and the private sector), particularly from sources dedicated to countries in special situations, was a specific focus over the period covered by the present report. Major financing mechanisms, including multilateral development banks, the Green Climate Fund and the Systematic Observations Financing Facility, have mobilized resources dedicated to further fuelling the initiative for early warning for the environment. The initiative has fostered partnerships with the private sector, such as Microsoft, the Global System for Mobile Communications, the Insurance Development Forum and satellite industry partners, to deploy technologies and other solutions to enhance the efficiency and effectiveness of early warning systems.

63. The initiative for early warning for the environment received considerable political support in 2023, including at the Africa Climate Summit with the launch of the Multi-Hazard Early Warning for All Action Plan for Africa 2023–2027, by the Group of Twenty with recognition in the outcome document adopted in 2023, at the Climate Ambition Summit and at the twenty-eighth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change. The target of early warnings for all by 2027 is recognized as one of the global adaptation targets under the United Arab Emirates Global Framework for Climate Resilience.

VIII. Addressing the impacts of the El Niño phenomenon through an effective global response

64. The El Niño/Southern Oscillation is the strongest year-to-year fluctuation of the global climate system. There have been increasingly intense episodes of El Niño since the 1950s and some analysis suggests that this trend may be linked to human-induced climate change.

65. The 2023/24 El Niño peaked during the period of November 2023 to January 2024 as one of the five strongest El Niño events on record. While it has since weakened, the transition has been gradual and some associated climate and humanitarian impacts persist with a possible transition to La Niña, the cooling phase of the El Niño/Southern Oscillation, during the period of June to August 2024. While the long-term rise in global temperature is linked to higher greenhouse gas levels from human activities, the shift from La Niña to El Niño conditions in the middle of 2023 contributed to the rapid rise in temperature. New monthly temperature records were set every month from June 2023 to May 2024. Global average sea-surface temperatures were also at a record high from April. Over land, most regions experienced heatwaves in 2023, and some experienced drought, heavy rainfall and flooding. Low water levels restricted traffic in the Panama Canal from August 2023 onward and food insecurity in Southern Africa is likely to increase until the next harvest owing to widespread crop failure.

66. Early warning systems are pivotal to inform decision-making on extreme weather and climate events. The El Niño/Southern Oscillation Global Analysis Cell, formed under the auspices of the Inter-Agency Standing Committee, provides early warning advisories and identifies countries most at risk of humanitarian impacts relating to El Niño and La Niña episodes, to support anticipatory action planning. Analysis of conditions serves as the basis for climate risk assessments and identification of high-risk countries. An effective response to the humanitarian impacts of the climate crisis and El Niño in countries most at risk is led by the Climate

Crisis Coordinator for the El Niño/La Niña Response, in collaboration with the United Nations system, non-governmental organizations, Red Cross and Red Crescent societies, international financial institutions and other partners. Many countries undertook preventive measures, particularly through anticipatory and early action to save lives and livelihoods, with several partners launching early action plans to support high-priority countries. By May 2024, the Central Emergency Response Fund had allocated $67.5 million to support early action and early response in the most affected countries. The World Food Programme activated anticipatory actions in Bangladesh, Burundi, Guatemala, Haiti, Lesotho, Madagascar, Mozambique, Somalia and Zimbabwe in response to the predictions of El Niño in early 2023, with $53 million prearranged for potentially affected regions in 2024.

67. A joint General Assembly and Economic and Social Council thematic event was convened on the theme “El Niño 2023–2024: Actions for the safety, sustainability and resilience of people and the planet”. Several key recommendations were made to address the multifaceted impacts of the El Niño phenomenon. Foremost among these were the urgent need for coordinated and inclusive early warning systems that leave no community behind; enhancing capacity-building, data-sharing and technological transfer to fortify disaster risk reduction strategies; strengthening disaster preparedness and response, including early and anticipatory action; fostering international partnerships; and investing in resilient infrastructure to mitigate socioeconomic and environmental impacts. Emphasis was placed on integrating climate resilience into agricultural practices and promoting community engagement, particularly involving women and youth, to build sustainable livelihoods, and securing flexible and anticipatory funding to bridge the gap in disaster risk financing. A holistic approach, combining traditional knowledge with advanced forecasting, can support effective preparations for future climate risks. These measures aim to create a robust framework for mitigating the adverse effects of El Niño and ensuring the safety and sustainability of affected populations.

IX. Conclusions and recommendations

68. Through concerted global efforts, considerable progress has been made in implementing the Sendai Framework. Governments, the United Nations system and stakeholders advanced significant efforts to better understand risks to shape transformative pathways to prevent, reduce and manage risk. Yet, the escalating frequency and the severity of disasters are offsetting hard-won progress on sustainable development and threaten the collective well-being of society, indicating the need to speed up the pace of implementation. Greater understanding and action on the interlinkages among economic, social, environmental, technological and biological risks warrant a re-examination of traditional approaches to risk. Prevention must be prioritized and efforts to reduce disaster risk and enhance resilience must be scaled up and integrated across sectors and at all levels to safeguard sustainable development gains for current and future generations. The work of humanitarian organizations is essential to prepare for and respond to disasters, save lives, protect livelihoods and reinforce resilience.

69. The next six years represent a moment to expand and strengthen partnerships to promote a disaster risk-informed approach to sustainable development at all levels. As an integral part of the 2030 Agenda, the Sendai Framework requires greater political commitment to fully mainstream disaster risk reduction and ensure policy coherence across agendas, frameworks and agreements at all levels.

70. Current governance structures are not fit-for-purpose to reduce risk and build resilience. Risk-informed decision-making is impeded by limitations in evidence-

based disaster risk governance; inadequate access to and application of data and risk information; short-termism; institutional and sectoral siloes that limit coherence and coordination; and the lack of legislative and regulatory frameworks. Improving the governance of risks is fundamental for global and national stability as the impacts are not experienced uniformly, widening inequalities. Full, equal, meaningful and inclusive participation, harnessing principles of collective responsibility and social cohesion, is a cornerstone of resilience building and promoting a culture of disaster prevention.

71. In the face of greater shocks and stresses, deepening vulnerabilities and widening inequalities, strengthening disaster data systems in countries can address critical data gaps. Understanding differential impacts through relevant disaggregation, assessing vulnerabilities and identifying exposure can transform data into meaningful action. Utilization of the new tracking system for hazardous events and disaster loss and damage will expand data availability and access and strengthen coordination at the national and local levels. The operationalization of the Santiago network on loss and damage could also catalyse and facilitate the technical assistance required.

72. Inadequate financing for disaster risk reduction and insufficient investments in resilience building remain one of the biggest impediments to the achievement of the Sendai Framework. Public finance should be strengthened, with dedicated national funds, financing strategies and risk-informed budgeting across sectors and at all levels. Coherence between disaster risk reduction and climate change adaptation, including through integrated national financing frameworks, can unlock resources and increase effectiveness in their utilization. Comprehensive analysis of the cost-benefits of investing in disaster risk reduction will strengthen the evidence base for advancing prevention and preparedness. Systematically identifying resilient investments and closely engaging with financial institutions and the private sector to scale up and de-risk investments can support resilience building. In addition, strengthened local government capacity to develop projects and identify proposals can attract resources for investments that boost resilience. Deployment of innovative strategies in governance, regulatory frameworks and project delivery can also promote more investments in resilient infrastructure. The upcoming Fourth International Conference on Financing for Development presents an opportunity to align global financing flows and policies to address the current challenges for financing disaster risk reduction, including scale, access, predictability and sustainability, setting the future trajectory towards prevention and resilience building.

73. Progress has been made on the Secretary-General's Early Warnings for All initiative in terms of developing national road maps and its building blocks for the deployment of multi-hazard early warning systems. Sustaining political momentum and accelerating implementation will be crucial as countries work towards achieving universal coverage. Stronger partnerships and financial commitments are key to expanding the initiative and ensuring universal coverage of multi-hazard early warning systems by 2027. The Conference of the Parties to the United Nations Framework Convention on Climate Change at its twenty-ninth session, in Baku in November 2024, and the first multi-stakeholder forum on the Early Warnings for All initiative, planned for June 2025, will take stock of progress, share good practices and strengthen and build new partnerships.

74. The most vulnerable groups of countries, including least developed countries, landlocked developing countries and small island developing States, stand to gain the most from applying a risk-informed approach to development. The Antigua and Barbuda Agenda for Small Island Developing States and the upcoming new programme of action for landlocked developing countries, as well as ongoing implementation of resilience-related aspects of the Doha Programme of Action for

the Least Developed Countries, support an integrated approach to disaster risk reduction, climate action and sustainable development.

75. Disaster risk reduction offers a forward-looking, risk-informed and preventive lens for complementary and coherent humanitarian, development and peacebuilding actions in support of disaster resilience, in accordance with respective mandates. Opportunities to better link disaster risk reduction and peacebuilding actions across the risk analysis, programming and financing domains must be harnessed. Action on these domains would allow continued learning between communities and strengthen the evidence of successful approaches. Increasing financing for anticipatory actions, along with improved forecasting capacity, has proven to reduce the impacts of disasters, enabling lower human and economic losses and faster recovery and rehabilitation.

76. The increasing severity and frequency of El Niño and La Niña events necessitate a comprehensive and coordinated global response to mitigate their impact on vulnerable populations and ecosystems. International cooperation is crucial for sharing good practices, data and technologies to better prepare and respond. Investments in resilient infrastructure, anticipatory funding mechanisms and capacity-building are necessary to reduce disaster risks and humanitarian needs and promote sustainable development. Innovative financial instruments and increased funding, combined with scientific research, traditional knowledge and innovative solutions, can support and build adaptive capacities and protect communities from events related to El Niño and La Niña.

77. The United Nations system is aligning its efforts to support Member States through the implementation of the United Nations Plan of Action on Disaster Risk Reduction for Resilience and the recommendations of the Senior Leadership Group on Disaster Risk Reduction for Resilience. The United Nations Office for Disaster Risk Reduction has a central role in the provision of technical support to countries to implement and monitor the Sendai Framework in support of a risk-informed approach to development. The implementation, follow-up and review of the Sendai Framework requires increases in the volume, predictability and timeliness of funding.

78. The Summit of the Future in September 2024 presents an important opportunity to renew and accelerate commitment to better prevent, prepare for and manage global risks, including by strengthening capacities for strategic foresight and futures literacy. The forthcoming *Global Assessment Report on Disaster Risk Reduction* and the *Global Risks Report 2024* of the World Economic Forum can inform strategic debates on the root causes, drivers and interconnections of systemic risks facing the multilateral system and its ability to address them. The pact for the future, the global digital compact and the declaration on future generations, among others, can help to advance the risk prevention and resilience agenda with policy guidance to tackle interconnected, compounding risks and disasters that continue to exacerbate inequalities, as well as to enable the multilateral system to contend with the broad scope of evolving risks, applying measures that build prevention and resilience.

79. The regional collaborative platform meetings to be held in Kuwait, Montenegro, Namibia and the Philippines, the ministerial meeting in Saint Kitts and Nevis in 2024 and the eighth meeting of the Global Platform for Disaster Risk Reduction to be held in Switzerland in 2025 will assess progress in advancing the calls to action from the midterm review of the Sendai Framework. These meetings are expected to provide guidance, strengthen commitment to accelerate implementation and forge partnerships to advance the disaster risk reduction and resilience agenda.

80. **It is recommended that:**

(a) **Member States accelerate progress to strengthen disaster risk reduction governance, including for data disaggregation and mechanisms for multisectoral and inter-institutional coordination at the national, subnational and local levels, and oversee the development, monitoring, financing and review of disaster risk reduction strategies, legislation and regulatory frameworks;**

(b) **Member States, international financial institutions, multilateral development banks, public development banks and the United Nations system better integrate disaster risk reduction in decision-making, with more transparent accounting on exposure and management of disaster-related risks, and advance financial tools and products, such as blended finance, state-contingent debt clauses, climate debt swaps, resilience bonds, impact investing funds and insurance mechanisms;**

(c) **Member States consider expanding access to finance to enable a more coherent approach to climate change adaptation, disaster risk reduction and sustainable development, including through integrated national financing frameworks;**

(d) **Member States, partners and stakeholders prioritize strengthening resilience in upgrading existing infrastructure systems and developing future projects through incorporation of the principles of resilient infrastructure, routine conduct of stress testing and investment in national and local capacity to operate and maintain infrastructure systems;**

(e) **Member States scale up their early warning systems by leveraging existing programmes, financing streams and partnerships, as well as new resources and capacities mobilized through the Early Warnings for All initiative;**

(f) **Member States include preparing for and reducing the cascading impacts associated with the El Niño/Southern Oscillation in multi-hazard national and local disaster risk reduction strategies, including through the development of impact-based and sector-specific forecasting linked to anticipatory and early action, strategic foresight and enhanced statistical monitoring;**

(g) **Member States, international financial institutions and the private sector consider scaling up financing for anticipatory approaches, including through humanitarian pooled funds and development and climate change financing, and making financing for anticipatory actions more accessible, affordable and available, particularly at the local level;**

(h) **Member States enhance international cooperation, including North-South, South-South and triangular cooperation, in particular for least developed countries, landlocked developing countries and small island developing States, as well as middle-income countries facing specific challenges, for the implementation of the Sendai Framework, while ensuring that bilateral and multilateral development assistance programmes are risk-informed and aligned with national disaster risk reduction strategies;**

(i) **Member States, international financial institutions, the private sector, scientific and academic institutions, civil society organizations and the United Nations system actively engage in the meeting of the Global Platform for Disaster Risk Reduction in June 2025, with participation at the highest possible level across all relevant sectors;**

(j) **Member States consider augmenting financial contributions to the trust fund for disaster risk reduction and the United Nations Office for Disaster**

Risk Reduction in order to support countries in their efforts to manage and reduce disaster risk and to implement the Sendai Framework and to support the implementation of the calls to action from the midterm review of the Framework.