Working Paper

‘Resilience’ across the post-2015 frameworks: towards coherence?

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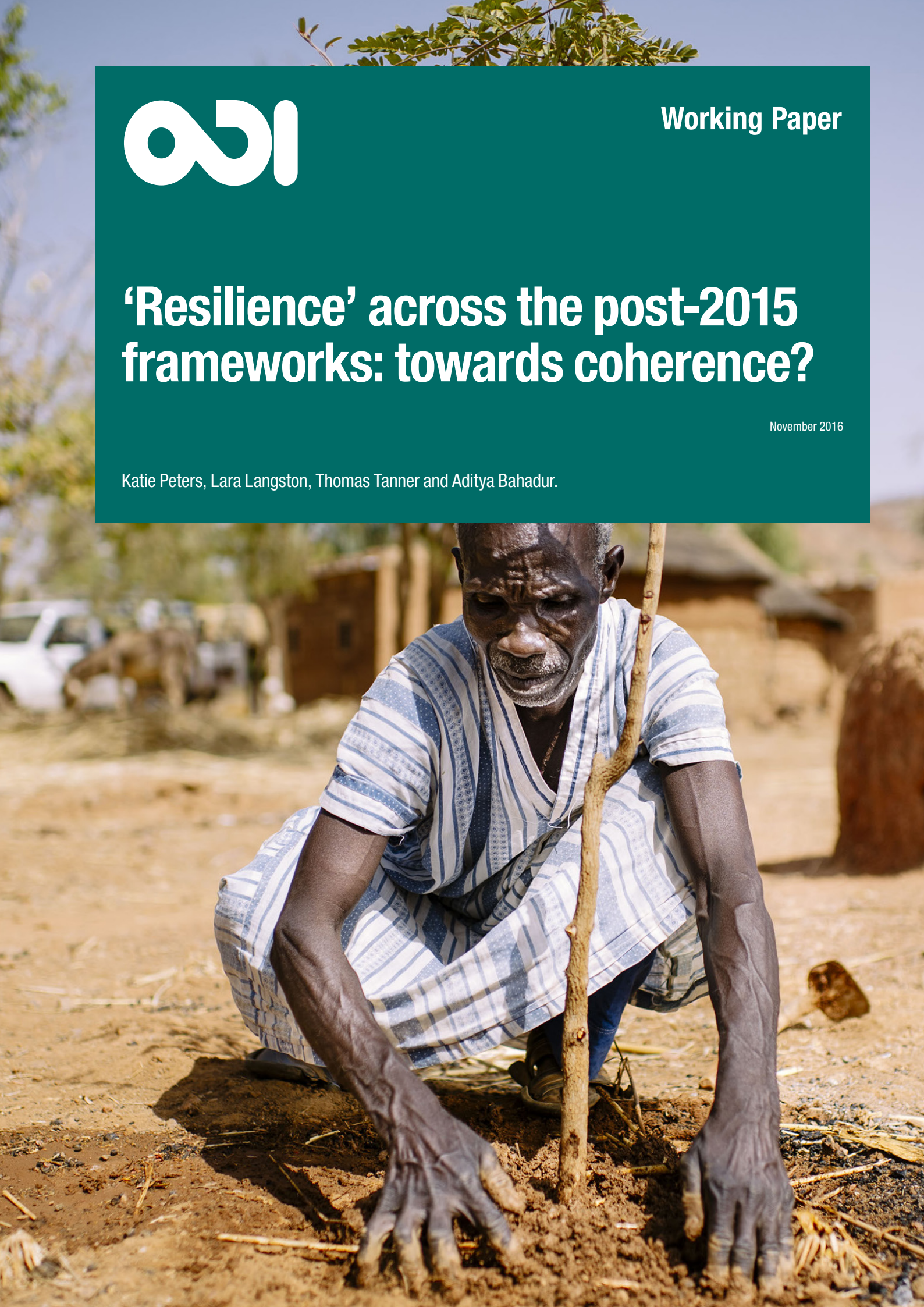

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Key messages

- This is an analysis of 'resilience' as it features in all of the four major post-2015 frameworks on development, climate, disasters and humanitarian issues.
- This includes the UNISDR Sendai Framework for Disaster Risk Reduction, the UN Sustainable Development Goals, the UNFCCC Paris Agreement on Climate Change and the World Humanitarian Summit.
- Resilience provides a useful umbrella under which to address the range of hazards and risks that a country or community might face.
- Coordinating actions taken to deliver against each framework can also help to avoid duplication, maximise gains and manage trade-offs between different risks and goals.
- Greater institutional incentives are needed to reinforce coherence on resilience across the agreements, particularly among UN agencies and national governments.

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Who should read this paper?

This paper is the latest contribution to a continued effort by the Overseas Development Institute (ODI) and others to translate commitments to 'resilience' in the post-2015 frameworks from the global level down to the national and sub-national levels. We aim to help those working on building resilience – from policy-makers to community leaders and technical experts – to understand how resilience features in the frameworks and what the opportunities are for a more coherent agenda as the promised actions are implemented. The report provides readers with a summary of the processes leading to the final framework texts, transcripts of the frameworks themselves, and analysis of the points of coalescence and tension. We then set out practical recommendations to support coherence at the international and national levels. Over the coming year we plan to work with a sub-set of governments to verify, test and refine the recommendations, compiling case studies that demonstrate efforts to pursue coherence in practice. Putting the new global frameworks and agreements into operation is an on-going endeavour, to which this paper is an initial contribution.

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Acronyms

COP	Conference of Parties
COP 21	Twenty-first COP (the 2015 Paris Climate Conference)
GDP	Gross Domestic Product
HFA	Hyogo Framework for Action
IAEG	Inter-Agency and Expert Group (on the SDG indicators)
INDC	Intended Nationally Determined Contribution
IPCC	Intergovernmental Panel on Climate Change
MDG	Millennium Development Goal
NAP	National Adaptation Plan
NDMA	National Disaster Management Agency
NGO	Non-Governmental Organisation
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute
OECD	Organisation for Economic Co-operation and Development
OIEWG	Open-ended Intergovernmental Expert Working Group
PACT	Platform for Action, Commitments and Transformation
SDG	Sustainable Development Goal
UN	United Nations
UNDESA	United Nations Department of Economic Affairs
UNGA	United Nations General Assembly
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations Office for Disaster Risk Reduction
WHS	World Humanitarian Summit

Executive summary

In 2015 and 2016 the world's governments agreed the Sendai Framework for Disaster Risk Reduction (Sendai Framework), the United Nations Sustainable Development Goals (SDGs), the Paris Agreement on Climate Change (the Paris Agreement) and the World Humanitarian Summit framework (WHS). These frameworks articulate a set of goals and targets that, if achieved, will create a future where significant progress will have been made on the disaster, sustainable development, climate and humanitarian challenges of today. Delivering this global vision by 2030 in a sustainable and inclusive way requires that we act upon all the major frameworks negotiated and agreed throughout 2015 and 2016.

'Resilience' features in all four of the major frameworks and agreements. Each articulates the importance of resilience in achieving global change in a variety of sectors, contexts and scales. This Working Paper summarises findings and recommendations from an analysis of resilience across the post 2015 frameworks. It argues that taken together, the different contributions of these frameworks make for a more complete resilience agenda than if they are taken separately. Why? Because building resilience will require action that spans the development, humanitarian, climate and disaster risk reduction arenas.

There is significant potential for designing financing mechanisms, policies and programmes that can deliver on more than one set of targets or frameworks. Done well, this will increase the efficiency, effectiveness, sustainability and achievability of the frameworks. Joined-up monitoring mechanisms that track progress on resilience across the frameworks can also ensure that action in one area does not contradict plans or undermine progress in another. Without awareness of how each framework presents and promotes action on resilience, the development, humanitarian, climate and disaster risk reduction communities run the risk of not achieving the full potential that the new international policy environment offers.

'There is significant potential for designing financing mechanisms, policies and programmes that can deliver on more than one set of targets or frameworks.'

However, 'resilience' is not presented coherently across the frameworks, and there is still a long way to go to promote greater understanding of resilience as an outcome rather than as a set of activities or outputs. Below is a brief summary of the role resilience plays in the frameworks:

Development

The Sustainable Development Goals form the 2030 Agenda for Sustainable Development. They represent the latest global targets in pursuit of poverty reduction, sustainable development and peace. Resilience features in two goals and eight targets, linked to poverty, built infrastructure and human settlements, agricultural production and vulnerability to climate extremes and disasters. This represents a marked shift from the goals' predecessor, the Millennium Development Goals (MDGs), in which resilience did not appear.

Climate Change

The Paris Agreement made at the 2015 Paris Climate Conference (known as COP21) featured resilience as an integral component of climate change adaptation, linked to concepts of building adaptive capacity and reducing climate change vulnerability. This gave resilience a more prominent role than in previous climate change agreements, where references to resilience have come and gone over time. The Paris Agreement also places emphasis on the resilience of, and links between, socioeconomic and ecological systems.

Disasters

The Sendai Framework builds on its predecessor, the Hyogo Framework for Action 2005–2015. Its overall goal is framed around strengthening resilience in order to achieve its expected outcome of reduced disaster risk and losses. Resilience also features across its global targets and indicators. The emphasis on anticipatory action in building resilience reflects a broader shift within the disasters community away from the idea of managing disasters and towards the idea of managing risk.

Humanitarian

The World Humanitarian Summit signalled the start of a formal global process to expedite reform in the humanitarian sector. Resilience features heavily in its Agenda for Humanity and related consultation documents, reflecting its increased importance across the field over the past decade. The concluding Commitment to Action

employs resilience in a number of ambitious agendas, including vulnerability reduction and risk management, increased capacity for early action and preparedness, the localisation of aid and more joined-up action to bridge the humanitarian and development divide.

The relative political weight of the frameworks will affect processes of collaboration and coherence over resilience outcomes. The SDGs and the Paris Agreement are chefsache – discussed at head of state level and regarded as major influencers of the global agenda. Yet it cannot be taken for granted that countries feel ownership over the processes and outcomes. Nor can we assume that all people support greater coherence across the frameworks. A number of humanitarians have challenged calls for such coherence in the belief that humanitarian action must remain distinct in its ethos and approach, notably by remaining impartial and independent in the delivery of assistance.

Nevertheless, there is great value in coherence across the frameworks. Taken individually, none of the frameworks engages with the full spectrum of shocks, stresses, disturbances and risk drivers that might affect a system. Taken together, they better reflect the range of risks that a country might face.

'Resilience' provides a useful umbrella under which to address a number of areas that might otherwise be treated in isolation. These include the underlying risk drivers common to the development and humanitarian agendas, inconsistencies between development and humanitarian donor/financing systems, and the weak integration of disaster risk reduction and adaptation efforts into wider development planning.

Coordinating actions taken to deliver against each framework can also help to avoid duplication, maximise gains and manage trade-offs between different risks and goals. As each framework seeks to 'build resilience' and manage risk using different timeframes, geographical focuses, scales, sectors and hazards, coherence offers a means to address the complexity of the real-world challenges facing national governments, using the lens of resilience to bind different agendas together.

'Taken individually, none of the frameworks engages with the full spectrum of shocks, stresses, disturbances and risk drivers that might affect a system. Taken together, they better reflect the range of risks that a country might face.'

For areas of overlap across the four frameworks, working together is common sense. Solutions need to be linked, and this can only be achieved through connected implementation plans. Coordinated efforts will create efficiency, while linked monitoring processes will reduce the burden on national governments. Importantly, efforts to deliver on the frameworks at the local level must not conflict: everyone needs to 'pull in the same direction'.

The ink is still drying on the frameworks negotiated and agreed in 2015 and 2016. The tough work starts now in moving from an overarching global set of ambitions to making changes in practice and ultimately creating impact on the ground. Greater awareness of how each framework presents resilience and drives related actions will help the development, humanitarian, climate and disaster risk reduction communities achieve the full potential that the new international policy environment offers. To this end, we make five recommendations.

Recommendation 1: Pursue solutions that deliver resilience across the global frameworks

This recommendation calls for national actions that deliver resilience across the frameworks.

- **Sensitisation about the different frameworks** with national and sub-national government representatives is needed in advance of consultations designed to consider aligning existing plans and policies to the frameworks across scales.
- Each country should undertake a process to articulate the interim targets required to track progress towards the 2030 goals, across the four frameworks. Annual progress reviews can track the pace of change in relation to **nationally defined 'stepping stone' targets**.
- **National resilience workshops** should be held to help define an overall vision, roles, responsibilities and budgets for delivering the national priorities that embed the global targets, using a common understanding of effective risk management and resilience outcomes.
- National governments should determine whether and how **the national platforms for the four frameworks can/should coordinate**. This may not be desirable for some humanitarian mechanisms that value independence, but is worth exploring for those related to disaster risk reduction and climate change adaptation – for example the strengthening of links between national disaster management agencies and climate change platforms.
- There are opportunities at national and regional level to be more ambitious than the global frameworks prescribe. As part of the national vision, local through to national implementation plans require clear articulations of the 'end game'. This vision should **define what successful resilience-building looks like**.

Recommendation 2: Ensure that delivery on one framework is consistent with the attainment of others

This recommendation calls for coherence in ambition and in managing the full range of disturbances and risk drivers.

- Practical actions intended to deliver resilience outcomes should be **informed by global science**, such as the Intergovernmental Panel on Climate Change reports, and under the assumption that the average global temperatures will rise by at least 1.5 degrees and likely closer to 2.
- Solutions to disaster, development and humanitarian challenges devised in response to the other frameworks need to **be in line with level of ambition achieved through the Paris Agreement** to ensure they are adapted to the severity of the climate change impacts we will face.
- The SDGs related to economic growth must be delivered in ways that do not undermine the attainment of the Sendai Framework. Ministries of finance and planning in developing countries are critical to ensuring that **investment decisions do not create greater levels of vulnerability and risk**.
- Implementing actions designed to address resilience goals under any of the frameworks should **assess risk from a multi-hazard perspective** and manage potential trade-offs in resilience for different timeframes, geographical focuses, scales, sectors and hazards.
- Donor support and financial mechanisms must reinforce the ambition to take a **systemic approach to managing the full range of disturbances and risk drivers** in all investment decisions.

Recommendation 3: Incentivise coordination and collaboration

This recommendation calls for greater leadership and improved incentives for coherence in building resilience across the frameworks.

- National governments should make commitments **to support coherence on resilience across the four frameworks**. Constant repetition of this ambition in each of the processes designed to make and monitor progress against the frameworks will signal public commitment to coherence, encouraging other actors to do the same.
- Led by the High-Level Political Forum on Sustainable Development, the convening bodies responsible for overseeing the international frameworks should **map exactly how each of the goals, targets and indicators across the frameworks relates to the others** – including points of coalescence and of difference.
- **Indicators still in development can combine efforts**, following the example of the agreement between the two expert working groups (IAEG and OIEWG) on the adoption of the Sendai Framework indicators for the SDG process.
- In response to the UN Secretary General's call, high-level UN officials are committed to developing a common definition of resilience as part of the WHS commitments. This can build on the terminology and definitions process already underway by the United Nations Office for Disaster Risk Reduction (UNISDR), with a further goal of **developing a common understanding of resilience as an outcome,** rather than a set of activities/inputs.
- The criteria for portfolio development in donors and regional development banks should **recognise and reward initiatives designed in ways that deliver progress on multiple resilience goals** and targets.
- The major conferences designed to review progress on the frameworks should include **special high-level sessions to incentivise and plan for greater coherence**. Inviting counterparts in the other frameworks will support this process through cross-framework learning.

Recommendation 4: Map, assess and coordinate finance for resilience

This recommendation calls for finance to be transparent, coordinated and appropriate to the scale of actions required to build resilience.

- Seek to **determine the full cost of achieving the 2030 goals and targets**, at the international and national levels, to make it possible to devise a coherent plan for financing.
- **Establish or extend the mapping of the financing mechanisms** within a country to include new or proposed financing mechanisms designed to deliver on the post-2015 frameworks. Using this information, points of synergy can be identified, for example, where goals and financing modalities within national climate change plans are similar to those made by stakeholders at the WHS.
- **Points of confluence in the financing modalities** for the four frameworks should be identified and options considered for co-delivery. Domestic government and donor coordination meetings alike should include periodic reviews to articulate how funds are contributing to the various goals and targets, to seek opportunities for collaboration.

Recommendation 5: Track progress jointly together to better inform decision-making

This recommendation calls for more appropriate resilience indicators and more joined-up monitoring systems to expose and tackle trade-offs.

- Adaptation and resilience indicators chosen for the international frameworks need **greater academic and statistical scrutiny**. For many, the current indicators across the four frameworks do not adequately capture the complexity of resilience outcomes. A form of 'City Group' of the UN Statistical Commission should be

established to explore and determine more rigorous indicators for resilience.

- The **design of national and sub-national** indicators and corresponding monitoring systems must not only capture data on sex, age and disability, but also extend to data on **discrimination and marginalisation**. Unofficial data sources, such as citizen-generated data and grassroots surveys can be taken into consideration to capture these elements.
- Chaperones of the frameworks (UN in the international arena and governments at the national level) should **demand greater cooperation between the monitoring working groups** for each framework.
- Monitoring and data collection should be **embedded in national statistics offices** and support a culture of evidence-based learning at the national and subnational level. Where national statistics offices are not functioning or lack the capacity required, international donors should directly invest in their development.
- Predefined progress reviews within the frameworks, such as those in the Paris Agreement, should be considered opportunities to **jointly review progress towards the linked resilience targets and indicators**. Monitoring processes need to capture the **potential trade-offs between progress on targets**. Lessons from monitoring resilience in other programmes reveal that progress on one type of resilience capacity can come at the expense of progress on others.

1. Introduction: no time to lose

"We have no time to lose … The global thermostat continues to rise. Each month brings new temperature records and more floods, droughts and extreme weather events. Vulnerability to climate risk continues to increase. This translates to greater humanitarian need and more economic losses."

Ban Ki-moon, United Nations Secretary General (FAO, 2016).

This paper takes as its starting point the international frameworks negotiated and agreed by the world's governments in 2015 and 2016. These include (in chronological order) the Sendai Framework for Disaster Risk Reduction (referred to hereafter as the Sendai Framework), the United Nations (UN) Sustainable Development Goals (SDGs), the Paris Agreement on Climate Change (the Paris Agreement) and the World Humanitarian Summit (WHS). These frameworks are in part a vision, articulating a set of goals and targets that, if achieved, will create a future where significant progress is made on the disaster, sustainable development, climate and humanitarian challenges of today. They are a product of their time: they reflect the social, political, economic, cultural and intellectual themes of the early twenty-first century, and they build on the successes and challenges of previous international frameworks.

Resilience features in all the major frameworks and agreements, in a variety of sectors and contexts, and at different scales (Lovell et al., 2016). Taken together, the different approaches and contributions of these frameworks make for a more complete 'resilience agenda' than will emerge if they are taken separately. Because building resilience will require action that spans the development, humanitarian, climate and disaster risk reduction arenas, it is essential that we work together to better understand how we can make our contributions towards this endeavour effective.

There is significant potential for designing policies and programmes that can deliver on more than one set of targets or frameworks. Done well, this will increase the efficiency, effectiveness, sustainability and achievability of the frameworks. Joined-up monitoring mechanisms that track progress on resilience across the frameworks can also ensure that action in one area does not contradict plans or undermine progress in another. Without awareness of how each framework presents and promotes action on resilience, the development, humanitarian, climate and disaster risk reduction communities run the risk of not achieving the full potential that the new international policy environment offers. Eliminating global poverty is too important to let that happen.

1.1. What this paper offers

This analysis – part of an ongoing effort by ODI and partners to translate commitments to resilience from the global level down to the national and sub-national levels – articulates how resilience features on the global agenda, in order to be able to make recommendations to national governments on how to translate this into practical action. We respect the final texts of the frameworks, as they are the product of extensive political processes. We do not critique the frameworks, unless this helps illuminate the different ways in which resilience is understood across the disaster, sustainable development, climate and humanitarian agendas. Our focus is thus on the next steps: raising awareness across the different groups of policy-makers and technical experts who employ the term resilience, and informing the design and delivery

‘Designing policies and programmes that can deliver on more than one framework will support efficiency, effectiveness, sustainability and achievability.’

of implementation and monitoring frameworks at the international and national levels.

A starting point in this endeavour is helping policy-makers and technical experts better understand how resilience features across the frameworks, how others are using the term and what practical differences may result when policies are implemented to achieve it. We highlight areas of contradiction and coherence with a view to identifying opportunities for greater clarity and consistency.

‘Resilience’ is viewed through a different lens in each of the four frameworks. Variations relate to the timeframe, the type of hazard or risk addressed, the scale of the problem and solutions, and the intellectual underpinnings of the concept being adopted. This reflects the various political contexts, actors and histories in which the different frameworks have evolved. Better understanding of these differences is a necessary first step in supporting coherent delivery of the frameworks in the same locality. After all, the challenge of translating the international frameworks – and the differences they encompass – into action will now fall on national governments, which have numerous competing priorities. Failure to employ a common definition or articulation of resilience outcomes across the frameworks makes it harder for decision-makers and stakeholders to deliver or monitor progress in ways that support coherent policy and practice.

The paper is necessarily descriptive, providing readers with a summary of the processes which led to the final framework texts and transcripts of the frameworks themselves, as well as analysis of the points of commonality and tension. It also provides a set of practical recommendations to support greater coherence at the international and national levels. The next steps are to work with governments to verify, test and refine the recommendations, compiling case studies of efforts to pursue coherence in practice. This will form the next part of our contribution on the journey towards 2030.

The paper begins by summarising what each framework entails and why it is needed, the process by which it was drafted and how the concept of resilience features within it (Section 2). Hard evidence is provided, with detailed transcripts showing all references to the term ‘resilience’ and ‘resilient’ in the final texts (Section 3). Analysis of the differences between and synergies among the uses of the term across the four frameworks is provided in Section 4, by examining the objectives, challenges, beneficiaries and actors related to resilience and by asking what effect these variations and linkages may have on the achievement of resilience outcomes. Recommendations for delivering a more coherent global agenda are presented in Section 5. These include: pursue solutions that deliver resilience across the frameworks; ensure delivery on one framework is consistent with the attainment of others; providing incentives for collaboration; mapping and coordinating finance for resilience; and tracking progress jointly.

2. A new era: the global frameworks for 2015–2030

Delivering the global vision by 2030 in a sustainable and inclusive way requires action on all the major frameworks negotiated and agreed during 2015 and 2016. Of the four featured in this paper, each articulates the importance of resilience in achieving global change. We describe the contribution of each framework to the global agenda, and the process through which the final text was crafted. An illustration of the core elements of each framework is provided, alongside a description of how resilience features within the framework. The addition of complementary frameworks which, for practical reasons, could not be included here – the Addis Ababa Action Agenda on financing for development (UN, 2015), the Review of the United Nations Peacebuilding Architecture, and the Habitat III (United Nations Conference on Housing and Sustainable Urban Development) – would be a welcome extension to this paper.

Resilience does not feature in a coherent or homogenous manner across the frameworks. Below is a brief summary of the role resilience plays in each:

- **The Sustainable Development Goals** form the 2030 Agenda for Sustainable Development. They represent the latest global targets in pursuit of poverty reduction, sustainable development and peace. Resilience features in two goals and eight targets, linked to poverty, built infrastructure and human settlements, agricultural production and vulnerability to climate extremes and disasters. This represents a marked shift from the goals' predecessor, the MDGs, in which resilience did not appear.
- **The Paris Agreement** made at the 2015 Paris Climate Conference featured resilience as an integral component of climate change adaptation, linked to concepts of building adaptive capacity and reducing climate change vulnerability (UNFCCC, 2015). This gave resilience a more prominent role than in previous climate change agreements, where references to resilience have come and gone over time. The Paris Agreement also places emphasis on the resilience of, and links between, socioeconomic and ecological systems.
- **The Sendai Framework** builds on its predecessor, the Hyogo Framework for Action 2005–2015 (UNISDR, 2015). Its overall goal is framed around strengthening resilience in order to achieve its expected outcome of reduced disaster risk and losses. Resilience also features across its global targets and indicators. The emphasis on anticipatory action in building resilience reflects a broader shift within the disasters community away from the idea of managing disasters and towards the idea of managing risk.
- **The World Humanitarian Summit** signalled the start of a formal global process to expedite reform in the humanitarian sector. Resilience features heavily in its 'Agenda for Humanity' and related consultation documents, reflecting its increased importance across the sector over the past decade. The concluding Commitment to Action employs resilience in a number of ambitious agendas, including vulnerability reduction and risk management, increased capacity for early action and preparedness, the localisation of aid and more joined-up action to bridge the divide between the humanitarian and development sectors.

2.1. The UN Sustainable Development Goals

2.1.1. What does the framework entail, and why is it needed?

Consisting of 17 goals and 169 targets, the SDGs (Figure 1) outline global environmental, economic and social development priorities until 2030. They span a number of interrelated and cross-cutting sustainable development issues, including ending poverty, improving education and health, ensuring safe cities and combating climate change. These ambitions are guided by the recognition that 'eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development' (UNGA, 2015). Although it is not legally

binding, governments are responsible for implementation. However, to be achieved, the goals will require collective action from civil society, the private sector, scientists and others.

Attempting to ensure that the efforts that began with the MDGs continue – and to address gaps identified within them, such as the lack of any mention of inequality or of the link between disasters and poverty (Wilkinson and Peters, 2015) – the SDGs aim to 'go further to end all forms of poverty' and unite 'all countries, poor, rich and middle-income to promote prosperity while protecting the planet' (UN, n.d.a.). In this endeavour, the SDGs aim to deliver a holistic, comprehensive and cross-cutting set of goals and targets.

Figure 1: The Sustainable Development Goals

Source: UN Sustainable Development Knowledge Platform (2015).

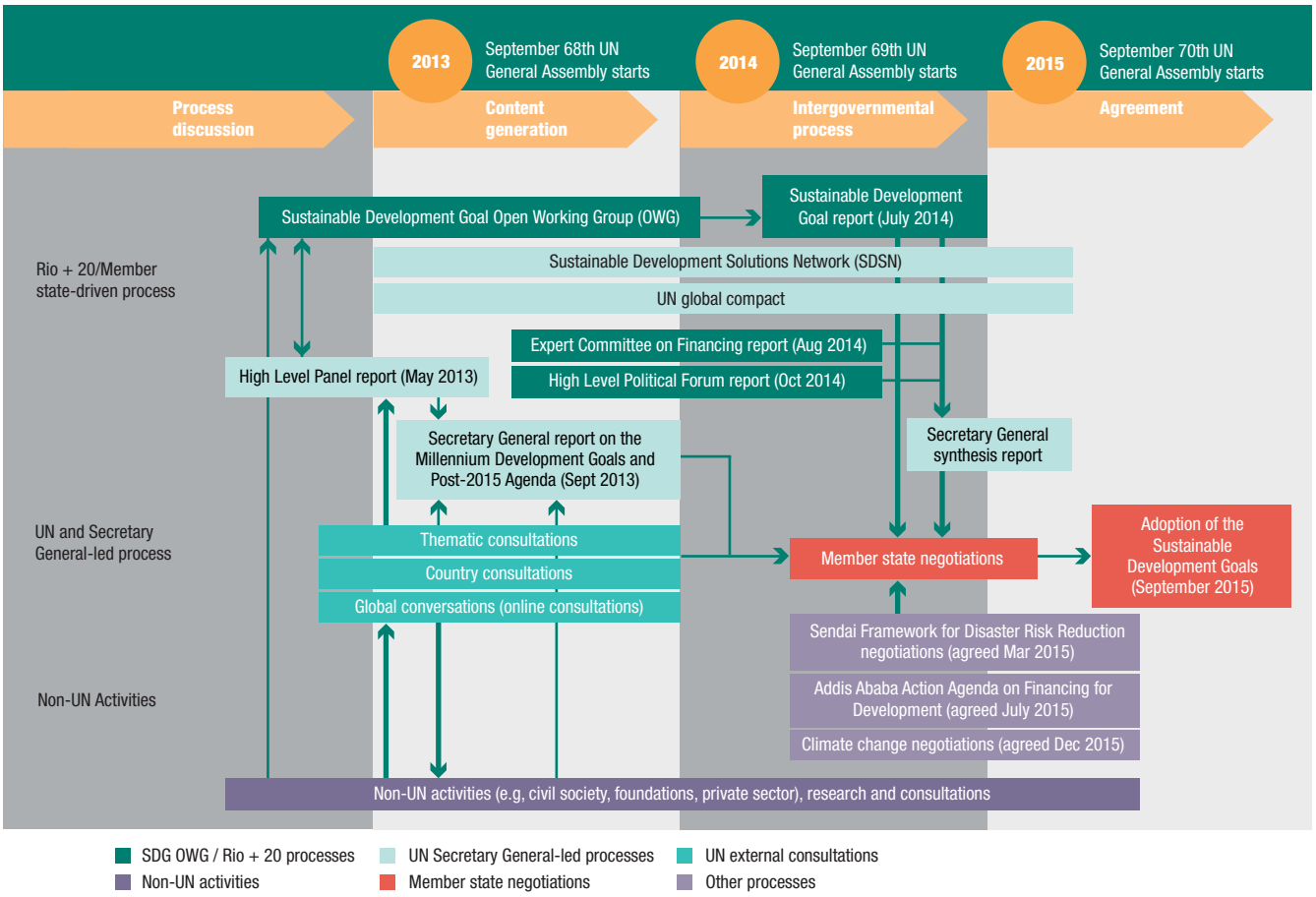
Table 1: UN conferences, consultations and summits that have informed the development of the Sustainable Development Goals

Conferences and summits	Year
Rio Declaration on Environment and Development	1992
Programme of Action of the International Conference on Population Development	1994
World Summit for Social Development	1995
Beijing Platform for Action	1995
United Nations Global Compact	2000
World Summit on Sustainable Development	2002
United Nations Summit on the Millennium Development Goals	2010
Fourth United Nations Conference on the Least Developed Countries	2011
United Nations Conference on Sustainable Development, Rio+20	2012
High-Level Panel of Eminent Persons on the Post-2015 Development Agenda	2012

Conferences and summits	Year
UN System Task Team on the Post-2015 UN Development Agenda	2012
Sustainable Development Solutions Network	2012
The World We Want	2012
My World	2012
United Nations High-Level Political Forum on Sustainable Development	2013
Third International Conference on Small Island Developing States	2014
Second United Nations Conference on Landlocked Developing Countries	2014
United Nations Development Group national and regional consultations and thematic consultations	2014
Third United Nations World Conference on Disaster Risk Reduction	2015

Source: UNGA (2015) and Mitchell et al. (2014).

Figure 2: Consultation processes informing the Sustainable Development Goals



Source: Adapted from Mitchell et. al. (2014).

2.1.2. How was the framework created?

'The 2030 Agenda for Sustainable Development', know as the SDGs were proposed by the Open Working Group of the United Nations General Assembly (UNGA) in July 2014 for consideration by the UNGA as part of a broader UN intergovernmental agreement, 'The Future We Want'. The new agenda was adopted on 25 September 2015 in New York. The SDGs replace and build upon the eight MDGs agreed at the Millennium Summit in September 2000 (UN, n.d.-b). They also take into account a range of UN conferences and summits (see Table 1). Figure 2 shows how the consultation processes fit together over time.

2.1.3. How does resilience feature in the framework?

Resilience was absent from the MDGs, but is explicitly included in the SDGs in two goals and eight targets (see Table 2). Section 3 provides the full transcripts of where resilience appears. As Table 2 shows, the concept is linked to a range of sectors and objectives, including reducing the impact of disasters on the poor and those in vulnerable situations (Target 1.5), increasing food security (Target 2.4) and protecting marine ecosystems (Target 14.2).

Resilience features in the preamble, vision and agenda of the SDGs, for example, in aiming for a world in which 'development and the application of technology are climate-sensitive, respect biodiversity and are resilient', and in acknowledging the need to 'strengthen the resilience of communities hosting refugees' (UNGA, 2015: 4, 8). Resilience is regarded as a quality to be 'strengthened', 'built' and 'developed', a tool to reduce the exposure of people and systems to shocks and stresses and a foundation for economic growth and prosperity. It is also implicit in the concept of 'leaving no one behind', which features in the preamble. This refers to ensuring that the needs of the most vulnerable are met – and met first (paragraph 4) – and recognising that people who live in areas affected by humanitarian emergencies have special needs (paragraph 23).

Resilience is also linked to infrastructure and cities, in Goals 9 and 11; its prominence within these goals reflects the emphasis placed on urban development in international policy. The term is also used in relation to inclusive and safe cities, high-quality and reliable infrastructure and the

Table 2: Sustainable Development Goals and targets explicitly including the concept of resilience

Goal	Target
Goal 1. End poverty in all its forms everywhere	1.5 By 2030, build the **resilience** of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters
Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture	2.4 By 2030, ensure sustainable food production systems and implement **resilient** agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality
Goal 9. Build **resilient** infrastructure, promote inclusive and sustainable industrialization and foster innovation	9.1 Develop quality, reliable, sustainable and **resilient** infrastructure, including regional and trans-border infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all
	9.a Facilitate sustainable and **resilient** infrastructure development in developing countries through enhanced financial, technological and technical support to African countries, least developed countries, landlocked developing countries and small island developing States
Goal 11. Make cities and human settlements inclusive, safe, **resilient** and sustainable	11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, **resilience** to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015–2030, holistic disaster risk management at all levels
	11.c Support least developed countries, including through financial and technical assistance, in building sustainable and **resilient** buildings utilizing local materials
Goal 13. Take urgent action to combat climate change and its impacts	13.1 Strengthen **resilience** and adaptive capacity to climate-related hazards and natural disasters in all countries
Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development	14.2 By 2020, sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their **resilience**, and take action for their restoration in order to achieve healthy and productive oceans

Source: UNGA (2015).

need for 'regional and trans-border' networks (Target 9.1); this is underpinned by, for example, initiatives such as the UNISDR's Making Cities Resilient 2016–20 campaign (UNISDR, n.d-a.) and the Habitat III process. Resilience is considered integral to strengthening infrastructure and supporting wider, integrated systems at different scales and across and borders (Hasan and Foliente, 2015).

2.2. The UNFCCC Paris Agreement on Climate Change

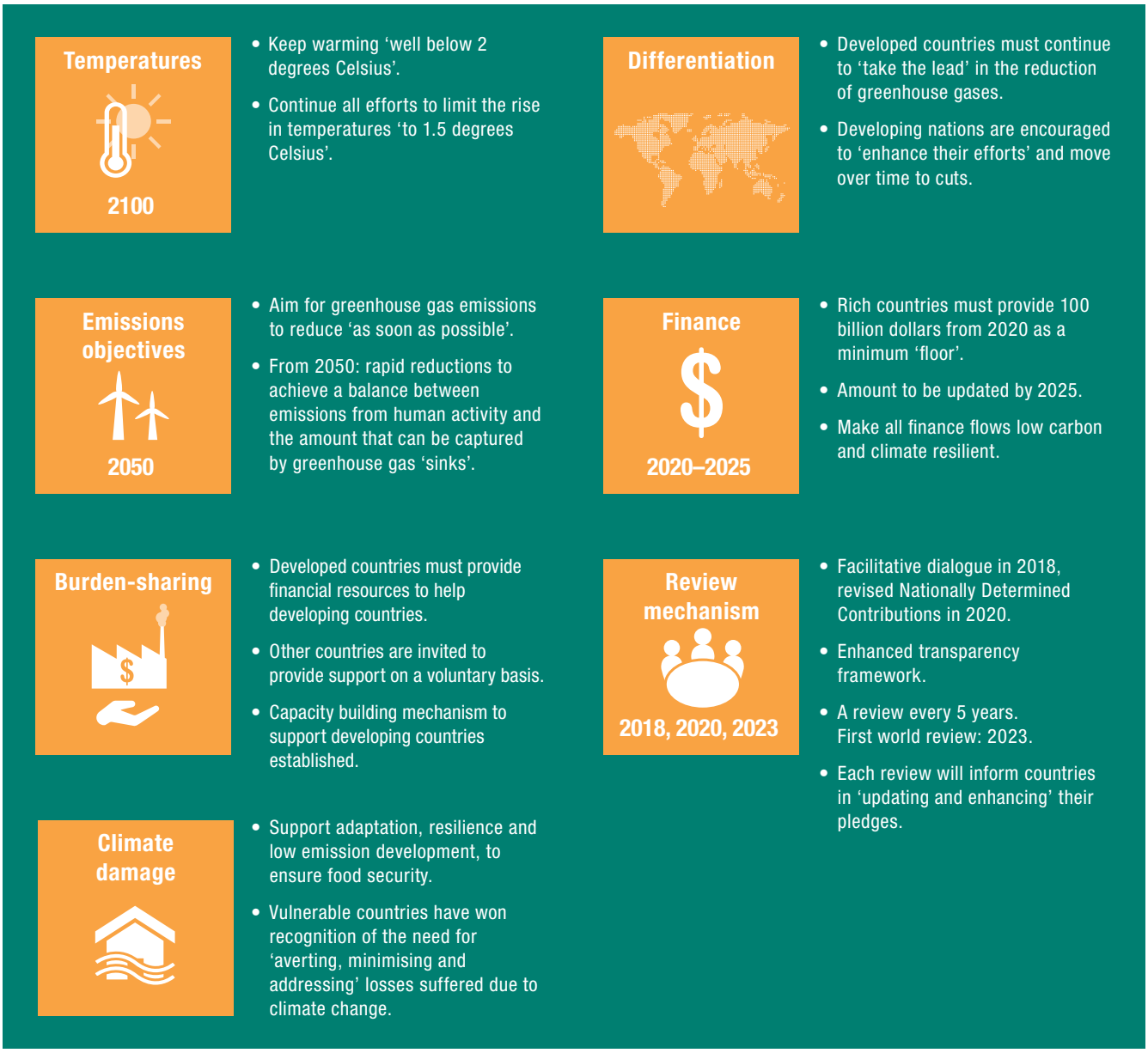
2.2.1. What does the framework entail, and why is it needed?

The Paris Agreement on Climate Change was made at the 21st annual Conference of the Parties (COP 21) of the United Nations Framework Convention on Climate Change (UNFCCC). At this conference, 195 countries adopted the first-ever universal global climate deal aimed at avoiding dangerous climate change and limiting global warming to below 2 degrees (Climate Action, 2015). As well as facilitating greater transparency in implementation, the Agreement sets out how developed countries can support developing countries and those most vulnerable to climate change to mitigate and cope with the effects of climate-related hazards (UNFCCC, 2015a). The Agreement, which contains both legally binding and non-binding provisions, also formalises the process of developing national plans supported by on-going assessment and reviews of progress (UNFCCC, 2015b). Figure 3 depicts its key points.

2.2.2. How was the framework created?

COP 21 was held in Paris from 30 November to 12 December 2015, and the Paris Agreement was formally signed at a ceremony that took place at the UN headquarters in New York on 22 April 2016. The Agreement will enter into force on 4 November 2016, as the threshold for entry was passed on 5 October 2016 – when it was ratified by 55 national governments accounting for more than 55% of global emissions (UNFCCC, 2016). The first session of the Conference of Parties serving as the Meeting of the Parties to the Paris Agreement (technically known as CMA 1) will take place in Marrakesh along with COP 22. The Paris Agreement builds on Intended Nationally Determined Contributions (INDCs), which are national climate change plans submitted by 147 countries by 1 October 2015 (UNFCCC,

Figure 3: Key points of the Paris Agreement on Climate Change



Source: Adapted from Climate Communication (2015).

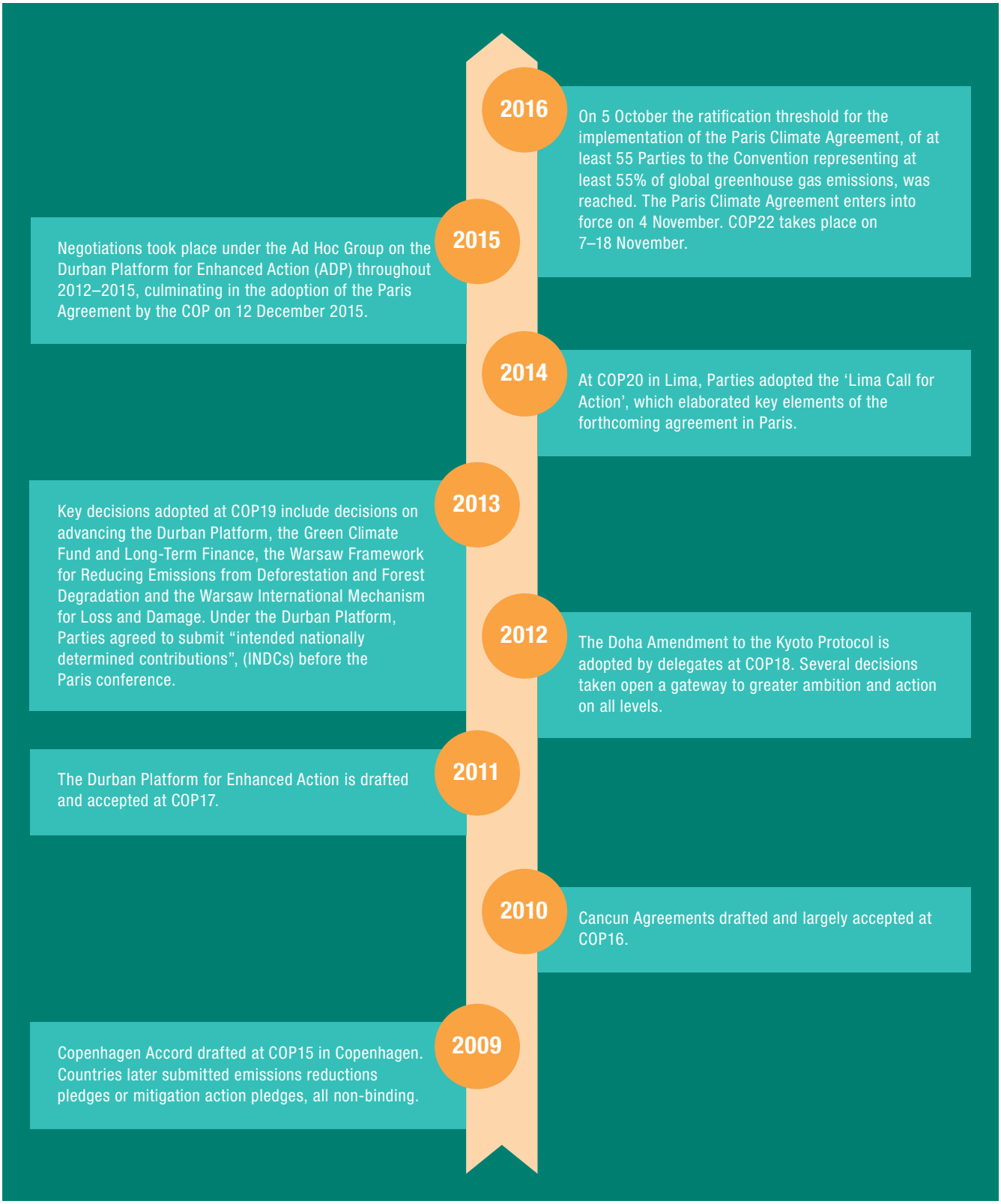
2015b). Figure 4 shows the consultation processes that informed the Agreement.

2.2.3. How does resilience feature in the framework?

The term 'resilience' was first used in COP 13 (2007), (UNFCCC, 2008: 28) where it featured once. It was used again in COP 15 (2009) (UNFCCC, 2010: 6) in relation to reducing exposure to the adverse impacts of climate change (UNFCCC, 2008: 28, 2010: 6). By COP 16 (2010) resilience had been embedded within the adaptation discourse, reflecting the rising popularity of the term globally, including as a way of linking climate change adaptation and disaster risk reduction. Resilience was understood as strengthening the capacities of both systems (socioeconomic and ecological) and developing countries, alongside those 'negatively affected by response measures' (UNFCCC, 2011).

Resilience features prominently in the Paris Agreement of 2015 (see Section 3 for the full transcripts). This was in particular with regard to building adaptive capacity and reducing vulnerabilities to the adverse effects of climate change. Like adaptive capacity, it is a characteristic to be 'strengthened', 'built' or 'fostered' (UNFCCC, 2015a), with resilient communities and societies described as desired outcomes. The Paris Agreement also highlights the relationship between adaptation and mitigation, linking the success of emissions reduction with the level of effort

Figure 4: Consultation processes informing the Paris Agreement



Source: Adapted from UNFCCC (2015c).

required to strengthen resilience: although mitigation of greenhouse gases was necessarily the main focus of the agreement, adaptation was defined for the first time as a formal global goal under the UNFCCC. Building resilience is emphasised in relation to communities, livelihoods, ecosystems and socioeconomic and ecological systems (UNFCCC, 2015a: 24, 25), and is considered a global process in response to the common concern of climate change. The Paris Agreement also ensures the continuation of the Warsaw Mechanism for Loss and Damage associated with Climate Change Impacts (UNFCCC, 2015a: 26).

2.3. The UNISDR Sendai Framework for Disaster Risk Reduction

2.3.1. What does the framework entail, and why is it needed?

The Sendai Framework (see Figure 5) is a 15-year, voluntary, non-binding agreement that seeks a 'substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries' (UNISDR, 2015a: 12). The Framework was negotiated by governments, with technical support from UNISDR, other UN agencies, scientists and non-governmental organisations (NGOs). It comprises four priorities for action and seven global targets. The strategy emphasises the need to 'prevent new and reduce existing disaster risk through the implementation of integrated and inclusive … measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience' (UNISDR, 2015a: 12). The emphasis is on the primacy of the role of the state, with responsibility shared by stakeholders including local governments, the private sector and others (UNISDR, 2015a).

Endorsed by the UNGA, the Sendai Framework is the successor to the Hyogo Framework for Action (HFA) 2005–2015 ('Building the Resilience of Nations and Communities to Disasters') (UNISDR, n.d.-b). Although significant progress on disaster risk reduction was made under the HFA, disaster-related economic losses and damage continue to increase, exacerbated by poorly managed urban development, environmental degradation, poverty, inequality and weak governance (UNISDR, 2013a). The Sendai Framework therefore focuses on addressing underlying risk drivers (ibid.). It also aims to reinforce and support other complementary post-2015 agreements.

The UNGA has tasked UNISDR with supporting the implementation, follow-up and review of the Sendai Framework, and with monitoring progress on disaster risk reduction over the next 15 years (UNISDR, 2015a: 5). Intergovernmental processes through initiatives such as the Open-ended Intergovernmental Expert Working Group (OIEWG) on Indicators and Terminology related to Disaster Risk Reduction are charged with refining the terms and definitions of the Framework. This intergovernmental process will result in an outcome adopted by the General Assembly. In parallel, implementation strategies and roadmaps to translate the Framework into contextually specific action plans will be designed through national and regional processes. Technical support also exists to help with the generation of evidence-based and practical guidance for implementation, set up and coordinated by UNISDR in partnership with a wide range of UN agencies, NGOs and experts.

2.3.2. How was the framework created?

The Sendai Framework is the outcome of intergovernmental negotiations between July 2014 and March 2015 and stakeholder consultations that began in March 2012 (UNISDR, 2015a). It was finalised and officially adopted in Sendai, Japan, by UN Member States at the World Conference on Disaster Risk Reduction between 14 and 18 March 2015. The extensive consultation process leading up to the Framework (Figure 6) built on a number of previous documents and frameworks (see Table 3).

2.3.3. How does resilience feature in the framework?

The concept of resilience featured heavily in the HFA and remains a central theme in the Sendai Framework. Section 3 provides the full transcripts of where resilience features in the framework. The UNISDR (2009) defines resilience as 'the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions', and this is the definition used in the Sendai Framework. The preamble of the Sendai Framework also states:

The Sendai Framework identifies resilience as an outcome within its overarching goal, as well as an aspect of its targets and priorities (Lovell et al., 2016) (see Table 4). The term 'resilience' is explicitly included in one of the seven global targets and one of the four priorities of action, and is firmly incorporated within the actions required at local, national, regional and global levels.

Figure 5: The Sendai Framework for Disaster Risk Reduction

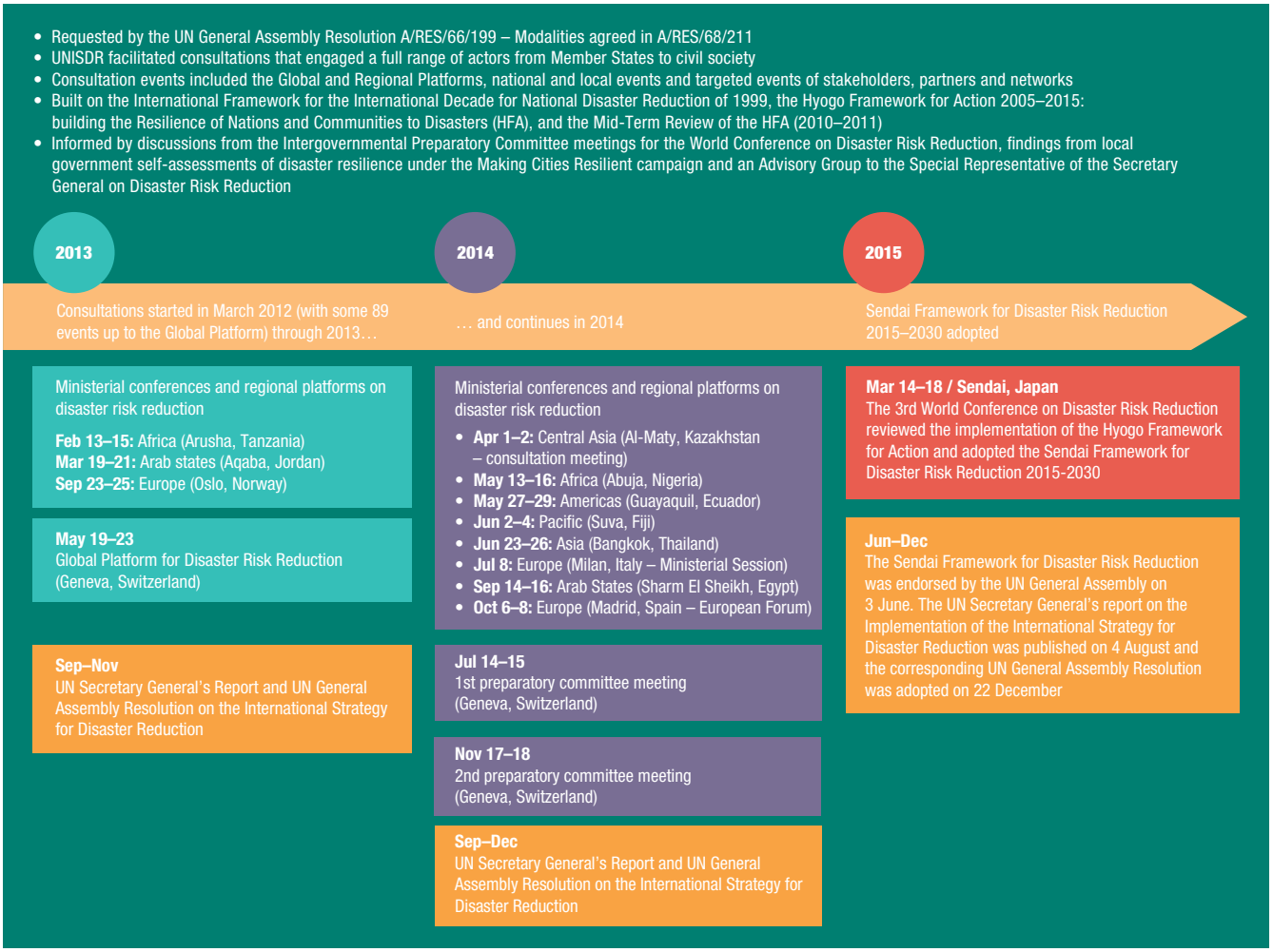
Source: Adapted from UNISDR (2015c).

Table 3: Documents and publications informing the Sendai Framework

Yokohama Strategy	1994
International Strategy for Disaster Reduction	1999
HFA 2005–15: Building the Resilience of Nations and Communities to Disasters	2005
Mid-Term Review of HFA	2010
Global Assessment Reports	2007, 2009, 2011, 2013 (draft)
The Special Representative of the Secretary-General for Disaster Risk Reduction (SRSG)'s proposed elements for consideration in the development of the post-2015 framework for disaster risk reduction[a]	2013

Source: UNISDR (2013b).

Figure 6: Consultation processes informing the Sendai Framework for Disaster Risk Reduction



Source: Adapted from UNISDR (2015d).

During the World Conference, States also reiterated their commitment to address disaster risk reduction and the building of resilience to disasters with a renewed sense of urgency within the context of sustainable development and poverty eradication, and to integrate, as appropriate, both disaster risk reduction and the building of resilience into policies, plans, programmes and budgets at all levels. (UNISDR, 2015a: 9).

2.4 . The World Humanitarian Summit

2.4.1. What does the framework entail, and why is it needed?

The goals of the WHS, held in Istanbul on 23–24 May 2016, were threefold (WHS, 2016d):

- to re-inspire and reinvigorate a commitment to humanity and to the universality of humanitarian principles
- to initiate a set of concrete actions and commitments aimed at enabling countries and communities to better prepare for and respond to crises, and be resilient to shocks
- to share best practices that can help save lives around the world, put affected people at the centre of humanitarian action and alleviate suffering.

In part a visioning exercise and in part an effort to seek commitments to addressing humanitarian challenges, the WHS was 'a unique opportunity for the global community to take responsibility to place people first: to secure their safety, to uphold their dignity and to provide opportunities for a better future' (WHS Chair's Summary, 2016: 2). The Summit and the resulting Commitments to Action were oriented around five core themes: prevent and end conflict; respect the rules of war; leave no one behind; work differently to end need; and invest in humanity (UNGA, 2016a). The penultimate theme included a work stream dedicated to risk and vulnerability reduction, with a focus on natural hazards and climate change; this was where much of the focus on resilience featured (Figure 7).

Table 4: 'Resilience' within the targets and priorities of the Sendai Framework

Goal	Seven global targets	Priority 3. Investing in disaster risk reduction for resilience
Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen **resilience**.	(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.	Public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance the economic, social, health and cultural **resilience** of persons, communities, countries and their assets, as well as the environment.

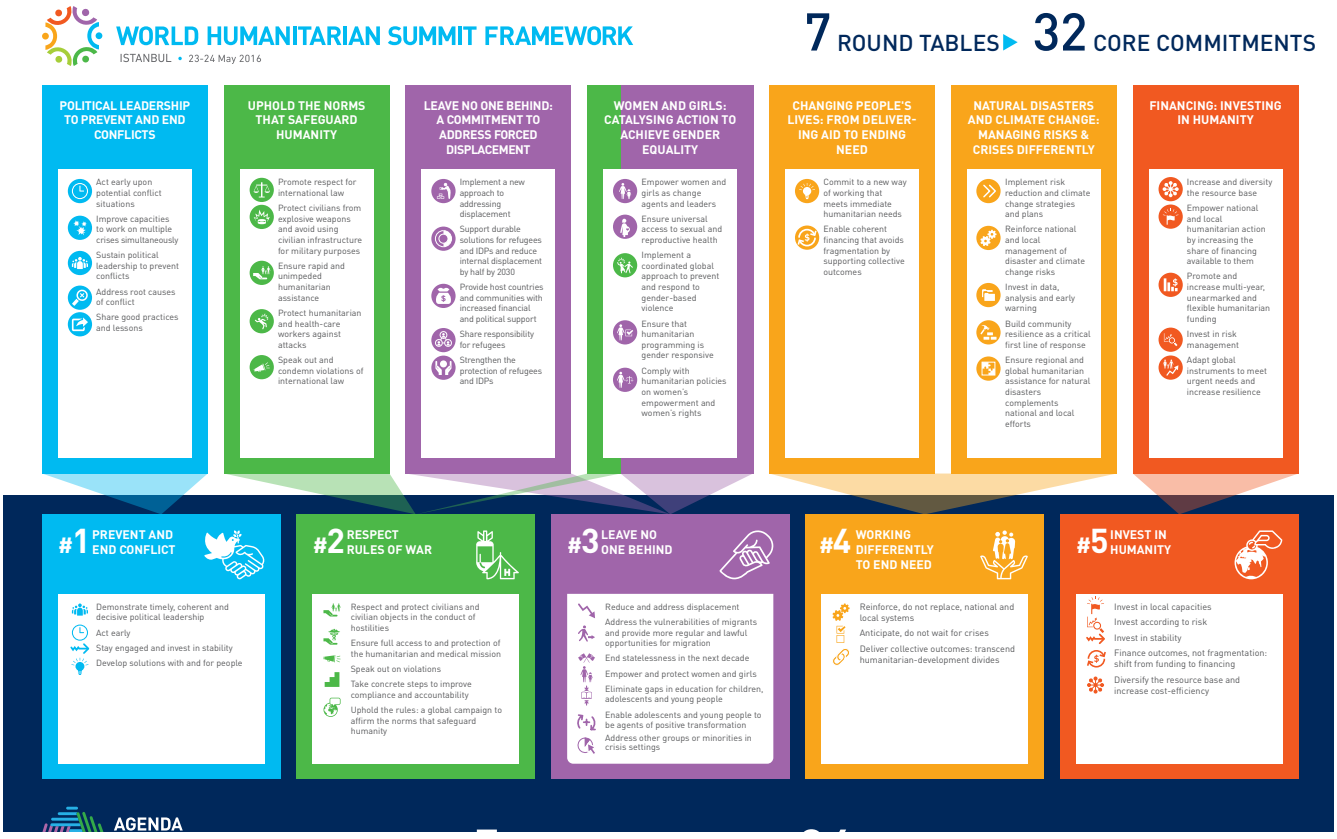
Source: UNISDR (2015a).

2.4.2. How was the framework created?

In the lead up to the World Humanitarian Summit in May 2016, a series of worldwide consultations were held to engage all relevant stakeholders, ranging from governments to civil society groups and individuals, allowing them to participate in setting the agenda for the summit and to capture their views. This began with a series of eight consultations in developing regions of the world which took place consecutively from June 2014 to July 2015. These were complemented by thematic consultations with various teams of specialists, including three face-to-face meetings of all thematic teams which took place in Lausanne in November 2014, Bonn in April 2015 and Berlin in September 2015.

The submissions from these consultations were brought together in a synthesis paper which formed the basis for discussions at the Global Consultation in Geneva from 14th – 16th October 2015. This multi-stakeholder meeting was attended by 1,201 participants from 153 countries and provided a platform to discuss the main suggestions emanating from the previous consultations. Following this, a Co-Chair's Summary was produced which in turn

Figure 7: The World Humanitarian Summit framework



Source: World Humanitarian Summit (2016c: 3)

informed the Secretary-General's report One Humanity – Shared Responsibility which was released in early 2016. In total, the worldwide consultation in its entirety reached over 23,000 people.

The WHS was positioned as the start of a long-term process to seek renewed action on humanitarian issues. A number of reports informed the process, debates and outcomes (see Figure 8), notably the Secretary General's One Humanity: Shared Responsibility report (UNGA, 2016a). The most talked-about part of the process culminated in the Grand Bargain, a set of 51 commitments by a group of donors aiming to make humanitarian finance more effective and transparent (WHS, 2016b). The full suite of 3,140 individual and joint commitments are summarised in a Commitment to Action, which also highlights common themes, and in the subsequent online Platform for Action, Commitments and Transformation (PACT), made available in September 2016.

The UN Secretary General summarised the outcomes of the summit at the 71st Session of the UNGA. The WHS commitments vary: 'some are new, measurable and time-bound pledges, while others are more accurately characterized as expressions of support and intent' (WHS, 2016c: 4).

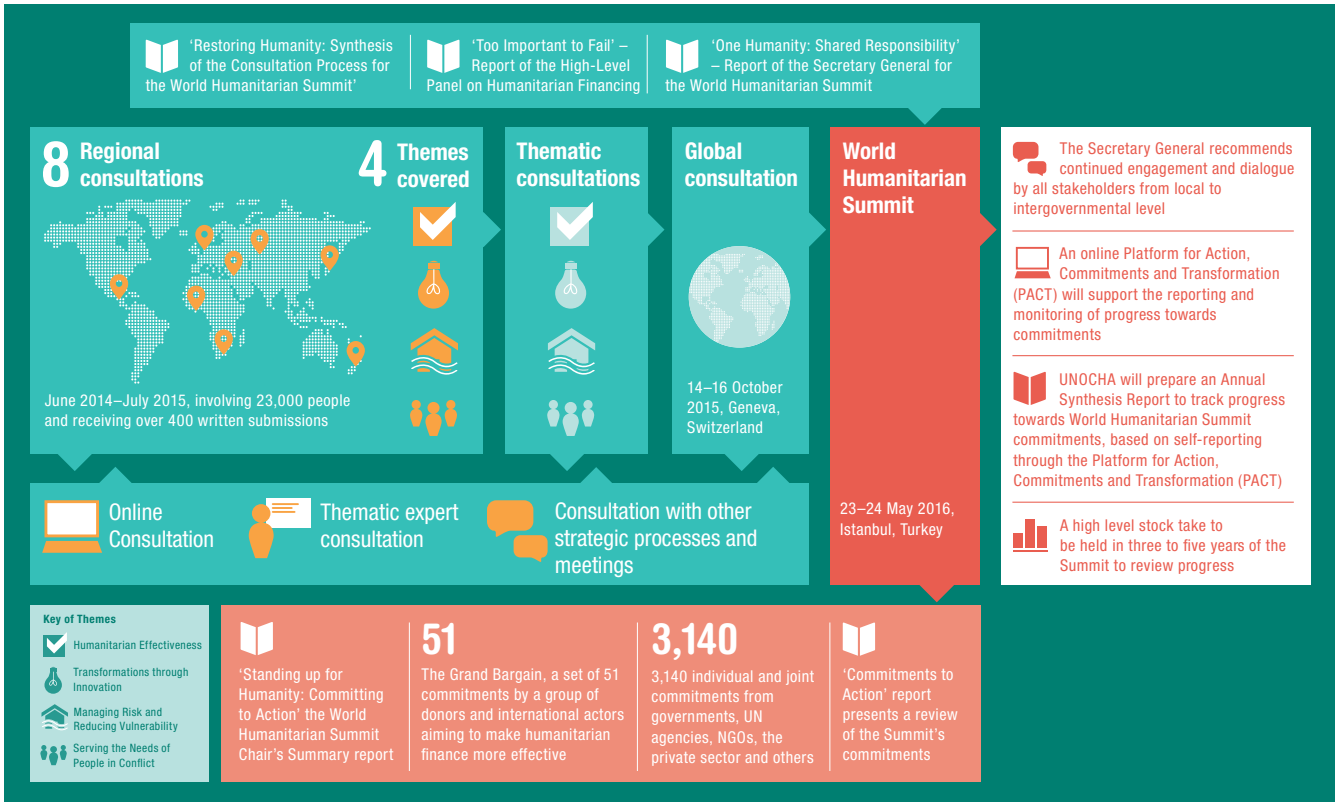
The UN Office for the Coordination of Humanitarian Affairs (OCHA) has been charged with ensuring that self-reporting processes are tracked on the online PACT. The UN Secretary General's summary loosely articulated a follow-up process including: '(a) documenting and reporting on existing and forthcoming commitments; (b) reporting annually on progress; (c) taking stock of achievements and transformation; and (d) engaging in continued dialogue and outreach' (UNGA, 2016c: 15–21).

No details are provided on how the assessment of progress will be taken forward, or how action on the commitments will harmonise with other frameworks, particularly in the fields of peace-building, conflict and security.

2.4.3. How does resilience feature in the framework?

Resilience is referred to frequently throughout the summit's preparatory material, and during the summit as something that needs to be 'built'. The phrase 'building resilience' was used repeatedly to refer to individuals and communities managing disasters related to natural hazards at the local level. It is also used in reference to physical infrastructure,

Figure 8: Consultation processes informing the World Humanitarian Summit



Source: Adapted from World Humanitarian Summit (2014).

crisis response in urban areas, and humanitarian finance, as well as to addressing the underlying drivers of conflict and displacement, and is applied to all scales, from the individual to the international. It is, however, the adoption of what can be described as resilience thinking, or a resilience approach, that features most heavily in the commitments and core responsibilities of the WHS framework. Core responsibility 4, 'Working differently to end need', and aspects of Core responsibility 5, 'Invest in humanity' (namely the shift to 'invest according to risk'), are imbued with the systems thinking often promoted as part of a resilience agenda.

The concept of resilience features heavily in the Agenda for humanity (UNGA, 2016b) and accompanying documents put forward by the UN Secretary General. The Commitment to Action (2016c: 3) also includes reference to the term in three of the five core responsibilities in the WHS framework, each time in a slightly different way:

- **Core responsibility 3: Leave no one behind**. This refers to resilience and its links to self-reliance.
- **Core responsibility 4: Change people's lives: from delivering aid to ending need**. This puts emphasis on 'building' resilience at the community level, linking resilience to community capacity to act as first responders to natural disasters and the impacts of climate change.
- **Core responsibility 5: Invest in humanity**. This focuses again on the community scale, with emphasis on preparedness, and with separate references to 'economic resilience', including in fragile states.

Section 3 of this paper provides the full transcripts of the sections of the WHS documentation where resilience appears.

Of the 32 core commitments, two explicitly employ the term resilience: 'adapt global instruments to meet urgent needs and increase resilience' and 'build community resilience as a critical first line of response' (under the roundtable theme of natural disasters and climate change). Under the theme of managing risks and crisis differently, referring to natural disasters and climate change, 76 of 216 stakeholders aligned with the ambition to 'build community resilience'.

Core responsibility 4, 'Change people's lives: from delivering aid to ending need', was organised around two roundtables, one with the same name and the second on 'Natural disasters and climate change: managing risks and crises differently'. Combining both, it sought to 'establish a new way of working that meets people's immediate needs, while at the same time reducing risk and vulnerability' (WHS, 2016c: 21). Many core characteristics of resilience (Bahadur et al., 2010, 2015a) feature throughout, including a focus on local and national capacities; people-centred aid and delivery; and using data and risk analysis to inform early warning, early action and disaster preparedness. Practical commitments include increased efforts around national preparedness for climate change and disasters, including through the One Billion Coalition for Resilience and the V20 Global Preparedness Partnership (WHS, 2016c: 34).

Themes employed in resilience approaches also appear in the new ways of working, particularly to bridge the divide between the humanitarian and development sectors, promote the reduction of risk and vulnerability across longer timeframes and work more collaboratively. For example, crisis modifiers are identified as a means to switch between development and humanitarian funding (WHS, 2016c: 25; Peters et al., 2016: 22). This is extended in Core responsibility 5, 'Invest in humanity', where financing local capacities, including through the Grand Bargain commitment to direct 25% of humanitarian financing to local and national responders by 2020 (WHS, 2016b: 5), is part of a broader focus on risk management.

After the WHS, a sub-set of UN agencies committed themselves to 'developing a shared understanding of sustainability, vulnerability, and resilience' (WHS, 2016a: 2). Of the individual and joint stakeholder commitments available online through the PACT, a great many include the concept of 'resilience' across the WHS' five core responsibilities.

The Agenda for humanity (UNGA, 2016b) states full commitment to complementary frameworks, including the Sendai Framework, the SDGs and the Paris Agreement, as well as the Addis Ababa Action Agenda. This aligns with the focus on prevention, mitigation and preparedness within the broad humanitarian agenda. However, many humanitarian agencies have challenged calls for such coherence, in the belief that humanitarian action must remain distinct in its ethos and approach, notably by remaining impartial and independent in the delivery of assistance. The assumption that coherence across agendas is inherently endorsed cannot therefore be taken as a given.

3. The transcripts: where resilience features in the global frameworks

What do the four frameworks say about resilience, exactly? This section provides full transcripts showing where, and in what context, the key terms 'resilience' and 'resilient' feature in the 2030 Agenda for Sustainable Development and the complementary frameworks on climate, disaster and humanitarian action. First, in Table 5, the definitions of resilience for the four frameworks are shown, where they exist:

Table 5: Definitions of resilience within the frameworks

Framework	Definition	Explanation
Sustainable Development Goals	No definition provided.	While the term itself is not defined, the SDG agreement uses 'resilience' in multiple contexts, including with reference to climate change adaptation, disaster risk reduction, marine and coastal ecosystems, and communities hosting refugees. Resilience is most strongly linked to climate change and disaster risks, as reflected in targets on climate change (13.1) and urban development (11b) However, the core target on poverty and resilience (1.3) refers to resilience to all types of economic, social and environmental shocks and stresses. While definitions of resilience in the context of both climate change and disaster risk reduction can draw on reference materials from the UNISDR and the Intergovernmental Panel on Climate Change (IPCC) (see below), there is no obvious scientific body to advise on its definition for the SDGs. This could lead to a wide range of interpretations both of forms of implementation and of what constitutes 'successful' resilience-building.
Paris Agreement on Climate Change	No definition provided.	Although resilience itself is not defined, 'strengthening resilience' forms one component of the definition for the newly agreed global goal on adaptation (along with enhancing adaptive capacity and reducing vulnerability to climate change). The UNFCCC tends to look to the IPCC for concepts and definitions. The 2014 IPCC Fifth Assessment Report (IPCC, 2014) provides a clear definition of resilience in its glossary annex, but the Paris Agreement does not explicitly refer to this. In this regard, the absence of a definition leaves the post-agreement processes open to multiple interpretations by parties and delegates.
Sendai Framework for Disaster Risk Reduction	'The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions' (UNISDR, 2009).	The Sendai Framework currently uses definitions included in the HFA document, as well as the 2009 UNISDR Terminology on Disaster Risk Reduction. At the World Conference on Disaster Risk Reduction, a recommendation was made to the General Assembly to establish an Open-ended Intergovernmental Expert Working Group (OIEWG) on Indicators and Terminology Relating to Disaster Risk Reduction (made up of States and supported by UNISDR and other relevant stakeholders) (UNISDR, 2015a). The Working Group was established and adopted in June 2015; its aim was to hold three formal sessions to develop 'a set of possible indicators and terminology to measure global progress in the implementation of Sendai Framework in coherence with the work of the inter-agency and expert group on sustainable development indicators' (PreventionWeb, 2015). The final session is due to take place in November 2016, and the results will be presented to the General Assembly.

World Humanitarian Summit	No single definition being used.	There is no clear or commonly employed definition of resilience; its use reflects the authorship of the various statements and the report itself. This heterogeneity is even greater in the context of the individual and joint stakeholder commitments, since each contribution reflects the stakeholder group's chosen definition and interpretation of the concept. As part of the WHS, the UN Secretary General called for agreement of a UN-wide definition of resilience, in order to provide a basis for coherence across UN agencies. In response, high-level UN representatives, committed themselves to generating a shared understanding of resilience (WHS, 2016a). Under core responsibility 4, there is most uniformity, as most stakeholders employ the UNISDR definition of resilience (as referenced in the Sendai Framework). However, this definition is subject to change, depending on the outcomes of the OIEWG on Indicators and Terminology (see above).

Internationally, the breadth or absence of definitions of resilience across the frameworks indicates the need to create a more coherent understanding of the term. Indeed, senior UN officials, in response to a call by the UN-Secretary General during the WHS process, have committed themselves to proposing one and getting it agreed.

Nevertheless, rather than agreeing on a single definition, it might be better to build understanding of what resilient outcomes mean in different situations and at different levels: sometimes, definitions can gloss over complex problems and present technocratic solutions to inherently political issues. One option may be to create a guideline that calls on UN agencies to define their use of the word resilience in terms of what challenges will be tackled and by whom, who it will affect and to what end.

3.1. Transcript: The Sustainable Development Goals

Table 6: The use of 'resilience' and 'resilient' in the Sustainable Development Goals

Page	Excerpt
1	**Preamble** All countries and all stakeholders, acting in collaborative partnership, will implement this plan. We are resolved to free the human race from the tyranny of poverty and want and to heal and secure our planet. We are determined to take the bold and transformative steps which are urgently needed to shift the world on to a sustainable and resilient path. As we embark on this collective journey, we pledge that no one will be left behind.
3-4	**Our vision** 7. In these Goals and targets, we are setting out a supremely ambitious and transformational vision. We envisage a world free of poverty, hunger, disease and want, where all life can thrive. We envisage a world free of fear and violence. A world with universal literacy. A world with equitable and universal access to quality education at all levels, to health care and social protection, where physical, mental and social well-being are assured. A world where we reaffirm our commitments regarding the human right to safe drinking water and sanitation and where there is improved hygiene; and where food is sufficient, safe, affordable and nutritious. A world where human habitats are safe, resilient and sustainable and where there is universal access to affordable, reliable and sustainable energy.
4	**Our vision** 9. We envisage a world in which every country enjoys sustained, inclusive and sustainable economic growth and decent work for all. A world in which consumption and production patterns and use of all natural resources – from air to land, from rivers, lakes and aquifers to oceans and seas – are sustainable. One in which democracy, good governance and the rule of law, as well as an enabling environment at the national and international levels, are essential for sustainable development, including sustained and inclusive economic growth, social development, environmental protection and the eradication of poverty and hunger. One in which development and the application of technology are climate-sensitive, respect biodiversity and are resilient. One in which humanity lives in harmony with nature and in which wildlife and other living species are protected.
8	**The new agenda** 27. We will seek to build strong economic foundations for all our countries. Sustained, inclusive and sustainable economic growth is essential for prosperity. This will only be possible if wealth is shared and income inequality is addressed. We will work to build dynamic, sustainable, innovative and people-centred economies, promoting youth employment and women's economic empowerment, in particular, and decent work for all. We will eradicate forced labour and human trafficking and end child labour in all its forms. All countries stand to benefit from having a healthy and well-educated workforce with the knowledge and skills needed for productive and fulfilling work and full participation in society. We will strengthen the productive capacities of least developed countries in all sectors, including through structural transformation. We will adopt policies which increase productive capacities, productivity and productive employment; financial inclusion; sustainable agriculture, pastoralist and fisheries development; sustainable industrial development; universal access to affordable, reliable, sustainable and modern energy services; sustainable transport systems; and quality and resilient infrastructure.

8	**The new agenda** 29. We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons. Such cooperation should also strengthen the resilience of communities hosting refugees, particularly in developing countries. We underline the right of migrants to return to their country of citizenship, and recall that States must ensure that their returning nationals are duly received.
9	**The new agenda** 33. We are also determined to promote sustainable tourism, to tackle water scarcity and water pollution, to strengthen cooperation on desertification, dust storms, land degradation and drought and to promote resilience and disaster risk reduction.
14	**Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation** Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable
15	**Goal 1. End Poverty in all its forms** 1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters
15	**Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture** 2.4 By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality
20	**Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation** 9.1 Develop quality, reliable, sustainable and resilient infrastructure, including regional and transborder infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all 9.a Facilitate sustainable and resilient infrastructure development in developing countries through enhanced financial, technological and technical support to African countries, least developed countries, landlocked developing countries and small island developing States
21	**Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable**
22	**Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable** 11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015–2030, holistic disaster risk management at all levels 11.c Support least developed countries, including through financial and technical assistance, in building sustainable and resilient buildings utilizing local materials
23	**Goal 13. Take urgent action to combat climate change and its impact**s 13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries
23	**Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development** 14.2 By 2020, sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their resilience, and take action for their restoration in order to achieve healthy and productive oceans.

Source: UNGA (2015).

3.2. Transcript: The Paris Agreement on Climate Change

Table 7: The use of 'resilience' and 'resilient' in The Paris Agreement

Page	Excerpt
5	**Mitigation** 34. [The Conference of the Parties] further decides that the Subsidiary Body for Scientific and Technological Advice and the Subsidiary Body for Implementation shall recommend, for consideration and adoption by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its first session, the modalities, work programme and functions of the Forum on the Impact of the Implementation of response measures to address the effects of the implementation of response measures under the Agreement by enhancing cooperation amongst Parties on understanding the impacts of mitigation actions under the Agreement and the exchange of information, experiences, and best practices amongst Parties to raise their resilience to these impacts.
7	**Adaptation** 44. Invites all relevant United Nations agencies and international, regional and national financial institutions to provide information to Parties through the secretariat on how their development assistance and climate finance programmes incorporate climate-proofing and climate resilience measures
18	**Enhanced Action Prior to 2020** 125. Decides to launch, in the period 2016–2020, a technical examination process on adaptation; 126. Also decides that the technical examination process on adaptation referred to in paragraph 125 above will endeavour to identify concrete opportunities for strengthening resilience, reducing vulnerabilities and increasing the understanding and implementation of adaptation actions

19	**Non-Party Stakeholders** 135. Invites the non-Party stakeholders referred to in paragraph 134 above to scale up their efforts and support actions to reduce emissions and/or to build resilience and decrease vulnerability to the adverse effects of climate change and demonstrate these efforts via the Non-State Actor Zone for Climate Action platform 4 referred to in paragraph 118 above. 118. Welcomes the efforts of non-Party stakeholders to scale up their climate actions, and encourages the registration of those actions in the Non-State Actor Zone for Climate Action platform
22	**Article 2** This Agreement, in enhancing the implementation of the Convention, including its objective, aims to strengthen the global response to the threat of climate change, in the context of sustainable development and efforts to eradicate poverty, including by: (a) Holding the increase in the global average temperature to well below 2 °C above pre-industrial levels and to pursue efforts to limit the temperature increase to 1.5 °C above pre-industrial levels, recognizing that this would significantly reduce the risks and impacts of climate change; (b) Increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production; (c) Making finance flows consistent with a pathway towards low greenhouse gas emissions and climate- resilient development.
25	**Article 7** Parties hereby establish the global goal on adaptation of enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring an adequate adaptation response in the context of the temperature goal referred to in Article 2.
25	**Article 7** Each Party shall, as appropriate, engage in adaptation planning processes and the implementation of actions, including the development or enhancement of relevant plans, policies and/or contributions, which may include: (e) Building the resilience of socioeconomic and ecological systems, including through economic diversification and sustainable management of natural resources.
26	**Article 8** Accordingly, areas of cooperation and facilitation to enhance understanding, action and support may include: (h) Resilience of communities, livelihoods and ecosystems.
27	**Article 10** Parties share a long-term vision on the importance of fully realizing technology development and transfer in order to improve resilience to climate change and to reduce greenhouse gas emissions.

Source: UNFCCC (2015a).

3.3. Transcript: The Sendai Framework for Disaster Risk Reduction

Table 8: The use of 'resilience' and 'resilient' in the Sendai Framework

Page	Excerpt
5	**Foreword** The Sendai Framework is the successor instrument to the Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters.
5	**Foreword** Many commentators have identified the most significant shifts as a strong emphasis on disaster risk management as opposed to disaster management, the definition of seven global targets, the reduction of disaster risk as an expected outcome, a goal focused on preventing new risk, reducing existing risk and strengthening resilience, as well as a set of guiding principles, including primary responsibility of states to prevent and reduce disaster risk, all-of-society and all-of-State institutions engagement. In addition, the scope of disaster risk reduction has been broadened significantly to focus on both natural and man-made hazards and related environmental, technological and biological hazards and risks. Health resilience is strongly promoted throughout.
5	**Foreword** The Sendai Framework also articulates the following: the need for improved understanding of disaster risk in all its dimensions of exposure, vulnerability and hazard characteristics; the strengthening of disaster risk governance, including national platforms; accountability for disaster risk management; preparedness to "Build Back Better"; recognition of stakeholders and their roles; mobilization of risk-sensitive investment to avoid the creation of new risk; resilience of health infrastructure, cultural heritage and work-places; strengthening of international cooperation and global partnership, and risk-informed donor policies and programs, including financial support and loans from international financial institutions.
9	**Preamble** 1. The Sendai Framework for Disaster Risk Reduction 2015–2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, which represented a unique opportunity for countries: (b) To complete the assessment and review of the implementation of the Hyogo Framework for Action 2005–2015: Building the Resilience of Nations and Communities to Disasters

9	**Preamble** 2. During the World Conference, States also reiterated their commitment to address disaster risk reduction and the building of resilience to disasters with a renewed sense of urgency within the context of sustainable development and poverty eradication, and to integrate, as appropriate, both disaster risk reduction and the building of resilience into policies, plans, programmes and budgets at all levels and to consider both within relevant frameworks.
10	**Hyogo Framework for Action: lessons learned, gaps identified and future challenges** 5. It is urgent and critical to anticipate, plan for and reduce disaster risk in order to more effectively protect persons, communities and countries, their livelihoods, health, cultural heritage, socioeconomic assets and ecosystems, and thus strengthen their resilience.
11	**Hyogo Framework for Action: lessons learned, gaps identified and future challenges** 9. Overall, the Hyogo Framework for Action has provided critical guidance in efforts to reduce disaster risk and has contributed to the progress towards the achievement of the Millennium Development Goals. Its implementation has, however, highlighted a number of gaps in addressing the underlying disaster risk factors, in the formulation of goals and priorities for action,5 in the need to foster disaster resilience at all levels and in ensuring adequate means of implementation. The gaps indicate a need to develop an action-oriented framework that Governments and relevant stakeholders can implement in a supportive and complementary manner, and which helps to identify disaster risks to be managed and guides investment to improve resilience.
11	**Hyogo Framework for Action: lessons learned, gaps identified and future challenges** 11. The intergovernmental negotiations on the post 2015 development agenda, financing for development, climate change and disaster risk reduction provide the international community with a unique opportunity to enhance coherence across policies, institutions, goals, indicators and measurement systems for implementation, while respecting the respective mandates. Ensuring credible links, as appropriate, between these processes will contribute to building resilience and achieving the global goal of eradicating poverty.
11	**Hyogo Framework for Action: lessons learned, gaps identified and future challenges** 12. It is recalled that the outcome document of the United Nations Conference on Sustainable Development, held in 2012, entitled "The future we want",6 called for disaster risk reduction and the building of resilience to disasters to be addressed with a renewed sense of urgency in the context of sustainable development and poverty eradication and, as appropriate, to be integrated at all levels. The Conference also reaffirmed all the principles of the Rio Declaration on Environment and Development.
11	**Hyogo Framework for Action: lessons learned, gaps identified and future challenges** 14. Against this background, and in order to reduce disaster risk, there is a need to address existing challenges and prepare for future ones by focusing on monitoring, assessing and understanding disaster risk and sharing such information and on how it is created; strengthening disaster risk governance and coordination across relevant institutions and sectors and the full and meaningful participation of relevant stakeholders at appropriate levels; investing in the economic, social, health, cultural and educational resilience of persons, communities and countries and the environment, as well as through technology and research; and enhancing multi-hazard early warning systems, preparedness, response, recovery, rehabilitation and reconstruction. To complement national action and capacity, there is a need to enhance international cooperation between developed and developing countries and between States and international organizations.
12	**Expected outcome and goal** 16. While some progress in building resilience and reducing losses and damages has been achieved, a substantial reduction of disaster risk requires perseverance and persistence, with a more explicit focus on people and their health and livelihoods, and regular follow-up. Building on the Hyogo Framework for Action, the present Framework aims to achieve the following outcome over the next 15 years
12	**Expected outcome and goal** 17. To attain the expected outcome, the following goal must be pursued: Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.
12	**Expected outcome and goal** 18. To support the assessment of global progress in achieving the outcome and goal of the present Framework, seven global targets have been agreed. These targets will be measured at the global level and will be complemented by work to develop appropriate indicators. National targets and indicators will contribute to the achievement of the outcome and goal of the present Framework. The seven global targets are: (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;
14	**Priorities for Action** 20. Priority 3: 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.
16	**Global and regional levels** 25. To achieve this, it is important: (f) To develop effective global and regional campaigns as instruments for public awareness and education, building on the existing ones (for example, the "One million safe schools and hospitals" initiative; the "Making Cities Resilient: My city is getting ready" campaign; the United Nations Sasakawa Award for Disaster Risk Reduction; and the annual United Nations International Day for Disaster Reduction), to promote a culture of disaster prevention, resilience and responsible citizenship, generate understanding of disaster risk, support mutual learning and share experiences; and encourage public and private stakeholders to actively engage in such initiatives and to develop new ones at the local, national, regional and global levels

17	**National and local levels** 27. To achieve this, it is important: (b) To adopt and implement national and local disaster risk reduction strategies and plans, across different timescales, with targets, indicators and time frames, aimed at preventing the creation of risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience
18	**Global and regional levels** 28. To achieve this, it is important: (d) To promote transboundary cooperation to enable policy and planning for the implementation of ecosystem-based approaches with regard to shared resources, such as within river basins and along coastlines, to build resilience and reduce disaster risk, including epidemic and displacement risk
18	**Priority 3: Investing in disaster risk reduction for resilience** 29. Public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance the economic, social, health and cultural resilience of persons, 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 to save lives, prevent and reduce losses and ensure effective recovery and rehabilitation.
19	**National and local levels** 30. To achieve this, it is important: (c) To strengthen, as appropriate, disaster-resilient public and private investments, particularly through structural, non-structural and functional disaster risk prevention and reduction measures in critical facilities, in particular schools and hospitals and physical infrastructures; building better from the start to withstand hazards through proper design and construction, including the use of the principles of universal design and the standardization of building materials; retrofitting and rebuilding; nurturing a culture of maintenance; and taking into account economic, social, structural, technological and environmental impact assessments
19	**National and local levels** 30. To achieve this, it is important: (e) To promote the disaster risk resilience of workplaces through structural and non-structural measures
19	**National and local levels** 30. To achieve this, it is important: (i) To enhance the resilience of national health systems, including by integrating disaster risk management into primary, secondary and tertiary health care, especially at the local level; developing the capacity of health workers in understanding disaster risk and applying and implementing disaster risk reduction approaches in health work; promoting and enhancing the training capacities in the field of disaster medicine; and supporting and training community health groups in disaster risk reduction approaches in health programmes, in collaboration with other sectors, as well as in the implementation of the International Health Regulations (2005) of the World Health Organization
20	**National and local levels** 30. To achieve this, it is important: (l) To encourage the adoption of policies and programmes addressing disaster-induced human mobility to strengthen the resilience of affected people and that of host communities, in accordance with national laws and circumstances
20	**National and local levels** 30. To achieve this, it is important: (o) To increase business resilience and protection of livelihoods and productive assets throughout the supply chains, ensure continuity of services and integrate disaster risk management into business models and practices
20	**Global and regional levels** 31. To achieve this, it is important: (e) To enhance cooperation between health authorities and other relevant stakeholders to strengthen country capacity for disaster risk management for health, the implementation of the International Health Regulations (2005) and the building of resilient health systems
20	**Global and regional levels** 31. To achieve this, it is important: (g) To promote and support the development of social safety nets as disaster risk reduction measures linked to and integrated with livelihood enhancement programmes in order to ensure resilience to shocks at the household and community levels;
20	**Global and regional levels** 31. To achieve this, it is important: (i) To promote and support collaboration among relevant public and private stakeholders to enhance the resilience of business to disasters.

21	**Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction** 32. The steady growth of disaster risk, including the increase of people and assets exposure, combined with the lessons learned from past disasters, indicates the need to further strengthen disaster preparedness for response, take action in anticipation of events, integrate disaster risk reduction in response preparedness and ensure that capacities are in place for effective response and recovery at all levels. Empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches is key. Disasters have demonstrated that the recovery, rehabilitation and reconstruction phase, which needs to be prepared ahead of a disaster, is a critical opportunity to "Build Back Better", including through integrating disaster risk reduction into development measures, making nations and communities resilient to disasters.
21	**National and local levels** 33. To achieve this, it is important: (c) To promote the resilience of new and existing critical infrastructure, including water, transportation and telecommunications infrastructure, educational facilities, hospitals and other health facilities, to ensure that they remain safe, effective and operational during and after disasters in order to provide live-saving and essential services
23	**Role of Stakeholders** 36. When determining specific roles and responsibilities for stakeholders, and at the same time building on existing relevant international instruments, States should encourage the following actions on the part of all public and private stakeholders: (a) Civil society, volunteers, organized voluntary work organizations and community-based organizations to participate, in collaboration with public institutions, to, inter alia, provide specific knowledge and pragmatic guidance in the context of the development and implementation of normative frameworks, standards and plans for disaster risk reduction; engage in the implementation of local, national, regional and global plans and strategies; contribute to and support public awareness, a culture of prevention and education on disaster risk; and advocate for resilient communities and an inclusive and all-of-society disaster risk management that strengthen synergies across groups, as appropriate.
23	**Role of Stakeholders** 36. When determining specific roles and responsibilities for stakeholders, and at the same time building on existing relevant international instruments, States should encourage the following actions on the part of all public and private stakeholders: (vi) Migrants contribute to the resilience of communities and societies, and their knowledge, skills and capacities can be useful in the design and implementation of disaster risk reduction.
24	**International cooperation and global partnership** General considerations 42. Disasters can disproportionately affect small island developing States, owing to their unique and particular vulnerabilities. The effects of disasters, some of which have increased in intensity and have been exacerbated by climate change, impede their progress towards sustainable development. Given the special case of small island developing States, there is a critical need to build resilience and to provide particular support through the implementation of the SIDS Accelerated Modalities of Action (SAMOA) Pathway11 in the area of disaster risk reduction.
24	**International cooperation and global partnership** General considerations 43. African countries continue to face challenges related to disasters and increasing risks, including those related to enhancing resilience of infrastructure, health and livelihoods. These challenges require increased international cooperation and the provision of adequate support to African countries to allow for the implementation of the present Framework.
25	**Support from international organizations** 48. To support the implementation of the present Framework, the following is necessary: (b) The entities of the United Nations system, including the funds and programmes and the specialized agencies, through the United Nations Plan of Action on Disaster Risk Reduction for Resilience, United Nations Development Assistance Frameworks and country programmes, to promote the optimum use of resources and to support developing countries, at their request, in the implementation of the present Framework, in coordination with other relevant frameworks, such as the International Health Regulations (2005), including through the development and the strengthening of capacities and clear and focused programmes that support the priorities of States in a balanced, well-coordinated and sustainable manner, within their respective mandates
26	**Support from international organizations** 48. To support the implementation of the present Framework, the following is necessary: (f) The United Nations Global Compact, as the main United Nations initiative for engagement with the private sector and business, to further engage with and promote the critical importance of disaster risk reduction for sustainable development and resilience;

Source: UNISDR (2015a).

3.4. Transcript: The World Humanitarian Summit

The World Humanitarian Summit Framework (WHS, 2016c: 3) was arguably not the product of a Member State negotiation but an extensive consultation process chaperoned by the WHS Secretariat. For comprehensiveness, we therefore include a wide range of documents within the list of transcripts:

- Restoring Humanity: Global Voices Calling for Action (WHS Secretariat, 2015)
- One Humanity: Shared Responsibility (UNGA, 2016a)
- Agenda for Humanity (UNGA, 2016b)
- Standing up for Humanity (WHS Chair's Summary, 2016)
- Commitments to Action (WHS, 2016c)

Table 9: The use of 'resilience' and resilient' in Restoring Humanity: Global voices Calling for Action

Page	Excerpt
xi	**Resilience** Build hope and solutions for people in new or prolonged crises through collective action by humanitarian, development and other partners to strengthen people's resilience to crises, by investing in preparedness, managing and mitigating risk, reducing vulnerability, finding durable solutions for protracted displacement, and adapting to new threats.
xiii	**Finance** Ensure sufficient and more efficient use of resources to preserve life, dignity and resilience in crises through new and diverse funding sources and expanded support to local organizations. Humanitarian action needs to be adequately resourced so that an essential level of assistance to preserve life and dignity can be guaranteed. With the cost of meeting humanitarian needs at an all-time high, there is a pressing need to secure adequate and predictable finance to support people in humanitarian crises and help communities develop resilience. This will be further informed by the imminent outcomes of the High-Level Panel on Humanitarian Financing.
2	**Introduction** There is an urgent need to tackle the growing consequences of disasters caused by natural hazards; to reduce people's vulnerability and build their resilience; to address the needs of people living through armed conflicts; to provide durable solutions to millions stuck in the limbo of displacement; to keep people safe from violence and exploitation; to safe-guard people's health and fight the spread of epidemics; and to enable hope and dignity for all, no matter their gender, age or circumstances.
10	**Introduction** The five areas [for action] are dignity, safety, resilience, partnerships and finance.
13	**1.1 Empower affected people as the primary agents of humanitarian response** According to the Irish Humanitarian Summit 2015, "the concept of subsidiarity says that humanitarian actions should be a support to the efforts and capacities of affected people to help them cope in times of crisis and to assist them in their recovery in a manner that enhances their resilience to future shocks and stresses. Humanitarian actors must respect the culture and capacities of affected people and recognize that the affected people are the central actors in their own survival and recovery. Subsidiarity serves as a constant reminder that humanitarian response, whether local or external, is best developed with and for affected people."
14	**Proposals from the consultations** Understand the importance of market dynamics and undertake or utilize vulnerability and capacity assessments to establish and adjust priorities for the most appropriate time of assistance, for example cash, vouchers, or other modalities that help strengthen local markets and contribute to building resilience.
14	**1.2 Recognise the critical role of first responders** Much greater recognition needs to be given to the critical role that women, young people and volunteers play in saving lives in the first hours and days of a crisis, and in maintaining resilience in the face of a slow-onset situation.
14	**1.2 Recognise the critical role of first responders** Local individuals and groups also play a critical part in preparedness, disaster risk reduction, building resilience, and transitioning towards recovery.
15	**Proposals from the consultations** Recognize the key role of civil society organizations and local actors in preparedness and response" and "Invest in their capacity to conduct needs assessment to drive response, and as long-term partners for resilience, not just as vehicles enabling international response."
35	**2.1.4 Make funding work for women and girls** At a minimum donors should require all funding applications to consider the capacities and needs of women, men, girls and boys throughout the programme cycle, while increasing their funding for programmes that explicitly aim to decrease gender inequalities experienced by women and girls and as well as programmes that empower women and girls to become more resilient and self-reliant.

39	**2.2.2 Put young people at the forefront of humanitarian action** Meeting the needs of young women and men is also a key building block to building resilience in communities, and to supporting community-level recovery and transition to sustainable development after a crisis or disaster.
57	**Proposals from the consultations** Build the resilience of communities caught in protracted crises by: undertaking joint context analysis by humanitarian, development and peacebuilding actors; developing an integrated strategy that takes a longer term yet flexible approach to meeting the needs of affected communities; achieving greater multi-year and risk tolerant investment by donors; [...] adjusting coordination mechanisms, including the cluster system, to better address multifaceted short and longer term needs of affected communities." – WHS Eastern and Southern Africa, final report
59	**Chapter 4 Generate hope and solutions for refugees and other displaced people** There was a strong call from the WHS consultations for the international community to: recognize the massive contribution made by host countries and support them with long term investment, including in infrastructure and services; shift approaches to improve refugee resilience and self-reliance
61	**Transforming our World: The 2030 Agenda for Sustainable Development** "We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons. Such cooperation should also strengthen the resilience of communities hosting refugees, particularly in developing countries." Transforming our world: the 2030 Agenda for Sustainable Development
63	**Proposals from the consultations** Establish a forum of experts that convenes periodically for particular protracted crises, mandated to evaluate the extent to which donors and humanitarian and development actors are effectively building resilience.
65	**Proposals from the consultations** "Increase the preparedness and resilience of countries to deal with cross-border mass movements induced by humanitarian crises by putting adequate response mechanisms in place at borders." – IOM, Humanitarian Border Management: Recommendations for the World Humanitarian Summit
65	**Transforming our World: The 2030 Agenda for Sustainable Development** We recognize the positive contribution of migrants for inclusive growth and sustainable development. We also recognize that international migration is a multi- dimensional reality of major relevance for the development of countries of origin, transit and destination, which requires coherent and comprehensive responses. We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons. Such cooperation should also strengthen the resilience of communities hosting refugees, particularly in developing countries.
69	**Sendai Framework for Disaster Risk Reduction** It is urgent and critical to anticipate, plan for and reduce disaster risk in order to more effectively protect persons, communities and countries, their livelihoods, health, cultural heritage, socioeconomic assets and ecosystems, and thus strengthen their resilience.
70	**5.1 Invest in managing disaster risk** Preventing and mitigating the devastating consequences of disasters and building people's resilience is a critical element of the international agenda, and a key priority of the Sendai Framework for Disaster Risk Reduction, the Infrastructure/roads Education Sustainable Development Goals and the Framework Convention on Climate Change.
71	**Innovations in disaster resilience and reconstruction** Physical mitigation methods, such as flood levees, ocean wave barriers and retaining walls to prevent landslides are also being innovated. The Vietnamese Government, the World Bank and GFDRR (Global Facility for Disaster Reduction and Recovery) are working together to conduct research and trials on building the resilience of vulnerable rural roads, flood-proofing Vietnam's main highway and minimising the loss of connectivity with communities
75	**Proposals from the consultations** Designing new financing models was another area where governments could partner with the private sector, such as the insurance industry, to raise equity in private markets and to look at social protection systems with more disaster-resilient approaches." – WHS North and South-East Asia, final report.
78	**Chapter 6 Get ready for new threats and challenges** The consultations called for governments and all partners involved in humanitarian action to take action to: tackle escalating risk and generate urban specific response mechanisms that build on more resilient people, infrastructure, and systems, mobilizing commitments and investment through a partnership alliance, focusing particularly on the most at-risk towns and cities
80	**6.1 Engage with the challenges and opportunities or urbanisation** The Global Urban Consultation focused on working through local government structures in disasters and conflict when possible, and to strengthen institutions. Strategies to support local authorities included establishing regional and national surge capacity with experience in coordinating with international responders. Existing networks of cities involved in building urban resilience and climate change adaptation could support local actors to prepare for and respond to crises in fragile cities most at risk. At the national level, governments must also adopt national legal and policy frameworks specific to displacement in cities, such as national policies for IDPs or legislation governing their land and property rights.
81	**6.1 Engage with the challenges and opportunities or urbanisation** New strategies, approaches, coordination mechanisms and tools for assessment and targeting are required to prepare for and respond to crises, and build resilience. The resulting paradigm shift would see a move from an individual or house- hold-level analysis and response, to a systemic and integrated response that works at the individual, household, neighbourhood, and city levels.

81	**6.1 Engage with the challenges and opportunities or urbanisation** The Global Urban Consultation advocated using the concept of urban resilience to guide interventions, so as to ensure that immediate life-saving assistance and activities centred on relief are longer term right from the start, and do not hinder longer-term sustainable recovery and development.
81	**6.1 Engage with the challenges and opportunities or urbanisation** The consultations led to the formation of an Urban Charter of Principles guiding interventions in urban contexts. This Charter would underpin a Global Urban Crisis Alliance, an alliance bringing together municipal actors, urban professionals and humanitarian and development actors to mobilize commitments and investments to improve the management of risk and generate urban-specific response mechanisms that are built on more resilient people, infrastructure and systems.
81	**6.1 Engage with the challenges and opportunities or urbanisation** Multilateral agencies, NGOs, national and municipal governments and professional associations could make voluntary commitments to greater resilience of urban systems and improved urban response.
87	**Emerging Proposals** First, in a rapidly urbanizing world, the consultations called for a new global urban crisis alliance to address the growing risk of crises in cities. This alliance would drive an agenda to transform the way that humanitarian needs triggered by conflict or natural hazards are addressed in urban settings. The alliance will mobilize commitments and investments to improve the management of risks while generating urban specific response mechanisms that are built on more resilient people, infra- structure, and systems, focusing particularly on the most at risk towns and cities. Guided by a common Charter, the alliance will work with local actors, and municipal government in particular, in cities around the world to increase preparedness, establish a global roster of local, regional and international deployable urban experts, strengthen urban governance and protection mechanisms, and support local structures to build safer and more resilient towns and cities.
94	**Proposals from the consultations** Developing legislation and policies to support volunteer and community networks could further strengthen community-based disaster preparedness, response and resilience.
96	**Proposals from the consultations** Reform the global humanitarian architecture to ensure increased participation of local actors and involvement of all stakeholders, concerning the policies and terms of humanitarian response, recovery and resilience efforts to be undertaken in partnership with local authorities, national governments and local civil society.
98	**7.2.2 Create stronger evidence base and results culture** Common web-based platform for a common operating picture The UK experience of developing Resilience DirectTM as part of the national common operating system serves as a good example of the use of technology to achieve new level of coordination and shared vision. ResilienceDirectTM is the UK's free-to-use secure web based platform that enables agencies to share real time information securely in emergency response and planning. This secure platform for multiagency partnerships was launched in April 2014 and is already starting to transform the way that local resilience agencies work together - saving time and giving access to the same information to be able to make fuller assessments and decisions more quickly.
99	**Proposals from consultations** "Facilitate the proper management and use of existing Big Data resources by developing data sharing guidelines and by establishing models and partnerships to enable rapid release of crisis data." – Big Data for Resilience, submission to the WHS
99	**Proposals from consultations** All stakeholders to capitalize on the presence of new avenues for digital communication, data capture and data management technologies that have the capacity to boost outcomes in communicating need, allocating resources and improving the assessment of the impact of assistance provided in crisis, leading to strengthened financing for resilience.
120	**Emerging Proposals** There is a need to expand partnerships to diversify humanitarian action. A new co-operation framework amongst humanitarian, development, climate change and peace building actors is required for managing and finding solutions to prolonged crisis, with long-term commitments to address immediate needs alongside underlying causes. This framework should be founded on: shared analysis of risks and resilience; shared priorities and outcome-oriented planning; aligned programming; and joined-up measurement of results.
124	**Chapter 8 Provide adequate finance to build resilience and guarantee life and dignity when crises strike** There is a pressing need for adequate and predictable finance to ensure that the most vulnerable people are guaranteed an essential level of humanitarian assistance to preserve life and dignity when crises strike, but also to build resilience.
124	**Chapter 8 Provide adequate finance to build resilience and guarantee life and dignity when crises strike** The consultations underscored that simply asking for more money will not solve the problem. A genuine solution requires a range of measures: lever-aging diverse funding sources, using the right finance instruments in each crisis, increasing the cost efficiency of current operations, and moving beyond humanitarian finance to build resilience to future crises.
125	**8.1 Leverage diverse funding sources** The consultations emphasized that current funding sources cannot meet the rising demands of responding to new crises, maintaining support to millions of people stuck in protracted need, as well as supporting preparedness, disaster risk reduction and building resilience.

126–127	**8.1.1 Explore innovative financing for crises** [On innovative financial approaches from the private sector] In addition, while these methods have been used with success in response to rapid onset natural disasters or to build resilience and reduce systemic vulnerability, they are unlikely to be applied to acute crises caused by armed conflicts or to transform financing to forgotten crises.
129	**8.2.1 Increase investment in risk and crisis management by government and development partners** Pre-emptive finance can be instrumental to build resilience and reduce the humanitarian and economic impact of disasters.
130	**Proposals from the consultations** 8.2.1 Increase investment in risk and crisis management by government and development partners Reducing disaster risks and losses in Turkey Turkey's National Strategy for Disaster Management concentrates on the prevention and mitigation phases in order to reduce possible future risks and losses, with the ultimate aim of creating a disaster resilient society. With the same approach, the National Earthquake Strategy and Action Plan (UD- SEP-2023) aims to minimize possible physical, economic, social and environ- mental damage and losses in the event of an earthquake and to create living areas that are resistant and prepared against earthquakes.
131	**Recent studies on cost savings** Addressing the funding gap also requires more sustainable interventions that focus on building resilience and development objectives in addition to meeting people's immediate needs.
133	**Recent studies on cost savings** The benefits of investing in resilience consistently outweigh the costs, yielding benefits ranging from $2.3 to $13.2 for every dollar invested. Over 20 years, early response could, based on one model, save between $10.7 billion and $13.5 billion, and resilience could save between $15.6 billion and $34.3 billion over a 20-year period.
134	**8.2.3 Increase the flow and efficiency of remittances** The growing importance of remittances in crises was raised in many regional consultations, including Eastern and Southern Africa, South and Central Asia and the Pacific. The recent economic and financial crisis has shown remittances to be very resilient, as well as significant in size, with one recent estimate of $414 billion sent to developing countries in 2013.
136	**Emerging Proposals** Commitment needs to be secured for sufficient finance, so that the most vulnerable people are guaranteed an essential level of humanitarian assistance to preserve life and dignity of the most vulnerable people when crises strike, but also to build resilience in prolonged crisis situations. The consultation process has demonstrated that it is not just a question of asking for more money, with five key proposals emerging to tackle the growing finance gap.
138	**Collective action to meet the humanitarian needs of the future** To underpin this effort, in April 2015 the UN Secretary-General set out four core areas of action for tackling the humanitarian challenges of the futures: protecting people in conflict and ensuring robust action when there are violations of international humanitarian and human rights law; finding new ways for the humanitarian community to work with development and other actors, so that people become more resilient to shocks; enhancing operational effectiveness; and closing the gap between growing humanitarian need and the resources available to meet them.
138	**Collective action to meet the humanitarian needs of the future** Major action area] Resilience: Build hope and solutions for people in new or prolonged crises, through collective action by humanitarian, development and other partners builds people's resilience to crises, by investing in preparedness, managing risk, reducing vulnerability, finding durable solutions for protracted displacement, and adapting to new threats.

Source: World Humanitarian Summit Secretariat (2015).

Table 10: The use of 'resilience' and 'resilient' in One Humanity: Shared Responsibility

Page	Excerpt
2	**Introduction** We have adopted a universal climate change agreement and a new framework to reduce disaster risk and enhance resilience.
2	**Introduction** Although towns and cities provide new opportunities, rapid unplanned urbanization combined with natural hazards, pandemics and aerial bombardments are placing even more people at risk. These challenges are testing the resilience of communities and national institutions and stretching the ability of regional and international organizations to support them.
4	**The road to Istanbul** Alongside the outrage and the frustration, however, was the pride of national governments that have invested in preparedness, led response efforts and saved lives, and pride of individual citizens, local responders and civil society groups that have contributed to the resilience, rebuilding and regrowth of their communities.

26	**Empower and protect women and girls** Programmes providing income-generation opportunities for women must be scaled up and expanded as part of preparedness and resilience initiatives as well as in crisis response and recovery, and done so in a manner which ensures women's safety and dignity.
30	**Reinforce, do not replace, national and local systems** International actors must work together and sustainably, where necessary over multi-year time frames, to build and strengthen national and local response capacity. This will respect people's dignity and desire to be resilient, reduce dependency on foreign assistance and prevent longer-term, costly international engagements.
30	**Place people at the centre: build community resilience** People are the central agents of their lives and are the first and last responders to any crisis. Any effort to reduce the vulnerability of people and strengthen their resilience must begin at the local level first, with national and international efforts building on local expertise, leadership and capacities.
31	**Place people at the centre: build community resilience** Resilience and self-reliance should underpin the delivery of assistance and risk management processes. As one important example, cash-based programming supports the agency of people by allowing them to purchase the goods and services they need most while also supporting local economies.
32	**Deliver collective outcomes** Development responses also need to become more predictable—both in programmatic and financial terms—from day one of a crisis, to ensure that a country is put back on the pathway to achieving resilience and national development indicators as soon as possible.
37 / 38	**Core responsibility 5: invest in humanity** Funding is not equitable based on need and the greatest areas of risk, with high-profile crises often diverting resources and attention away from protracted and recurrent crises. This continual crisis response mode and "funding flight" toward peaks of crisis is highly detrimental to our collective ability to build disaster resilience and sustain peace.
39	**Invest in local capacities** From the outset, risk management, development and humanitarian response planning should identify how local capacity and resilience can be strengthened through direct cash transfers, technology, information and data.
39	**Invest in risk** As I called for earlier, the international community must shift from its disproportionate focus on crisis management and response toward investing in crisis prevention and building up community resilience. This call has been made before and was affirmed in the 2030 Agenda, the Sendai Framework and the Paris Agreement.
39	**Invest in risk** National governments must dedicate sufficient resources in national and local capacities, build resilience and reduce risk to crises. All investments in sustainable development should be risk-informed and domestic resources, both public and private, should play the pre-eminent role in financing.
40	**Invest in risk** Risk-informed local and national early action should be incentivized and rewarded. Development and bilateral partners could consider subsidies for Governments to pay for risk-pooling premiums by matching payments to reach the ambitious goal set in my "Climate Resilience Initiative: Anticipate, Absorb, Reshape" of ensuring that over 30 countries are provided with $2 billion in risk-pooling coverage against drought, flood, cyclones and climate volatility by 2020.

Source: UNGA (2016a).

Table 11: The use of 'resilience' and 'resilient' in the Agenda for Humanity

Page	Excerpt
2	**Change people's lives – From delivering aid to ending need** A. Reinforce, do not replace, national and local systems Put people at the centre: build community resilience Enable people to be the central drivers in building their resilience and be accountable to them, including through ensuring consistent community engagement, involvement in decision-making, and women's participation at all levels.

Source: UNGA (2016b).

Table 12: The use of 'resilience' and 'resilient' Standing up for Humanity: Committing to action

Page	Excerpt
2	**Introduction** Over the past two days, I have been moved by the stories I have heard, and the resilience, compassion and dedication I have witnessed.
6	**IV. Change people's lives: from delivering aid to ending need** The Global Preparedness Partnership was launched by the Vulnerable 20 Group of Finance Ministers, the UN and the World Bank to help an initial set of 20 of the most at-risk countries achieve a minimum level of readiness to future shocks by 2020. The One Billion Coalition for Resilience will be driven forward to strengthen the safety, health and well-being of vulnerable people everywhere by mobilizing 1 billion people to better support community resilience over the next 10 years. A number of countries also called for increased attention to the security dimensions of climate change and several proposed a special representative be appointed to take this forward.
8	**V. Invest in humanity** On behalf of seven multilateral development banks, the World Bank and the European Investment Bank committed to close collaboration among the group in order to generate more evidence and data to guide solutions in fragile States with an objective of promoting economic resilience.

Source: World Humanitarian Summit Chair's Summary (2016).

Table 13: The use of 'resilience' and 'resilient' in the Commitments to Action

Page	Excerpt
3	**32 Core commitments** 26. Build community resilience as a critical first line of response.
3	**32 Core commitments** 32. Adapt global instruments to meet urgent needs and increase resilience.
11	**Core commitment alignments** 76. Build community resilience
15	**Core responsibility 3 – Leave no one behind** There was a clear consensus that forced displacement, in addition to being a humanitarian challenge was also a political, development and human rights one and that a new approach is needed to address and work to reduce displacement. This new approach should aim at meeting the humanitarian needs of the displaced, while also reducing vulnerability and increasing the self-reliance and resilience of the refugees, IDPs and host communities.
16	**Core responsibility 3 – Leave no one behind** Right To Play pledged to prioritize solutions that improve the self-reliance and resilience of IDPs and host communities, including by implementing programming that promotes life skills development and ensures meaningful participation to support children and youth to become active agents of change in their own development.
21	**Core Responsibility 4 - Changing People's Lives: From Delivering Aid to Ending Need** Of all 32 core commitments, the core commitment on a new way of working that meets people's immediate needs, while at the same time reducing risk and vulnerability received the highest number of alignments. Resilience building featured heavily in all related commitments.
22	**Core Responsibility 4 - Changing People's Lives: From Delivering Aid to Ending Need** Many stakeholders committed to investing in community resilience and first-line response, for which there was strong endorsement for the full and effective participation of women and other groups, including several concrete pledges. As an example, Afghan Aid committed to strengthen the resilience of 450 communities in Afghanistan against natural disasters and climate change, by 2018.
22	**Core Responsibility 4 - Changing People's Lives: From Delivering Aid to Ending Need** A number of actors, including Denmark, France, the Nigerian Economic Summit Group and UN agencies - including the UN Relief and Works Agency (UNRWA) and UNDP – made commitments to systematically mainstream gender sensitive projects in building community resilience, scale-up the collection, analysis and dissemination of sex- and age-disaggregated data on the needs and vulnerabilities of women and girls, and ensure all humanitarian responses are informed by gender analyses for outcomes dictated by need, context and gender sensitivity.
23	**Core Responsibility 4 - Changing People's Lives: From Delivering Aid to Ending Need** Put People at the Centre: Build Community Resilience Noteworthy individual commitments include the Asian Disaster Reduction and Response Network's pledge to create an Asian Local Resilience Forum to strengthen the capacity of local actors.

24	**Core Responsibility 4 - Changing People's Lives: From Delivering Aid to Ending Need** Significantly, Japan committed to provide US$ 4 billion to disaster risk reduction whereas the United Kingdom committed to invest £5.8 billion over the next 5 years to tackle climate change. Switzerland promised to dedicate one-sixth of its total humanitarian budget to disaster risk reduction and resilience building.
27	**Related Initiatives under Core Responsibility 4** 51 individual commitments were made in support of the Global Alliance or more generally focused on urban-related issues. Commitments aimed to increase humanitarian actors' access to expert advice on urban issues, on building urban resilience, and on adopting humanitarian tools and practices to urban settings.
29	**Core Responsibility 5 - Invest in Humanity** Commitments in support of investing according to risk focused on helping at-risk countries and regions develop early warning systems, supporting the development of disaster insurance and collecting evidence to ensure that investments in preparedness focused on the most at-risk areas, and support for community resilience.
29	**Core Responsibility 5 - Invest in Humanity** Multilateral development banks committed to close collaboration in order to generate more evidence and data to guide solutions in fragile states with an objective of promoting economic resilience.
30	**Core Responsibility 5 - Invest in Humanity** The recognition that players traditionally focused on development situations should play a stronger role earlier in the continuum was clearly recognized through commitments to expand lending and related advising, so as to promote economic resilience by financing increased infrastructure needs and related services, stimulating entrepreneurship and strengthening education and health systems.
32	**Conclusion** There was a clear recognition that a new way of working is required that supports the leadership and capacity of national and local actors; that brings humanitarian and development actors together to work toward collective outcomes that not only meet needs but aims to reduce them; that more needs to be done collectively to prepare for disasters; and that we work differently so we can leverage the diversity of capacities, resources and experience of diverse stakeholders to improve people's safety, dignity and resilience.
32	**Conclusion** A new approach to forced displacement is required to meet the immediate needs of people displaced at the same time as addressing the longer term resilience needs of both displaced and host communities.
34	**Annex 1: Mapping of Multi-Stakeholder Initiatives and Areas of Work by Core Responsibility** The Solutions Alliance supports collaborative approaches between humanitarian and development actors to enable the transition of displaced persons away from dependency on aid towards increased resilience, self-reliance, and development while also supporting solutions to protracted displacement.
34	**Annex 1: Mapping of Multi-Stakeholder Initiatives and Areas of Work by Core Responsibility** One Billion Coalition for Resilience. This initiative is a commitment from individuals, communities, organizations, business and governments to mobilize the potential of collective networks and to coordinate shared resources in order to anticipate, prepare for and reduce the impact of disasters, crises, and underlying vulnerabilities.

Source: World Humanitarian Summit (2016c).

4. Resilience within the four frameworks: differences and synergies

When helping to achieve resilience, it is important to understand the implications of the synergies in, and differences between, the ways in which the concept is employed across the frameworks. We examine these by comparing how objectives and challenges related to resilience, beneficiaries of resilience and actors pursuing resilience are identified in the frameworks, and by asking what effects these variations and linkages might have on the achievement of resilience outcomes.

4.1. Resilience objectives

Firstly, we must ask what the realisation of resilience is understood to mean in each of the post-2015 frameworks and hence what indicators and targets we can use to measure their progress.

4.1.1. Resilience capacities

Each of the frameworks speaks to different aspects of anticipatory capacity (foreseeing shocks and stresses), absorptive capacity (withstanding them) and adaptive capacity (changing) (Bahadur et al., 2015a: 21). While actions to tackle climate change have focused on all three capacities, the emphasis on future climate change enshrined in the UNFCCC means that the Paris Agreement is naturally concerned with adaptive capacity. This is reflected in the newly agreed global goal of 'enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change' (UNFCCC, 2015a, Article 7.1). Countries also agreed to step up efforts to formulate and implement national adaptation plans, drawing on both scientific and traditional knowledge.

The specific climate change goal of the SDGs (Goal 13) also emphasises adaptive capacity, in Target 13.1 (Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries). Anticipatory capacity is referred to in Target 13.3, on improving human and institutional capacity on early warning. Anticipatory adaptation planning is also emphasised (Targets 13.2 and 13.b), particularly for least developed countries and small island developing states.

In some cases resilience is linked to operations to build anticipatory and absorptive capacity, for example in Priority 2 of the Sendai Framework, 'Strengthening disaster risk governance to manage disaster risk', and Priority 4, 'Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction'). Proactive steps to build anticipatory and absorptive capacity include harnessing refugee knowledge in disaster risk reduction strategies and planning, and providing training and education on dealing with crises in the health sector.

The early stages of the WHS process arguably saw a much narrower focus with regard to resilience capacities, as it concentrated primarily on absorptive capacity. This developed over time and supporting resilience was considered a matter of enabling stronger community action on disaster prevention and risk reduction, as well as helping affected communities to recover more quickly from crises and addressing the causes of crises in the longer-term crisis drivers. In this context, it is explicitly tied to improving local preparedness and response capacity, in turn reducing the responsibilities of and demands on international humanitarian mechanisms. This is most explicit in the connections between resilience and self-reliance in the context of risk management in natural disasters. However, as the WHS process matures, we can see increasing emphasis on all three resilience capacities, albeit not expressed explicitly as anticipatory, absorptive or adaptive: increased focus on early warning systems, sharing of data on risk, social protection, insurance and 'crisis modifiers' through to consideration of climate change and of risk management across scales.

4.1.2. Poverty reduction and vulnerability

SDG 1.5 views building resilience as a way of reducing the exposure of the poor to climate-related extreme events and other shocks and disasters, in order to achieve poverty reduction. It therefore highlights the need to see resilience as a process to overcome and address the structural determinants of vulnerability and drivers of poverty (see also Brown, 2016: 40). Indeed, a focus on enhancing human development and well-being is seen across the four frameworks, as is an explicit link between vulnerability and resilience. Vulnerability emerges in the Sendai Framework as a fundamental driver of disaster risk, with its reduction seen as a prerequisite to achieving or strengthening resilience and achieving progress on Priority 1, 'Understanding of disaster risk in all its dimensions of vulnerability' (UNISDR, 2015a: 36).

The Paris Agreement links strengthening resilience and reducing climate change vulnerability several times. Similarly, the WHS Commitments to Action feature prominently the notion of addressing the underlying drivers of vulnerability: the commitment to 'a new way of working to meet needs and reduce vulnerability' was the area where most stakeholders aligned in the final commitments.

The WHS also draws on SDG language on alleviating human suffering, with the pledge to 'leave no one behind' in addressing people's needs, linked to addressing current challenges around displacement. Reference is also made in the WHS to strengthening local response capacity as a way of empowering people and maintaining their dignity when crises strike. For example, 'International actors must work together and sustainably, where necessary over multi-year time frames, to build and strengthen national and local response capacity. This will respect people's dignity and desire to be resilient, reduce dependency on foreign assistance and prevent longer-term, costly international engagements' (UNGA, 2016a: 30).

4.2. Resilience challenges

The four frameworks regard resilience as a means to address the underlying drivers of a variety of shocks and stresses, particularly those that have a negative impact on poverty reduction and sustainable development. For the humanitarian community, this entails a noticeable shift away from seeing crises through the lens of risk and vulnerability. Each framework focuses on a different combination of development and humanitarian challenges, with many examples of the frameworks recognising this division of labour and cross-referencing each other.

The Sendai Framework and parts of the SDGs concerned with shocks and stresses take a hazard and disaster risk reduction perspective on resilience. For example, in the Sendai Framework resilience is a strategy to reduce disaster risk, hazard exposure and vulnerability for people, livelihoods, health, cultural heritage, socioeconomic assets, infrastructure and ecosystems. As its focus, the Sendai Framework acknowledges the challenges posed by natural hazards and economic, technological and environmental disasters, and the SDGs encourage 'holistic disaster risk management at all levels in alignment with Sendai'. The Sendai Framework therefore recognises the need for a multi-hazard approach, which implies the SDGs do as well, given that they are cross-referenced. For example, Target 11b of the SDGs specifies the need for 'holistic disaster risk reduction in line with the Sendai Framework', encouraging 'implementation of integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change [and] resilience to disasters'. In the Sendai Framework, the need for a comprehensive understanding of hazards in order to better understand disaster risk is further emphasised by the call to 'promote the conduct of comprehensive surveys on multi-hazard disaster risks and the development of regional disaster risk assessments and maps, including through climate change scenarios' at global and regional levels.

Meanwhile, the SDGs highlight the need to reduce the 'exposure and vulnerability [of the poor] to climate-related extreme events and other economic, social and environmental shocks and disasters' (Target 1.5) through building resilience. They also recognise the need to build capacity to adapt successfully to other shocks, such as land and soil degradation. This includes the need to 'strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters' (Target 2.4).

Thus, in the SDGs, resilience is promoted as a way to protect against and prevent future shocks and stresses for humans, societies and cities, and to respond to existing crises; as part of an ambition to combat accumulating and recurring disaster risk.

The Paris Agreement welcomes the adoption of the Sendai Framework but, unlike the WHS and the SDGs, does not engage with resilience as a strategy for a wide variety of shocks and stresses. Instead, it focuses on disturbances occurring as a result of climate change, considering resilience an appropriate quality for reducing risk and vulnerability to climatic changes. The Agreement mostly connects resilience to adaptation and risk management, linking the concept to socioeconomic and ecological systems, for example by recommending economic diversification and the sustainable management of natural resources, as well as emphasising the need to protect livelihoods and food production. The climate change text echoes the SDGs' use of resilience as an important pathway towards increased productivity, particularly in reference to food production, soil quality and ecosystem maintenance (UNGA, 2015: 15). Successful climate change adaptation, reducing greenhouse gas emissions and resilience are all linked. However, within the narrow focus of the Paris Agreement there is no explicit acknowledgement of how shocks that are not related to

climate change might interact within these systems, or how drivers of risk may be interlinked.

Similarly, the WHS also links resilience to crisis management capacity and reducing risk and vulnerability to future disasters. As in the Sendai Framework and the SDGs, the key documents of the WHS associate resilience with crises, hazards and disaster risk reduction. The term is also employed with reference to refugees and host communities and, in some instances, to economic systems. The 'end game' often involves affected communities and states leading their own crisis risk management. There is a notable shift away from a narrow focus on response, towards increasing local institutional capacity, Building back better and addressing longer-term crisis drivers and the root causes of vulnerability. The WHS key documents refer to the Sendai Framework multiple times and reference the SDGs and the Paris Agreement. Of all the frameworks, the WHS makes most reference to initiatives in the peace and security realm, with the Commitments to Action acknowledging linked processes such as the Stockholm Declaration on Addressing Fragility and Building Peace in a Changing World.

There are notable limitations. For example, the WHS's use of the term resilience does not explicitly cover the compound nature of shocks and stresses from a systems perspective. This may be because UN agencies specialise in addressing specific humanitarian challenges, and because the roundtable structure of the Summit compartmentalised the issues, treating climate change and natural disasters separately from displacement and conflict. For example, the connections between climate change, security, violence and disasters featured in preparatory documents but do not appear in the final Commitments to Action (with the possible exception of one reference to climate security and the Platform on Disaster Displacement on cross-border displacement in the context of disasters and climate change).

Something similar can be seen in the process leading up to the Sendai Framework, where the links between disasters and conflict were explored, including in the Mid-Term Review, the Third African Ministerial Meeting for Disaster Risk Reduction and the Chair's Summary (see Peters, 2014). The intergovernmental process at Sendai failed to reach agreement on whether to include conflict and violence in the framework. Early drafts of the text included reference to the role of conflict and violence in creating and exacerbating vulnerability to natural hazard-related disasters, yet this was removed from the final text in the latter stages of negotiations.

4.3. Resilience beneficiaries

4.3.1. Regions and countries

The Sendai Framework, the SDGs and the Paris Agreement all recognise the need to build the capacity and reduce the vulnerabilities of specific countries. Within the context of sustainable development and poverty alleviation, small island developing states, African countries, least developed countries and landlocked developing countries are repeatedly referred to. For example, the Sendai Framework explicitly discusses the need to build resilience in relation to the disproportionate effect of disasters on small island developing states, 'owing to their unique and particular vulnerabilities', and the need to address the 'challenges faced by African countries in relation to disasters and increasing risk'. Similarly, the Paris Agreement emphasises the priorities and needs of developing countries, especially those that are particularly vulnerable to the effects of climate change and have significant capacity constraints (Article 9.4).

The WHS key documents emphasise crises as the focus of action, based on need and the principle of impartiality. In part because the geography of need changes, and in part because of the political sensitivities of singling out specific humanitarian crises, the text refers to categories of crises, for example protracted crisis, conflict and insecurity and systematic human rights abuses and violations of international human rights law.

4.3.2. Individuals and groups

Resilience is also connected to specific people and groups, and there is a growing narrative around not just 'leaving no one behind' but also prioritising the 'furthest behind first'. The SDGs refer to children and young people, people with disabilities, indigenous people, people living with HIV/AIDS and the elderly. The Sendai Framework and the WHS give specific attention to categories of individuals regarded as being more vulnerable when shocks or stresses occur. The WHS, and, to a lesser extent, the SDGs, focus attention on individuals in flux, such as refugees, migrants and displaced people.

The frameworks place emphasis on inclusion, equality and empowerment. The Sendai Framework highlights that disaster risk reduction requires 'an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest.' The Sendai Framework states that a 'gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens' (UNISDR, 2015a: 13).

The SDGs also highlight the need to achieve full gender equality, attain social inclusion and empower all women and girls, although they do not explicitly link these things to resilience – and this is widely recognised in the literature (Alnouri and Shean, 2014). Similarly, the Paris Agreement encourages parties to consider their commitments to gender equality and intergenerational equity as part of

their efforts to respond to climate change. Finally, and in heavily advocating inclusion throughout, the WHS recognises that all women, men, girls and boys need to become 'agents of positive change', particularly through sustained participation, ownership and leadership. Core responsibility 3 puts explicit focus on women and girls and the forcibly displaced and other minority groups, as part of the ambition to 'leave no one behind'. Therefore, while this is not explicitly linked to the term resilience, all of the frameworks include promoting the capacities of different groups, particularly women and girls.

4.3.3. Systems

All the frameworks view resilience as an important tool across a number of systems. For example, in the Sendai Framework, the SDGs and the Paris Agreement, resilience is integral to healthy and productive oceans and coastal ecosystems, migration, agriculture, infrastructure, technology, and cities and human settlements. The Sendai Framework highlights the need for adequate investment in building 'the economic, social, health and cultural resilience of persons, communities, countries and their assets, as well as the environment'. For example, a prominent focus on health draws out the need to build the resilience of national health systems through initiatives such as supporting and training community health groups in disaster risk reduction approaches. Similarly, the Paris Agreement specifically refers to the need to enhance understanding of and support for the 'resilience of communities, livelihoods and ecosystems', alongside socioeconomic systems.

Some core responsibilities and commitments in the WHS lean towards a systems approach to resilience, for example through the centrality of risk management in decision-making or the need to find linked systems to enable better early action. For instance by linking case-based programming with insurance and social protection mechanisms. The Commitments to Action report (WHS, 2016c) makes explicit reference to the need to 'reinforce, … not replace, national and local systems'. But on the whole the WHS fails to convey what a fully functioning and effective humanitarian system would look like if all core responsibilities were met. The individualised nature of the commitments process means that activities and technocratic solutions have been compiled, rather than significant changes to overarching mechanisms, including the UN architecture.

4.4. Resilience actors

While all four post-2015 frameworks analysed in this paper have included inputs and support from non-governmental stakeholders, they are fundamentally inter-governmental agreements. As such, governments negotiated and agreed them on behalf of their citizens. Moving toward the way other stakeholders are engaged will be determined by the processes of national planning and implementation that are now underway. These will set priorities and decide how they are operationalised and establish actions to build resilience. This applies to horizontal integration across different sectors and vertical integration from the national to the sub-national level.

The SDGs and the Paris Agreement place particularly heavy emphasis on state responsibility for delivery. Under the Paris Agreement, this responsibility is reinforced by the legally binding nature of parts of the commitments made. Under the SDGs, each country must voluntarily take responsibility for implementation, accommodating 'different national realities, capacities and levels of development and respecting national policies and priorities' (UNGA, 2015: 3). State sovereignty is repeatedly reaffirmed, but states also agree to draw in private enterprises, NGOs and international organisations (ibid: 10) under a Global Partnership for Sustainable Development (ibid: 2).

National Adaptation Plans (NAPs) will identify the national and sub-national actors and organisations responsible for delivery under the Paris Agreement. Individual country implementation plans will similarly determine responsibilities under the Sendai Framework, in line with transnational planning processes agreed through the suite of regional ministerial disaster risk reduction conferences held in 2016.

The WHS is less state-centric, focusing on enabling affected communities to drive decisions regarding risk management and disaster response. This distinctly different type of international process encourages individual and joint stakeholder commitments to align with the five core responsibilities set out by the UN Secretary General. With the exception of references to the financing system (such as the structural reform proposed in the Grand Bargain), the WHS designates individuals as the change agents, and sees those who made the commitments (from individuals up to national governments) as those who should deliver them.

Government negotiators, informed by international experts, will set the indicators for measuring the attainment of targets, with significant implications for how actions and reporting link across the post-2015 frameworks. This is particularly relevant for the SDGs and the Sendai framework, where linked working groups have been established to agree indicator frameworks UNISDR (2015b). The Inter-Agency Expert Group (IAEG) on the SDGs, comprising scientific and academic organisations, civil society and the private sector, will develop global indicators for measuring SDG implementation, and a high-level political forum will also meet annually to take on follow-up and review processes at the global level (UNGA, 2015: 32–33). Government actors are given primary responsibility for ensuring adequate progress is made in achieving the Goals over the next 15 years (UNGA, 2015: 11), and the adoption agreement commits them to strengthening their national data-gathering and statistical reporting mechanisms (ibid: 12).

4.5. Opportunities for delivering the global resilience agenda

This sub-section outlines a set of areas for action, drawn from the analysis above of resilience across the four frameworks. The aim of these areas for action is to strengthen coherence in the frameworks not just at the global level but also nationally and sub-nationally, to increase their effectiveness.

4.5.1. Coherence: Why must linked actions be more than an aspiration?

As previously shown, resilience features across the new international policy landscape. However, there are variations in how it is defined, conceptualised and incorporated into targets, goals and indicators. Moreover, the frameworks are not generally specific enough to ensure coherence in action at the national level without significant further investment of time, effort and resources.

This presents an opportunity. There is considerable scope to ensure that implementation strategies designed to deliver the 2015 targets by 2030 can achieve more together than they would in isolation.

Combined and linked actions are more than an aspiration. Stanley et al. (2016) show that the rate of change required to achieve collective goals on poverty reduction is significantly higher than anything we have seen in the past. Working in segmented ways is no longer a viable option for delivering change at the scale and pace required to meet global commitments by 2030, to end poverty for good and to achieve sustainable development. Connected systems for managing shocks and stresses are increasingly featuring in the delivery plans for the frameworks; the connecting of insurance, national social protection and cash-based programming, for example, points towards more systems-based thinking and approaches.

Linked action across the frameworks offers opportunities for coherence in achieving resilience to crises and to climate, disaster and development challenges. Yet coherence cannot be presumed to be a common aim: many in the humanitarian community in particular have expressed concerns over the UN Secretary General's ambition to 'transcend the divide'. This is particularly the case with respect to the need to uphold the humanitarian imperative of neutrality: in situations of conflict, coherence is deemed by some to undermine humanitarian action and could be dangerous to aid workers and populations under threat. The assumption that coherence is a good thing therefore warrants greater exploration as governments and wider stakeholders prioritise and design national implementation plans.

Where it is deemed effective to do so, as a starting point, country delivery plans can begin to identify points of coherence and translate these into actions at the national level, with a single initiative potentially delivering against multiple or linked targets. This also marks a shift in conventional ways of thinking, planning and implementing. Practical examples do exist of interventions that can make progress against multiple targets and contribute towards goals under all four global frameworks; examples include adaptive social protection systems (Davies et al., 2013) and forecast-based financing (Coughlan de Perez et al., 2015).

'The assumption that coherence is a good thing therefore warrants greater exploration as governments and wider stakeholders prioritise and design national implementation plans.'

4.5.2. Are we tackling the full range of hazards and risk drivers?

To enhance the resilience of systems comprehensively, it is vital to acknowledge and prepare for a spectrum of disturbances (natural, technological, economic, social, political), frequencies (common to rare), durations (one-off to persistent), intensities (mild to catastrophic), idiosyncrasies (limited to widespread) and onsets (fast to slow) (PEP-CDMS, 2011; UN-Habitat, 2015) as well as a variety of underlying factors that can drive risk (Brooks et al., 2011; Choularton et al., 2015).

The Sendai Framework acknowledges that the HFA failed to place enough importance on the underlying drivers of risk and it accommodates this in its guiding principles. Despite this, the Sendai Framework is oriented more towards proximate actions to limit damage and prevent losses (e.g. risk assessment and early warning), and implicitly focuses on covariate shocks (shocks that affect entire communities) as opposed to idiosyncratic shocks (those that affect individuals or households). Although the Sendai Framework operates within the paradigm of disaster risk management, there remains scope for greater acknowledgement of the long history of empirical insights into the interrelationship between the two types of shock (Günther and Harttgen, 2009; Imai and Azam, 2012). For instance, injury (an idiosyncratic shock) can result in the distressing sale of assets and reduce a household's ability to withstand periods of drought (a covariate shock).

The SDGs are often viewed as an overarching framework covering all risks. They duly acknowledge the importance of dealing with different kinds of shocks (Target 1.5 refers to economic, social and environmental shocks) and the inter-linkages between different kinds of disturbances (e.g. Target 11b) (UN, n.d.-a). The SDGs also hint at the broader shifts needed to tackle the drivers of risk (e.g. ensuring ecosystem health for resilient agricultural systems, supporting sustainable production and consumption, and maintaining strong institutions).

That said, the concept of resilience is weighted towards responses to shocks and extreme events (e.g. Targets 1.5, 11b, 13.1), as opposed to being explicitly posited as an approach to tackling the breadth of disturbances that can undermine development and well-being.

The Paris Agreement limits itself to the disturbances emanating from human-induced climate change, reflecting the UNFCCC's mandate. As a result, it does little to acknowledge that climate change interacts with other risks or can push systems closer to tipping points that may be ultimately passed as a result of disturbances with no link to climate change. These links are now fairly well understood through a range of analyses that demonstrate, for instance, how climate change can exacerbate pre-existing drivers of conflicts, and conflict and fragility can increase the impact of climate-related disasters (Peters and Budimir, 2016; Fetzek and Vivekananda, 2015; Michel and Passarelli, 2015; Gubbels, 2011).

The WHS focuses heavily on situations of armed conflict and to a lesser extent on natural hazards, health and climate change. Strong cross-reference is made to the other three frameworks, and the WHS acknowledges commitments by states and stakeholders in those processes (Core responsibility 5). However, without a roadmap for implementation, and with many in the humanitarian community resisting closer links with other agendas, achieving the WHS vision for resilience is predicated on progress by others (namely development actors) in reducing underlying drivers of risk, through progress on the Sendai Framework, the SDGs and the Paris Agreement.

While the SDGs are more comprehensive, each of the other framework covers only a limited portion of the range of potential risks facing development. To ensure that resilience building actions do not increase vulnerabilities to other risks, implementation needs to ensure that policies and programmes are based on an assessment of the full range of different disturbances and the underlying vulnerabilities that could affect people, places or systems.

4.5.3. Transformation and institutional change

There is growing interest in the application of concepts of transformation to thinking and practice related to resilience. While transformation has been defined in multiple ways, it is possible to interrogate the international frameworks to gauge the extent to which they attempt to contest rather than accommodate change (O'Brien, 2011; Pelling, 2011). If they are to realise the full scale of their ambitions and targets, the new frameworks will need to do more than incrementally improve efforts made to date. They will need to foster changes in the social systems, institutions and behaviours that drive risk and promote greater resilience in communities vulnerable to shocks and stresses.

Transformation requires changes in the social and economic structures that influence decision-making (in households, communities, businesses, government departments, NGOs, etc.) as well as changes in individual and organisational values, capabilities and choices. Many such changes depend on altering existing power relations (e.g. gender dynamics) and recognising the social and political processes that constrain resilience. Change also requires accountability and transparency and the inclusion of marginalised groups in formal and informal governance systems, policies/regulations and decision-making.

Given that the global frameworks were oriented largely around processes to generate state consensus, they are for the most part conservative in nature. Criticisms have been made of the outcomes of the WHS; for example the fact that the initial theme of UN system reform was removed from the agenda has been condemned in some circles. In relation to the Sendai Framework there has been criticism of the fact that important decision-makers such as ministries of finance are not consistently engaged.

The Paris Agreement does not make prescriptions for institutional changes, but does demand that countries engage in adaptation planning and implementation processes, including through the development of NAPs. Basing planning and policy decisions on the assessment of climate change impacts and vulnerability could constitute a radical change in institutional norms. In addition, some of the adaptation components of INDCs already prepared by some countries contain actions that can be interpreted as transformational shifts – for example creating a 'water saving society' or permanently relocating 'at-risk' populations. The Agreement also mandates a technical review of adaptation efforts from 2016, and adaptation is included in the 'global stocktake' process of assessments initiated by the UNFCCC, which will report on progress every five years starting in 2023.

For many, the UN Secretary General's vision for the outcomes of the WHS suggests a significant shift from the status quo. The WHS Secretariat has attempted to emphasise the changes the process signals in the presentation of the individual and joint commitments, which are organised in part in relation to changes that have taken place as a result of the WHS process (WHS, 2016c: 20). Many cite the Grand Bargain as indicating a commitment by donors and multilateral agencies to 'do things differently'. While somewhat technocratic in nature, the Grand Bargain does potentially offer a marked shift in ways of working, by aiming to create 'more flexible, multi-year funding, with less burdensome reporting requirements, in exchange for major agencies committing to greater transparency and collaboration and reduced management costs' (Mosselmans, 2016). In the absence of an overarching implementation plan, changes resulting from the individual and joint WHS voluntary commitments are most likely to be incremental and spearheaded by individual agency commitments. For example, Oxfam (2016) has committed itself to ensuring that at least 30% of its humanitarian funding will go to local actors by May 2018 (Cairns, 2016).

The Sendai Framework aims to move away from managing disasters towards managing risk. It states that disaster risk reduction requires 'all-of-society engagement and partnership', alongside 'empowerment and inclusive, accessible and non-discriminatory participation paying special attention to people disproportionately affected by disasters, especially the poorest'. The SDG outcome document, Transforming our World, states that 'We are determined to take the bold and transformative steps which are urgently needed to shift the world on to a sustainable and resilient path' (UNGA, 2015: 1). The SDGs do not go so far as to outline the political nature of risk and the transformative shifts in power needed to systemically enhance resilience, but they do point to the opportunities and dividends resilience may yield.

Ideas of transformation and change are not without contest. Enhanced resilience for one section of society can result in the enhanced vulnerability of another (Bahadur and Tanner, 2014; Chelleri et al., 2015). Policies and projects must therefore embrace winners, losers and an appreciation of the politics involved. Numerous tools exist that can help navigate these politics, such as methodologies for political economy analysis, shared learning dialogues and power analyses (Oxfam, 2009; Tyler et al., 2010; Orleans Reed et al., 2013; Mcloughlin, 2014). Similarly, decision-makers need to assess the potential for empowerment of one group of people to come at the cost of oppressing of another group.

4.5.4. Delivery: outlining operational means of building resilience

Given the differences in resilience objectives, challenges, beneficiaries and actors, the frameworks consequently also vary in their level of direction regarding actionable means of implementation. There is considerable divergence at the country level on how the headline goals and targets are translated into contextually specific regional, national and sub-national plans. Prior to the frameworks, there was significant momentum in translating the theoretical dimensions of resilience thinking into approaches that helped put the concept into practice (Lovell et al., 2016). Climate change adaptation and disaster risk reduction have drawn heavily on risk management practices to build resilience. More recently, practical implementation of resilience-building is being guided by the identification of resilience 'characteristics', such as self-regulation or diversity (Lovell et al., 2016: 13), which are seen as indicators of capacities to absorb, anticipate and adapt to disturbances (Bahadur et al., 2015b), or to fundamentally transform our engagement with risk (Béné et al., 2012; Barrett and Constas, 2014; Bahadur et al., 2015a).

The Sendai Framework provides a degree of operational specificity through the four priorities for action, which largely focus on enhancing the absorptive capacity concerned with short-term preparedness and recovery from disasters. Priority 4 is about Building back better to recover effectively after disasters, and Priority 2 (on increasing investment in disaster risk reduction) is underpinned by a desire to 'save lives, prevent and reduce losses and ensure effective recovery and rehabilitation'.

Some SDG targets related to resilience are more operationally directive: goals for reducing hunger and enhancing food security include the establishment of seed banks (Target 2.5), the elimination of agricultural export subsidies (Target 2.b) and the provision of access to food/agricultural market information (Target 2.c). In comparison, the main resilience-related targets provide less clarity on means of implementation: Targets 1.5, 9.1 and 14.1 underline the general importance of reducing exposure and vulnerability, and of resilient infrastructure and resilient marine systems. Absorptive capacity (e.g. Target 1.5) and adaptive capacity (e.g. Target 13.1) provide opportunities to explore measures that ensure country-driven responses to national and regional needs.

The Paris Agreement is notable for negotiating for the first time a global goal on adaptation (Article 7), and for linking the previously isolated discourses on adaptation and mitigation. The Agreement is more operationally ambiguous than other frameworks, however, pointing countries instead to knowledge-sharing platforms such as the Nairobi Work Programme, which was established at COP 11 (December 2005) as a mechanism to support the development and dissemination of knowledge to inform adaptation policies and practices. The UNFCCC could usefully address the paucity of official guidance on what the adaptation components of INDCs should contain, how to structure them and possible operational approaches to enhancing resilience (Holdaway and Dodwell, 2015).

In the WHS, Core responsibility 4, 'Change people's lives – from delivering aid to ending need', stresses local coping strategies and capacities, and the need to adjust financial and social protection mechanisms to enable sufficient local systems for preparedness, response and recovery. Nevertheless, these specific measures are not matched by direction as to which agencies to involve, how and to what end, or the contexts or conditions that most need change. There is clear potential for learning from the implementation measures detailed in other frameworks, such as in the Sendai Framework, and initial points of convergence for joint national implementation including the focus on 'capacities' echoed across the frameworks. Such nodal starting points will be critical for facilitating dialogue and shared actions between different institutions and communities of practice.

4.5.5. Finance: driving investments to build resilience

Resilience provides an opportunity to link financing, in order to tackle the growing range of interconnected global risks (UN, 2015). A joined-up approach to 'risk-informed' financing would provide the potential to ensure that investments deliver efficiently, without locking in

or introducing risks. For example, if the anticipated $90 trillion in infrastructure investment over the next 15 years is not dominated by low-carbon and climate-resilient choices, the pace of climate change – and vulnerability to it – could increase dramatically (Watson and Kellett, 2016).

Reflecting the difficulty of achieving the frameworks' goals, each agreement varies in relation to the means of finance, resourcing and associated mechanisms it proposes. Unsurprisingly, the frameworks do not present one consistent set of measures to ensure that resilience is adequately financed or to deliver progress on multiple frameworks and goals across sectors. Discussions of financial mechanisms vary in clarity and depth across the four agreements, but guidance and instruction for implementation at the regional and national level is generally less specific than at the international level.

Both the Sendai Framework and the SDGs set out the importance of finance and investment for achieving sustainability and tackling the underlying drivers of disaster risk. Within Priority area 3, the Sendai Framework highlights the need for public and private financial investment to enhance the economic, social, health and cultural resilience of people, communities and countries and their assets. Within this is specified the need for financial mechanisms for disaster risk transfer and insurance, risk-sharing, retention and financial protection, as well as for securing service continuity and business resilience and livelihood protection throughout supply chains. However, such finance is expected from a range of external sources, rather than under the management of the framework.

The UN's Third International Conference on Financing for Development in July 2015 provided a strong narrative on investment to achieve the SDGs, suggesting a combination of public, private and blended finance from national and international sources (UN, 2015). The conference acknowledged the complexity of development finance and the financial barriers to achieving the SDGs. Finance gaps included investments in critical areas such as health, education and technologies to address climate change. In concrete terms, the Financing for Development agenda calls for the establishment of a global infrastructure forum led by the multilateral development banks, to address the $1–1.5 trillion annual finance gap in developing countries and to support sustainable and resilient infrastructure, including transport, energy, water and sanitation for all. 'Resilient' in this context is not clarified, but the Financing for Development Forum is charged with working to ensure that investments are 'environmentally, socially and economically sustainable' (UN Department of Economic and Social Affairs, 2015).

The Paris Agreement reaffirms the existing financing goal of providing $100 billion to developing countries annually by 2020 and sets up a new financing goal of more than $100 billion by 2025, covering both mitigation and adaptation. This includes financing from both public and private sector sources, but does not clarify the expected split between mitigation and adaptation: it refers only to 'balance' between finance in these two areas. Unlike the agencies behind the other frameworks, however, the UNFCCC hosts a set of specific funds that can finance adaptation and resilience-building activities in developing countries. The adaptation-specific funds (the Adaptation Fund and the Least Developed Countries Fund) have received deposits of $1.2 billion since 2002, while the newer Green Climate Fund (which is directed to maintain a balanced portfolio between adaptation and mitigation) has received pledges of over $10 billion and deposits of over $280 million since 2015.

In addition, the Paris Agreement has resulted in commitments to financing from the private sector to deliver the objectives and goals of the framework. These will be apportioned through funding vehicles such as the UN Secretary General's Resilience Initiative, which mobilised more than $2 billion to finance initiatives such as enhancing early warning systems, increasing access to insurance and building resilience in relation to El Niño.

While the WHS process engaged with the need to shift from funding to financing. It captures the fact that individual voluntary commitments made by national governments, NGOs, the private sector and other stakeholders entail specific commitments on funding, including the dedication of resources to themes and sectors, or on certain modalities or recipient groups. For example, the need to provide dedicated finances to the Central Emergency Response Fund is highlighted, and specifying the percentage of aid to be directed to local organisations is also identified as important. However, the UN Secretary General's One Humanity paper (UNGA, 2016a) recognises that the wide range of actors working to deliver different short- and long-term programmes means that different financing instruments are required for different actors, over different time periods.

The WHS suggests an international financing platform to engage with the complexities of these different purposes, actors and timeframes, in order to ensure continuity between different stakeholders involved in delivering collective outcomes. However, the ambitious objective to create innovative future financial pathways is not matched by clear articulation, apart from a recognition of the need to look beyond traditional grants such as loan guarantees, risk insurance and technical assistance. The WHS also provides a forward-thinking approach that aims to address the inefficiency embedded in finance and financial mechanisms in fragile countries, setting out to build efficiency and promote collaboration, both important aspects of building resilience.

The High-Level Panel on Humanitarian Financing that informs the WHS, does identify a need to look beyond official development assistance and to finance humanitarian efforts within fragile countries. Its report (High-Level Panel on Humanitarian Financing, 2015) calls for an increase

in systematic investment in resilience-building, including through funds for peace-building and conflict resolution at the international level. In acknowledging the estimated $15 billion funding gap between humanitarian needs and the resources available, the Grand Bargain builds a clearer picture of what financial mechanisms might help close this gap. This includes strengthening national and local systems alongside coping mechanisms to build resilience within fragile contexts. Financing mechanisms centre on the objective of shrinking overall needs by addressing the causes of conflict and the drivers of disasters, and of increasing resources for funding humanitarian action, while supporting cash-based assistance and reducing costly overlaps through harmonising report writing and making financial arrangements more transparent between partners. The WHS intention is to ensure that financial means are placed in the hands of people in need and first responders to crises, strengthening frontline delivery and increasing overall efficiency, particularly through collaboration between humanitarian and development actors.

In general, the frameworks suggest that both traditional financial mechanisms and new modes of finance are required, alongside learning, reflection and innovation to determine future pathways of climate finance deployment and the suitability of particular financial mechanisms to achieve certain goals. Nevertheless, all of the frameworks are weakened by general uncertainty in setting out specific mechanisms to achieve their objectives and goals. Without sufficient sources of stable and predictable financing, each framework risks not reaching resilience-related goals. Thinking about financial mechanisms across all of the international frameworks opens up opportunities to explore how investments and finance mechanisms related to resilience might align and correspond, and creates a potential space for learning from coordinated efforts across a range of development and humanitarian issues.

4.5.6. Reporting: joint monitoring of the global frameworks

There is a genuine opportunity for greater coherence in reporting, monitoring and evaluation. There are clearly potential efficiency savings in common reporting for already stretched national statistical offices. Rather than simply reporting on a common set of numbers, an agenda for coherence could be geared towards a drive for improved evaluative learning on building resilience in different places, people and systems. This would enable the design of interventions that deliver progress on multiple targets and frameworks, as well as helping the actors involved to understand potential trade-offs between them.

However, the lack of a common operational definition of resilience is mirrored by a lack of agreement over its measurement. The simple interpretation employed by the Sendai Framework and the SDGs bases resilience measurement on asset losses resulting from a disturbance. As noted below, this technique is prone to statistical bias, but more importantly it fails to capture the more holistic nature of resilience. Rather than a narrow focus on losses, a focus on positive attributes such as capacity, governance, resources and access to services and social safety nets is required (Bahadur et al. 2015c).

Table 14: Sendai Framework indicators informing Sustainable Development Goal targets

SDG target	Potentially addressed by Sendai Framework indicators
1.5 By 2030 build the resilience of the poor and those in vulnerable situations, and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	• Number of deaths, missing persons and persons affected by disaster per 100,000 people • Direct disaster economic loss in relation to global GDP • Number of countries with national and local DRR strategies
11.5 By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global GDP caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations	• Number of deaths, missing persons and persons affected by disaster per 100,000 people • Direct disaster economic loss in relation to global GDP, including disaster damage to critical infrastructure and disruption of basic services
11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for DRR, holistic disaster risk management at all levels.	• Number of countries with national and local DRR strategies • Proportion of local governments that adopt and implement local DRR strategies in line with the Sendai Framework
13.1 Strengthen resilience and adaptive capacity to climate related hazards and natural disasters in all countries	• Number of deaths, missing persons and persons affected by disaster per 100,000 people • Number of countries with national and local DRR strategies • Proportion of local governments that adopt and implement local DRR strategies in line with the Sendai Framework

Source: World Humanitarian Summit Chair's Summary (2016).

As a starting point, it is imperative that the working groups charged with developing monitoring mechanisms for the agreements are formally mandated to both work together and meet together, at least as far as the Sendai Framework, the SDGs and the Paris Agreement are concerned. On a case-by-case basis – primarily at a national and sub-national level – this can also include the individual stakeholder commitments made under the WHS process. This process would help in identifying overlap and building monitoring systems that can address gaps in the frameworks and drive delivery of more coherent resilience-building strategies. International support and national political will are needed to establish national and global dialogues and knowledge exchanges between monitors and evaluators covering the different frameworks.

Such cooperation has already started between the Sendai Framework and the SDGs. Four of the 17 proposed SDG targets have been flagged for coherence with, and definition of indicators by, the Sendai Framework process. The OIEWG on indicators and terminology relating to the Sendai Framework has been working in parallel with the SDGs IAEG working group to formalise indicators based on Sendai Framework reporting (see Table 14). However, the indicators agreed to date are problematic, representing a politically agreeable set of measures rather than an empirically sound means of measuring resilience (Bahadur et al. 2015c). For instance, while the Sendai Framework mentions broad categories of disasters that need attention (small-scale, large-scale, frequent, infrequent) there is scope for a clearer definition of hazards under each of these categories. Similarly, while the Sendai Framework has broadened the range of hazards, most national disaster loss databases track only natural hazards, and will need to be modified. Also, while the framework underscores the importance of dealing with the risk of small-scale and frequent disasters, no threshold for what counts as a disaster is provided. Crucially, losses from disasters are often concentrated in a very small number of infrequent intensive disasters, making this form of measurement prone to statistical error over shorter timeframes because of the distorting effect of these outlier disasters.

Recognising the differential impact of disasters on men and women, the Sendai Framework recommends the adoption of an inclusive approach based on data disaggregated by sex, age and disability. This is challenging, as disaster loss accounting systems in many countries do not currently take these differences into account. Another problem with loss data is that Target C of the Sendai Framework addresses 'direct' economic loss, for which there is currently no standard recording procedure, making comparison difficult. Finally, the IAEG has also underlined the need for greater coherence between methods of measuring progress on the Sendai Framework, the SDGs and the Paris Agreement (UNISDR, 2015e).

The adaptation and resilience monitoring mechanisms for the WHS and the Paris Agreement are far looser than those for the Sendai Framework and the SDGs. The WHS did not contain concrete targets (unless made through individual commitments) and the process for tracking progress, involving a simple roadmap including self-reporting and an annual stocktake and synthesis report, which is chaperoned by OCHA, is voluntary (UNGA, 2016c: 15–17). Civil society organisations have a clear role to play here in ensuring accountability.

For climate change, countries are requested to report on their adaptation action and planning to the UNFCCC Ad Hoc Working Group on the Paris Agreement, including via their NAPs and wider national climate plans (Nationally Determined Contributions). The aim is information exchange and lesson learning rather than strict monitoring against targets (UNFCCC, 2015a). In terms of monitoring, the Paris Agreement's five-yearly 'global stocktake' of implementation will initially report in 2023, and this first report will include information on adaptation efforts and support received for these efforts. However, the Ad Hoc Working Group is requested only to suggest 'sources of input' in relation to the state of adaptation efforts, support, experiences and priorities, rather than defining a reporting format. This reflects the lack of a common agreed format for NAPs. The Agreement also asks the Subsidiary Body for Scientific and Technological Advice to compile a report advising how the expertise of the IPCC can inform and enhance the findings and conclusions of the global stocktake (UNFCCC, 2015a: 14).

The main quantifiable target in the Paris Agreement related to adaptation is the provision of financial support to developing countries. Developed countries are strongly urged to increase their support to developing countries to $100 billion annually by 2020 for mitigation and adaptation, with a view to setting a higher collective financing target by 2025. The Agreement aims to strike a balance between adaptation and mitigation support, but, as with previous financing arrangements, the exact proportion of this total for adaptation is not defined. Reporting formats are geared towards public sector sources, which form the core responsibility of government accountability.

The Sendai Framework and SDG processes were separated from climate change negotiations in order to promote a clearer political pathway for the agreement in Paris at the end of 2015. As such, national governments and the UNFCCC Adaptation Committee have an important role to play in linking the Paris Agreement to other frameworks. This includes reporting on the contribution of adaptation activities to disaster risk reduction goals under the Sendai Framework and creating clearer protocols for measuring progress on adaptation that move beyond logging finance and project inputs to evaluating how such inputs enhance adaptive and resilience capacities.

5. Recommendations for action: achieving resilience outcomes

A significant gear change is required to deliver on 'resilience' in all its forms by 2030, across the Sendai Framework, the SDGs, the Paris Agreement and the WHS. Based on our analysis of resilience across the global frameworks, we outline here a set of practical recommendations for strengthening coherence. Our recommendations are relevant to all stakeholders with an interest in delivering the 2030 ambition for change, including national governments. They appeal especially to technical experts in policy and funding, and include actions required by the UN convening bodies for the frameworks.

There is still a long way to go to promote greater understanding of resilience as an outcome rather than as an agenda or set of activities. The relative political weight of the frameworks will affect how we advance collaboration and coherence to strengthen resilience. The SDGs and the Paris Agreement are chefsache – discussed at head of state level – and are regarded as major influencers of global and national politics, capable of influencing decision-making over planning and financing that involve tens or hundreds of billions of dollars. For many, the Sendai Framework and the WHS hold less weight – and in the case of the Sendai Framework, many view it as a 'how to' for implementing the higher-level objectives on disasters in the SDGs. This of course has major implications for how these global frameworks can be translated into national policy and how the global and national processes can be linked.

Coherence is not homogenously endorsed. It cannot be taken for granted that countries feel over of the outcomes of some of the processes. This applies particularly to the WHS. Calls for integration of the frameworks into mainstram development processes, and the rationale behind such calls, vary according to the stakeholder group. This presents an additional challenge for those crafting practical recommendations to take the agenda forward.

'There is still a long way to go to promote greater understanding of resilience as an outcome rather than as an agenda or set of activities.'

Ground-truthing these recommendations is therefore a critical next step, as is documenting case studies of how governments are planning to address the issue of coherence between the frameworks where resilience is concerned. It would be valuable to extend this initial analysis and undertake a verification process with those considered the 'targets' of these recommendations. Specifically, it would be useful to collaborate with national governments to validate or adjust the recommendations proposed here, and imbue the recommendations with their experiences and thoughts as to how they are planning to combine the four frameworks at national and sub-national level. Indonesia and Somalia's development of national resilience plans may provide such examples. With these caveats in mind, the recommendations are structured around the five recommendations below, these are explained in more detail below in Sections 5.1-5.5:

Recommendation 1: Pursue solutions that deliver resilience across the global frameworks. Bring together the multiple agencies and stakeholders who are responding to different parts of the agenda within countries, for example by mandating national coordination mechanisms; trialling joint planning, delivery and monitoring; and coordinating actions that address different dimensions of risk. Countries could, for instance, link national social protection systems, cash-based programming and financing linked to forecasts and early warning.

Recommendation 2: Ensure that delivery on one framework is consistent with the attainment of others. Use coherence across the frameworks as a way of understanding compound risk better and addressing it more effectively. This would be supported for example by tracking the dynamic nature of vulnerability, screening for risk, and sharing analysis of needs and risks between the

humanitarian and development sectors (where appropriate to do so).

Recommendation 3: Incentivise for coordination and collaboration. This could be done by, for example, having agenda items in each framework review process that mandate dialogue on coherence across the suite of frameworks; providing international support to national integration platforms; having funding mechanisms that explicitly provide incentives for integration; and rewarding initiatives designed in ways that deliver progress on multiple goals (with prizes for best practice). For example, adaptation finance might complement wider efforts to support resilient development.

Recommendation 4: Map, assess and coordinate finance for resilience. Extend existing mappings of financing mechanisms to include new and proposed financing structures designed to deliver on the four frameworks; and hold countries to account over their promises of greater transparency and coordination made under the Paris Agreement and the WHS.

Recommendation 5: Track progress jointly to better inform decision-making. Organise knowledge exchanges between monitors and evaluators of the respective frameworks, requiring that working groups charged with the development of the monitoring processes collaborate; developing protocols for measuring adaptation and resilience; embedding data collection on resilience within national statistics offices; and agreeing nationally defined 'stepping stone' targets.

Further work is required to identify overlap among the goals and targets in the frameworks (as an extension of the work undertaken in this paper). The 'joining up' has to be purposeful and account for different types of linkages if it is to be productive, and key agencies need to have a real stake in collaborative working.

'The 'joining up' has to be purposeful and account for different types of linkages if it is to be productive, and key agencies need to have a real stake in collaborative working.'

5.1. Recommendation 1: Pursue solutions that deliver resilience across the global frameworks

This recommendation calls for national actions to deliver resilience across the frameworks.

- **Raising awareness about the different frameworks** with national and sub-national government representatives through sensitisation workshops is a necessary prerequisite to consultations designed to consider aligning existing plans and policies to the frameworks.
- Each country should undertake a process to articulate the interim targets required to track progress towards the 2030 goals, across the four frameworks. Annual progress reviews to track the pace of change in relation to **nationally defined 'stepping stone' targets** can help governments make adjustments to targets, where required (see Stanley et al., 2016). This can also inform course correction (if required) by reviewing the prioritisation of sectors/themes, sequencing and funding provided to deliver progress against the various targets. Linked processes include the commitment under the WHS Grand Bargain to 'build systematic links between feedback and corrective action to adjust programming' (WHS, 2016b: 10), and the commitment to the Sendai Monitor, designed to track progress against the Sendai Framework's four priorities for action. UNISDR should consider the coherence of the Sendai Monitor review process in relation to the frequency and format of review processes within the SDGs, Paris Agreement and WHS, including specifically the Grand Bargain.
- In the SDG and INDC planning processes, many call for integration, under the auspices of key processes such as budget or financing planning. National development plans (in all their guises) can provide the structure under which to bring together the action required in each of the four frameworks. This may involve adjustments to existing national plans, or new plans devised to capture national priorities and commitments to the global targets. A collaborative process that translates the international frameworks into one national action plan could help generate ownership from the respective government departments, so that they **deliver against a co-owned plan of action**. This should also be translated to the sub-national level to support country implementation.
- Governments should require departments to work collaboratively – or at the very least to understand their roles and responsibilities regarding a common plan, and ideally to work in coherent ways. **National resilience workshops** should be held to help define roles, responsibilities and budgets for delivering the national priorities that embed the global targets, helping to ensure a common understanding of effective risk management and resilience outcomes.

- Does it make sense to have separate national bodies to deliver action against the four frameworks? Can points of complement be used as a vehicle for efficiencies? National governments should determine whether and how **the national platform bodies responsible for the four frameworks can or should coordinate** (or indeed be the same entity). This may not be desirable for some humanitarian mechanisms seeking independence and political neutrality, but is worth exploring for those related to disaster risk reduction and climate change adaptation – for example National Disaster Management Agencies (NDMAs) and platforms (Sendai Framework, Priority 2 (g)) and climate change adaptation platforms could be strengthened.
- To expand, recommendations for governments to consider coordinating mechanisms across the goals, as is the case for the SDGs, can be applied across the frameworks (Stuart et al., 2016: 49–50), and also linked to the planned convening on INDCs. **Information-sharing and partnership-building**, where required, should bring together NDMAs, climate change and civil protection agencies and others, to help improve mutual understanding and increase respect for their remit and expertise.
- **Regional bodies have a strong role to play** in supporting a national resilience agenda, with many initiatives that can be monitored and replicated in other contexts where appropriate. For example, the Southern African Development Community regional framework for El Niño (RIASCO, 2016) has three pillars (humanitarian, building resilience and macroeconomic risk management), which encourages governments to implement in more coherent ways. Other examples include the WHS commitment (WHS, 2016c: 35) to support the Regional Organizations Humanitarian Action Network to strengthen collaboration between regional organisations and build their capacity.
- There are opportunities at national and regional level to be more ambitious than the global frameworks prescribe. As part of the national vision, implementation plans (both local and national) require clear articulations of the 'end game', so as to **define what successful resilience-building looks like**. For example, what will SDG Target 2 'Developing more resilient agricultural practices' practically look like in country X by 2030? This will provide a basis for understanding, and stimulating debate on, how 'radical' national governments want to be in their pursuit of resilience. It will enable an assessment of how normative proposals to put that target into operation are, or what interventions designed to deliver action against those targets should look like.
- Coherence in delivery is not universally viewed as desirable, particularly in the humanitarian field. Starting with a common ambition – such as building preparedness capacity (featured within the Sendai Framework Priority 4 and the Grand Bargain) – **joint planning, delivery and monitoring can be trialled**. Lessons derived from the Grand Bargain ambition to support 'multi-year collaborative planning and response plans' (in at least five countries by the end of 2017) could be a starting point for a more collaborative effort, with learning shared to encourage replication in other challenges that span development–humanitarian responsibilities.

5.2. Recommendation 2: Ensure that delivery on one framework is consistent with the attainment of others

This recommendation calls for coherence in ambition and in managing the full range of shocks and risk drivers.

- The need to deliver on the Paris Agreement requires significant change in countries' approach to 'solutions' devised in response to the other three frameworks. The Paris Agreement's overarching adaptation goal specifically links it to global warming and the UNFCCC's mitigation efforts – linking the level of resilience with the amount of change in the global climate (UNFCCC, 2015a). Practical actions intended to deliver resilience outcomes **should be designed using regional climate projections** under the assumption that the global average will be at least 1.5 degrees and likely closer to 2 (UNFCCC, 2015a: 22). 'Solutions' to disaster, development and humanitarian challenges devised in response to the other frameworks need to be delivered in line with the Paris Agreement ambitions, in order to avoid the risk of undermining those efforts.
- Development choices can be responsible for the creation of new forms of risk. Delivering on the SDGs related to economic growth must be pursued in ways that do not undermine the attainment of the Sendai Framework. There is a reciprocal benefit – better management of disasters will decrease the likelihood of disasters undermining hard-won development progress. The role of ministries of finance and planning in developing countries should not be overlooked; they are critical to

'Development choices can be responsible for the creation of new forms of risk. Delivering on the SDGs related to economic growth must be pursued in ways that don't undermine the attainment of the Sendai Framework.'

ensuring that investment decisions do not contribute to risk creation. Priority-setting in the budgeting process, and in development bank investment, can build on initial evidence of **the co-benefits of investing in resilience-building**. For instance, investment in disaster risk management can help to avoid losses after a disaster, as well as promoting development and economic activity regardless of whether a disaster occurs or not. This is termed the 'triple dividend of resilience' (Tanner et al., 2015).

- Investment is required to **coordinate action that addresses different dimensions of risk** – and collectively support systems for managing shocks and stresses. Governments should scale up their efforts to mainstream and integrate practice relating to disaster risk reduction, climate change, conflict and sustainable development across the relevant plans and policies at varying scales and across sectors. This would help them move away from piecemeal and project-based approaches to mainstreaming. Donors must reinforce and not undermine any ambition to **take a systemic approach to risk management in all investment decisions**. The UK's Department for International Development and the Global Facility for Disaster Reduction and Recovery (managed by the World Bank) have taken initial steps in this regard through the global Understanding Risk Forum, which would be extended and made more regionally focused.
- Existing commitments made under the Grand Bargain (WHS, 2016b) and elsewhere to 'strengthen existing coordination efforts to **share analysis of needs and risks between humanitarian and development sectors** and to better align humanitarian and development planning tools and interventions' can be linked to national priority-setting across the frameworks. This is required for a better understanding of the drivers and dynamics of vulnerability and risk.
- Within monitoring frameworks, from the sub-national to the global level, **change in levels of vulnerability should be tracked**, to provide a basis for making adjustments to priorities and national implementation plans, if and where required.
- **Risk-screening is a prerequisite to more effective decision-making**. Risk screening and assessment tools are important in the coherent application of resilient development (provided they are of a high standard in terms of process, data used and application). Many other examples exist – (Hammill and Tanner, 2011), and the revised interim UN Development Assistance Framework guidelines notably have a strengthened emphasis on risk, vulnerability and coherence (UNDAF, 2016).
- Translation of international frameworks into national action provides opportunities to address gaps in the frameworks. Tackling the full range of risk drivers provides an entry point for understanding and addressing 'complex disaster risks including risks of **transboundary, cascading and compound disasters**' better. This could apply to protracted crisis (a feature of the WHS Commitment to Action) and the links between climate change and security, or the location of natural hazards in fragile and conflict-affected states (Harris et al., 2013; Peters et al., 2016).

5.3. Recommendation 3: Incentivise coordination and collaboration

These recommendations call for us to provide incentives for greater coherence across the frameworks regarding resilience outcomes.

- National governments should craft a **statement committing themselves to supporting coherence on resilience** across the four frameworks. Constant repetition of this ambition in each of the processes designed to put the frameworks into operation and monitor progress against them, would signal public commitment to coherence, encouraging other actors (including the UN convening bodies) to do the same.
- Led by the High-Level Political Forum on Sustainable Development, the convening bodies responsible for overseeing the international frameworks – UNISDR, the Division for Sustainable Development, UNFCCC, WHS Secretariat/OCHA – should **map exactly how each of the goals, targets and indicators across the frameworks relate to one another**, including points of coalescence and of difference. This process would include identifying the connections between targets and indicators and compiling the various reporting requirements and any commitments to financing or delivery. Given that the ambition of coherence is not universally endorsed, incentives towards it should be provided where it is collectively considered to enable and not hinder progress.
- **Indicators still in development** can follow the example of the agreement between the IAEG and the OIEWG, with support from the UN Department of Economic Affairs (UNDESA) and UNISDR, on the adoption of the Sendai indicators for the SDG process. This example, of collaboration could be applied in the development of indicators for the SDGs and Paris Agreement, and related follow-up processes.
- The 'technical examination process on adaptation' to happen under the Paris Agreement in the period 2016–2020 will include opportunities for strengthening resilience and reducing vulnerabilities to climate impacts. This process should be expanded to include options for achieving ambitions on climate change, disasters and resilience in the parallel frameworks (i.e. the Sendai Framework, SDGs and WHS). Should this not be viable, **additional activities should help reapply the processes/methodology** devised under the

climate agreement to the examination of options at the country level, in order to inform decision-making about resilience, as set out in the Sendai Framework, the SDGs and the WHS.

- In response to the UN Secretary General's call following the WHS, high-level UN officials are developing a common definition of resilience. Emphasis should be placed on the definitions process being coordinated by UNISDR, which is where there is most agreement on the term 'resilience' at present. Thereafter emphasis should be placed on a **common understanding of resilience that views it as an outcome**, rather than a set of activities. The concept of resilience is not translated well into some languages and cultures. In many countries existing definitions will guide national implementation plans so international definitions will have limited traction. What is important is clear understanding of what resilient outcomes will look like in different contexts, to guide decision-making on priorities for implementation.
- Donors and criteria for the portfolio development of regional development banks should **recognise and reward initiatives designed in ways that deliver progress on multiple resilience goals** and targets (as long as they can robustly demonstrate that they do not undermine other goals and targets). In designing new portfolios, fund review boards should reward initiatives that contribute to multiple goals and encourage national mechanisms for different frameworks to coordinate.
- For example, actions carried out under the Sendai Framework and the WHS should contribute to achieving **national adaptation goals as set out in INDCs** (or, even better, enhance these, as there is a provision in the Paris Agreement to increase their scope every five years). The WHS Grand Bargain commitment to invest in new delivery models for cash-based programming could be linked to national social protection systems (where evidence suggests they are making a positive contribution to achieving resilience for the most vulnerable), which would tie in with SDG commitments. Commitments to improve early warning systems are seen in the WHS, Sendai Framework and Paris Agreement. Adaptive social protection and forecast-based finance are other examples where ambitions across the frameworks could be supported.
- The major conferences designed to review progress on the frameworks should include **special high-level sessions to plan for greater coherence and provide incentives for it**. Inviting counterparts in the other frameworks will support this process through cross-framework learning. These could take place, for example, at COP 22, hosted by UNFCCC and the Government of Morocco in Marrakesh, at the 2017 Global Platform for Disaster Risk Reduction, hosted by UNISDR and the Government of Mexico, at related events for the SDG and at the annual WHS event. This should be replicated at regional and national level. For example, within the Sendai Framework implementation processes, regionally convened ministerial meetings should host special sessions on coherence across the post-2015 frameworks, such as at the Asian Ministerial Meeting, the Sixth Session of the African Regional Platform and Fifth High-Level Meeting on Disaster Risk Reduction and the 5th Session Regional Platform of the Americas.

5.4. Recommendation 4: Map, assess and coordinate finance for resilience

This recommendation calls for finance to be transparent, coordinated and appropriate to the scale of action required to build resilience.

- Seek to **determine the full cost of achieving the 2030 goals and targets**, at the international and national levels, to make it possible to devise a coherent plan for financing from all contributions. Research institutes have a role to play here to ensure that robust methodologies are used. For example, the ODI (Nicolai et al., 2015) and the Sustainable Development Solutions Network have already begun this process for the SDGs (Schmidt-Traub, 2015: 38, 116). Governments should estimate the expenditure required to deliver on the 2030 agenda, and should articulate options for resourcing across ministries in a coordinated way, including any projected shortfall. An estimation of the full cost can be used to 'sense check' implementation plans on the basis of national financing options, and used as a means to prioritise actions.
- **Establish or extend the mapping of the financing mechanisms** within a country to include new or proposed financing mechanisms designed to deliver on the post-2015 frameworks. This should include both international support and domestic investment, tracked in a sustained manner and built into government financial management systems (significant capacity-building may be a prerequisite). Governments can build on, for example, Climate Public Expenditures and Institutional Review and similar studies and databases. Using this information, points of synergy can be identified, for example, where goals and financing modalities within national climate change plans are similar to those made by stakeholders at the WHS.
- **Points of confluence in the financing modalities of the four frameworks** should be identified and options considered for co-delivery. An example is the commitments under the Grand Bargain to increase multi-year ex ante and ex post investments at the local

Box 1: INDCs and the Sendai Framework

Many of the resilience-building and disaster risk reduction activities outlined in countries' INDCs complement the Sendai Framework's national and local goals. Nevertheless, some countries' INDCs do not explicitly address critical recommendations, particularly in relation to strengthening governance. Many include strong actions for investing in disaster risk reduction but not plans or approaches for responding to climate extremes or mechanisms for Building back better (UNISDR, 2015a: 14). This provides an opportunity to build on the planned INDC actions and use the Sendai Framework's national recommendations to support countries to address gaps and increase resilience to climate extremes and disasters.

For example, South Sudan includes strong statements around early warning systems for extreme climatic events, increasing resilience in key sectors including agriculture and health. It does not mention any mechanisms for strengthening disaster risk governance at national or local level, which the Sendai Framework holds as one of its four priorities and states 'is of great importance for an effective and efficient management of disaster risk' (UNISDR, 2015a: 17). The INDC does not include plans for enhancing resilience in the event of an extreme weather event and is explicit about focusing on disaster risk reduction: 'Increase investments in disaster prevention mechanisms, such as early warning systems, rather than disaster response mechanisms' (Republic of South Sudan, 2015: 5). It also notes that they have limited technical assessments on vulnerabilities, hazards and priority sectors.

Similarly, Ethiopia has many positive plans for the reduction of disaster risk, including rehabilitation of degraded lands/forests to reduce flood risk. The INDC also sets out a medium- to long-term goal of effective early warning systems and disaster risk management policies and specific actions in its major sectors. The country does not set out plans for coordination across sectors or development of indicators to assess the implementation of national and local disaster risk strategies and plans. The INDC does include development of insurance systems to 'enable citizens, especially farmers and pastoralists, to rebuild economic life following exposure to disasters caused by extreme weather events (floods and droughts)' (Federal Democratic Republic of Ethiopia, 2015: 6–7), but it is light on mechanisms or plans for enhancing preparedness for effective response and does not include some elements the Sendai Framework puts a strong emphasis on, such as investment in education.

and national scale – to risks including disasters and climate change – and those under the Paris Agreement to 'provide continued and enhanced international support for adaptation to developing countries' (European Commission, 2016). Another example is the **decentralisation of climate finance**, which ties in with commitments made through the Grand Bargain and its promotion of investment at the local level through longer-term ex ante action (WHS, 2016b: 3). Innovations exist, such as the ambition to have sub-national actors accredited to directly receive funds from the major climate funds, in order to reach the most vulnerable (Near East Foundation: 2015).

- Donors can provide incentives for action to address gaps across the frameworks. For example, the UK Government's commitment to the International Climate Fund as well as the UK's commitment to spend 50% of aid in fragile states and regions (DFID, 2015: 4), together provides a logical foundation for identifying a set of options to provide investment to **deliver support for adaptation in fragile contexts**.
- Domestic government and donor coordination meetings alike should include **periodic reviews to articulate how funds are contributing to the various goals and targets**, and to seek opportunities for collaboration. Minutes should be made public to help all actors within a country understand how donors are coordinating across the frameworks – in line with the national implementation plan. Other spaces include in-country UN coordination fora, and individual initiatives such as coordination mechanisms designed for pooled humanitarian funds. In complement, under the Policy Coherence for Sustainable Development Framework set out by the Organisation for Economic Co-operation and Development (OECD) (OECD, 2015), major donors should be convened to discuss and agree on how to strengthen collaboration within their own official development portfolios.
- As a specific example, a **significant body of work on the transparency of climate finance** under the UNFCCC exists, including reporting by countries on this theme and a biennial assessment of climate finance flows undertaken by the standing committee. There is also an annual monitoring report on Finance for Development (UN, 2016), which seeks to take stock of key measures with respect to various elements of

the Addis Ababa Agenda for Action (UN, 2015). These could be built on to look at how progress is being made in incorporating resilience into development and climate change response efforts, fostering a process of continual improvement, wherein lessons/variations on these efforts might be carried into other policy areas. Similarly, with greater commitment to multi-year funding by the major humanitarian donors, it becomes more feasible to identify their contribution to national implementation plans, including the anticipatory and absorptive capacity-building components of INDCs. The OECD's Policy Framework for Investment may be of help here, along with the proposed revisions to its Creditor Reporting System (OECD, 2015).

5.5. Recommendation 5: Track progress jointly together to better inform decision-making

This recommendation calls for more appropriate resilience indicators and more joined-up monitoring systems to expose and tackle trade-offs.

5.5.1. Appropriate indicators for resilience outcomes

- For many, the indicators pertaining to resilience, even when combined across the four frameworks, do not adequately **capture the complexity of resilience outcomes**. A form of 'City Group' of the UN Statistical Commission should be established to explore and determine more rigorous indicators for resilience. These groups are set up to look at emerging areas in statistics where detailed work is needed to determine the right indicators to use.
- In designing sets of local to national indicators to track resilience outcomes, ambitious governments should consider drawing on the wealth of inputs into the development of the indicators in the four frameworks. In the case of the Sendai Framework, for example, this could entail **extending the internationally agreed indicators** – as commentary suggests the final suite lacks ambition, as a result of pragmatism and political expediency – to include a stronger basis for measuring resilience outcomes of climate extremes and disasters (Hillier and Castillo, 2013).
- The UNFCCC Adaptation Committee must create **protocols for measuring adaptation and resilience**, along with greater guidance on implementing adaptation plans and actions. Such protocols are vital to demonstrate on-going progress at country and international level.
- Adaptation and resilience indicators chosen for the international frameworks need **academic and statistical scrutiny**. This must move beyond resilience measured only as a long-term reduction in asset-based losses. As such, a composite measurement should aim to measure resilient development outcomes as well as the capacities that enhance resilience. This can draw on other targets in the post-2015 frameworks, linking them with existing indicators of hazards and exposure, and thereby ensuring there is minimal burden for national statistics offices.
- To track progress on meaningful inclusion across all four frameworks, national and sub-national indicators and their corresponding monitoring systems must **capture data on discrimination and marginalisation**. This is necessary because progress on the Sendai Framework, the Paris Agreement and the WHS all rely on progress on SDG 4 'Achieve gender equality, social inclusion and human rights for all'. Authorities should collect data disaggregated by sex, age, disability and ethnicity – at a minimum – in order to ensure that baseline information, census data and monitoring systems take into account all groups, including the most marginalised. Only with this information will it be possible to verify whether the design and delivery of the post-2015 implementation plans are **inclusive and accessible, and allow non-discriminatory participation by all sections of society** – as articulated in the Sendai Framework guiding principles, the SDG ambition to 'leave no one behind' and the WHS Commitments to Action. Results should be made openly available, to allow citizen groups to track and monitor outcomes. Unofficial data sources, such as citizen-generated data and grassroots surveys should also be taken into consideration to capture these elements.
- **The views of marginalised people should be explicitly sought and included**. National monitoring systems designed to track progress on resilience outcomes require granularity to the local and sub-national level, to ensure resilience is tracked in meaningful ways to support the vulnerable communities the global goals intend to serve. The Grand Bargain commitment seeks to ensure that 'by the end of 2017, all humanitarian response plans – and strategic monitoring of them – demonstrate analysis and consideration of inputs from affected communities' (WHS, 2016: 10). This ambition can be applied across the frameworks. One area of innovation could be to i**ntegrate findings from grassroots surveys on 'subjective resilience'** or those akin to the Global Network of Civil Society Organisations for Disaster Reduction 'Views From The Frontline' into formal data collection and monitoring.

5.5.2. Tracking progress against the current indicators

- Chaperones of the frameworks (UN in the international arena and governments at the national level) should **oblige working groups charged with the development of the monitoring processes to work together**. This is already happening in the context of Sendai Framework and the SDGs and could be extended to the other

frameworks. Working groups could collectively provide guidance to national governments on devising reporting processes that encourage coherence in data collection and monitoring (commitments made under the Grand Bargain to harmonise and simplify reporting requirements may help in this regard).

- For example, the **WHS Secretariat's articulation of a process for tracking progress towards action** promised at the WHS should be designed with coherence in mind. The proposed annual stocktake, synthesis report and PACT commitments platform could be expanded to include space to articulate linked delivery against the other frameworks. This would help align WHS tracking to formal monitoring processes at national level and would link it to international working groups and to monitoring and reporting processes for the SDGs, the Sendai Framework and the Paris Agreement.
- Monitoring and data collection should be jointly acrsos frameworks in a coherent manner, and **embedded within national statistics offices** and supported by a culture of evidence-based policy learning and implementation at the national and sub-national level. Where national statistics offices are not functioning or lack the capacity required, international donors should directly invest in their development. In support, country-level and global dialogues and knowledge exchanges should be required between monitors and evaluators covering the different frameworks.
- Predefined progress reviews within the frameworks, such as those in the Paris Agreement, should be considered opportunities to **jointly review progress towards the linked resilience targets and indicators** as they feature across the frameworks. An example is the Paris Agreement global stocktake, wherein countries are invited to ratchet up their INDC commitments (UNFCCC, 2015a). Linked working across the frameworks provides some interesting opportunities here.

5.5.3. Trade-offs and course correction

- SDG formulation allows countries to not just meet but to exceed and ratchet up their INDCs (on adaptation and mitigation). This is a process that can be harnessed to inform national targets in the SDGs and the Sendai Framework, and to upgrade to more ambitious ones. Similarly, there is an opportunity to **renew and extend commitments** under the WHS, in line with the Agenda for Humanity – given that most span one or two years at most. Renewal of these commitments, specifically those under WHS Core Responsibility 4, provides a window of opportunity to exceed and extend delivery against the Sendai Framework, and the disaster-related SDG targets.
- Pinpointing reasonable and realistic opportunities for **ratcheting-up should be informed by global science**, such as the IPCC report on climate change (IPCC, 2014), and complementary recommendations for policy-makers. In addition, regional initiatives such as the EC's Science for Disaster Risk Management should be scaled out to other regions to provide a robust synthesis of the latest science on climate, disasters and resilience, to inform the revision of targets.

Box 2: The groundwork for transformational ambitions – a common agenda for change

- In setting an agenda for transformation, we must explore how power imbalances can be tackled, resource inequality redressed and equity pursued in decision-making processes. A vision for change could be crafted, with supplementary indicators to track progress on the most challenging ambitions on the resilience agenda across the four frameworks. For example, we must ensure that climate finance targets the most vulnerable and marginalised groups in ways that support sustainable shifts in the power of those groups to influence decisions about resource distribution.
- The means of achieving progress on one set of targets cannot come at the expense of progress on another. For example, governments should seek to progress on growth and economic development in ways that do not generate carbon emissions or create new forms of risk. Or, for example, they should ensure that development choices that seek to generate economic growth do not generate new forms of vulnerability and exposure to climate extremes and disasters. This will entail going beyond climate and disaster 'proofing' to endorsing a risk-informed economic development agenda that ensures that all new investments are pro-poor and contribute towards risk reduction, not just risk management.
- Where national governments have articulated more transformational ambitions for change, these should be highlighted and, where successful, showcased as examples of best practice. These might include the more transformative INDCs in the Paris Agreement – such as those that seek to permanently relocate at-risk populations – or significant investment in and scale-up of action on conflict prevention and management, as articulated in stakeholder commitments to the WHS.

15 http://www.oecd.org/development/sustainable-development-goals.htm

- Processes should be established to enable **affected communities to directly inform course correction** – that is, the judgements made about how successful progress has been to date and any changes recommended as a result. This would be particularly valuable on the more subjective aspects of the frameworks, such as strengthening resilience capacities (Bahadur et al., 2015a), and tied to ensuring responsive allocation of resources to ensure that climate and disaster risk reduction initiatives reach those most in need.
- Better understanding of the **potential trade-offs between progress on different targets** is required. Lessons from monitoring resilience against the BRACED 3As frameworks (Bahadur et al., 2015b) reveal that progress on one or more capacities of resilience can come at the expense of progress on others. Aggregate results showing an increase in resilience across all three capacities can therefore mask not only important lessons about the complexity of resilience-building and but also opportunities to identify areas that require renewed investment (Silva Villanueva et al., 2016, forthcoming). Being explicit about co-benefits (and linked monitoring and evaluation of these) is therefore necessary to an understanding of how action on one set of targets can positivity/negatively affect that on another.
- For those wanting to be more ambitious, **monitoring systems could be set up to capture the co-benefits and trade-offs of linked action**. For example, some parties will use the INDCs to link adaptation with mitigation, in order to identify the co-benefits of action to address climate change, including actions towards building resilience. This could usefully be extended to capture the co-benefits of ex ante actions from the Sendai Framework and WHS to deliver resilience outcomes, e.g. forecast-based finance, crisis modifiers and emergency preparedness measures.

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