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COMMUNITY SAFETY ACTION FOR
SUPPORTING CLIMATE ADAPTATION
AND DEVELOPMENT

THE SENDAI FRAMEWORK IN THE **BALTIC SEA REGION**

CHALLENGES – GOOD PRACTICES – WAY FORWARD



Funded by
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“THIS IS A TIME OF HEIGHTENED GLOBAL URGENCY; WE ARE FAST APPROACHING THE POINT WHERE WE MAY NOT BE ABLE TO MITIGATE OR REPAIR IMPACTS FROM CASCADING AND SYSTEMIC RISK.

This calls for intensified efforts, political resolve and sustained funding – by governments, by the private sector, by cities, communities and individuals – to build solutions based on a better understanding of systemic risk. We must move away from short-sighted, segmented planning and implementation to transdisciplinary, collaborative approaches that build resilience and regenerate relevant resources, avoiding negative consequences. We must apply what we know and acknowledge the gaps in our knowledge, prioritizing ways to understand what we do not yet know. Our flexibility must be as dynamic as the changes we hope to survive.”

**United Nations Office for Disaster Risk Reduction (UNDRR),
Global Assessment Report on Disaster Risk Reduction, 2019, p. xi.**



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FOREWORD

At no point in human history have we faced such an array of both familiar and unfamiliar risks, interacting in a hyper-connected, rapidly changing world. New risks and correlations are emerging. Decades-old projections about climate change have come true much sooner than expected. With that come changes in the intensity and frequency of hazards. Risk really is systemic, and requires concerted and urgent effort to reduce it in integrated and innovative ways.

Countries adopted the Sendai Framework in 2015 to address a broader scope of hazards and risks. The Sendai Framework charts a clear policy pathway for governments and citizens to prevent and mitigate shocks caused by natural and man-made hazards, as well as related environmental, technological and biological hazards and risks. In making the logical connection between reducing risk and building resilience, the Sendai Framework provides the connecting tissue for the 2030 Agenda for Sustainable Development, the Paris Agreement, the New Urban Agenda, the Addis Ababa Action Agenda and the Agenda for Humanity.

In the following report we can see how the Sendai Framework is being implemented in the Baltic Sea Region (BSR), and the specific issues that the region faces in efforts to reduce disaster risk. We know that disasters do not respect borders, and that trans boundary cooperation is often key to successfully building resilience to disasters. One of the key recommendations from this report is to strengthen multi-level and cross-sectoral cooperation. By doing so, unique opportunities to enhance the efficiency and effectiveness of plans and programs can arise which result in more robust risk reduction activities.

We hope this report provides readers with useful advice and understanding of the challenges, good practices, and ways forward for reducing disaster risk in the Baltic Sea Region.

**UN Office for Disaster Risk Reduction (UNDRR),
Regional Office for Europe and Central Asia**



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EDITORIAL NOTE

This report is drafted by the Civil Security team at the Council of the Baltic Sea States (CBSS) Secretariat for the CASCADE project: “Community Safety Action for Climate Adaptation and Development” (January 2019 – December 2020). The project is funded by the European Commission’s Directorate-Générale for European Civil Protection and Humanitarian Aid Operations (DG ECHO). This report will function as material for discussions in the policy dialogue part of the project, presenting the perspectives of the National Focal Points for the Sendai Framework for Disaster Risk Reduction on the work in their respective country.

This report contributes to the knowledge base in the CASCADE project from the Disaster Risk Reduction side, while it should be considered as complementary to the report: “The Role of Local Governments in Adapting to the Climate: Overview of regulatory requirements and support mechanisms in the Baltic Sea Region”, also produced in the scope of the project. The unique and important feature of the project is the combination of these two sectors and approaches, which is necessary to solve the current and future challenges regarding climate change security risks.

Risks related to climate change are not only the concern for professionals engaged with sustainable development – rather it is becoming more evident by each year that climate change is an emerging security threat, and by that a field in need of involvement of civil protection specialists as well. **There are strong links between climate and security; therefore, experts working within both areas need to collaborate to find joint solutions to the future challenges and risks.** The CASCADE project addresses climate change risk management at the local authority level in the Baltic Sea Region. The overall aim is to support the implementation of the United Nations’ Sendai Framework for Disaster Risk Reduction at the local level in the BSR.

In 2015, the discussions on how to address security risks related to climate change started between the coordinators of Policy Area Secure and Horizontal Action Climate in the EU Strategy for the Baltic Sea Region. Thereafter, the discussions continued and expanded to include various stakeholders from the networks of the Policy Area and Horizontal Action. The CASCADE concept was then further developed 2016 – 2018 within the project “Making Communities Resilient to Climate Change: Cross-Sectoral Cooperation in Capacity Building” (CRCC), with funding from the Swedish Institute. This process was coordinated by the CBSS Secretariat and involved the coordinators and networks of both Policy Area Secure and Horizontal Action Climate.

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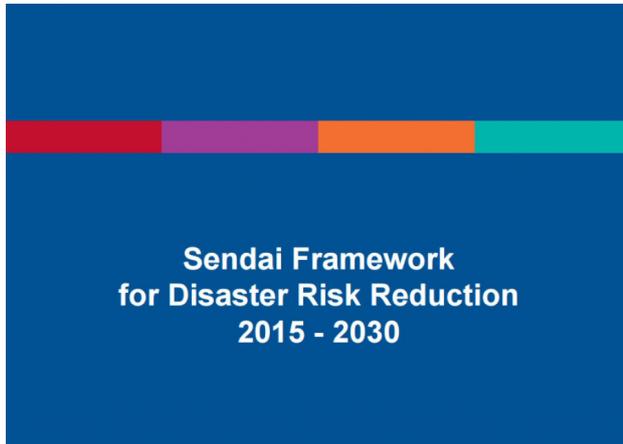
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SUMMARY



Extreme weather events, as a consequence of climate change, are increasing – both in frequency and intensity. Thus, climate change is no longer a concern for scientists, but also for those responsible for civil protection. When the Sendai Framework for Disaster Risk Reduction was adopted in 2015, this represented the first step to address the increasing security risks related to climate change in a new way. Reduction of the risks themselves – along with efforts aimed at prevention – rather than just focusing on emergency preparedness – were put at the top of the agenda. However, to fully integrate the climate change issues into the risk assessments and prevention efforts, cooperation is needed between civil protection professionals and climate change experts. This report aims to contribute to bridging these two sectors by presenting the issues from a civil protection perspective.

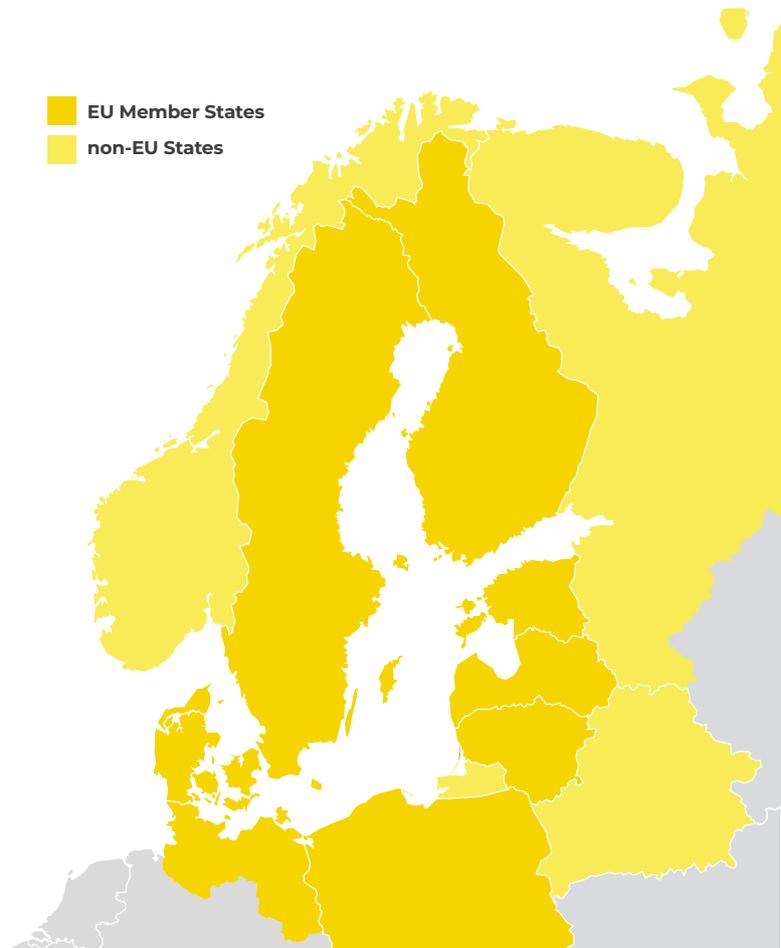
The UN Sendai Framework is a global policy; thus, it is not directly applicable to any country in full without tailoring it to specific regional conditions. This report is focusing on the Baltic Sea Region (BSR), and the specific challenges, risks and conditions that are relevant for the countries in the north of Europe.

The aim of this report is to provide an overview of the implementation of the Sendai Framework in the BSR – focusing on challenges, good practices and potential paths for strengthening the work. This is the first step in initiating a region-wide policy dialogue – with the aim to increase the support for the Sendai Framework implementation in the BSR. The material for this report has been collected through discussions with the National Focal Points for the Sendai Framework, or

other national representatives responsible for Disaster Risk Reduction (DRR). The material collected in the discussions has been analysed in a comparative manner with the focus on identifying common trends across the region.

The main conclusions from the discussions with the national representatives responsible for Disaster Risk Reduction range from the political level, where there is a general lack of political support for Disaster Risk Reduction, to the more practical DRR measures. The weak political support refers to the implementation of the Sendai Framework in the domestic context, not support at the international level. This is important to highlight since some of the countries in the region are very active in providing various forms of support for Disaster Risk Reduction to the countries that are the most vulnerable and exposed to severe natural threats. The lack of political support results in not giving priority to the Sendai implementation, which makes coordination and organisation of the work in an efficient way more challenging. Responsibilities are usually sector-divided, and for this reason, it is a challenge for risk management experts to collect data and information for conducting

■ EU Member States
■ non-EU States



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risk assessments and for the National Focal Points who are responsible for reporting to the UN via the Sendai Framework Monitor. However, when the Focal Point's mandate for coordination is strengthened – it functions more effectively. It is evident that even experts have difficulty distinguishing between risk reduction and emergency preparedness – especially regarding the practical measures, and there is limited knowledge on effectiveness and impact of different prevention measures.

Since the Sendai Framework is a global framework it is not directly applicable and relevant for the Baltic

Sea Region in full – without adaptation to the regional context. Reporting to the UN is time-consuming and difficult, and it is hard to motivate that this task should be prioritised if it is not considered relevant. Collecting data for thorough risk assessments is challenging, and in order to integrate climate change into the assessments, the knowledge and capacity of those responsible need to be strengthened. Very rarely is international or regional cooperation used as a means to strengthen the national DRR capacities. All the countries in the Baltic Sea Region have various early warning systems in place, however, these systems have not been put through any hard tests.

Four recommendations are put forward, in this report, on how the capacities for the implementation of the Sendai Framework could be strengthened.

- 1. The political and public support need to be sufficiently strong to enable efficient implementation.** Incorporating climate change risks into the National Risk Assessments can become a tool to increase support.
- 2. The Sendai Framework needs to be tailored to the specific Baltic Sea Region context** – to make national Sendai-related DRR efforts more relevant.
- 3. The multi-level and cross-sectoral cooperation should be strengthened to enable a common approach.** Disaster Risk Reduction, Climate Change Adaptation and Sustainable Development activities need coherence – in strategic planning, as well as in preparing and conducting the National Risk Assessments.
- 4. The coordination mechanisms need to be strengthened to enable the effective planning of implementation, cooperation and to manage the complex flows of information.** In concrete terms this means providing the National Focal Point with a sufficient mandate to carry out these tasks.

INTRODUCTION

BACKGROUND AND CONTEXT

Climate change – one of the biggest risks for safety and well-being today

The risk landscape is changing, and risks related to climate change are rapidly increasing. The world is witnessing an escalation of extreme weather events both in terms of intensity and frequency. The phenomena we can observe today are no longer linear, this means that risks as we used to know them belong to the past. “Climate change can generate more powerful storms, exacerbate coastal flooding, and bring higher temperatures and longer droughts”¹. This is one of the biggest challenges in securing the safety and well-being of the inhabitants of the earth.

In the latest version of the Global Assessment Report on Disaster Risk Reduction it is stressed that “Climate change is a major driver of disaster losses and failed development” and that climate change amplifies risk. “Decades old projections about climate change have come true much sooner than expected.”² The Sendai Framework for Disaster Risk Reduction 2015 – 2030 was adopted by the United Nation’s World Conference for Disaster Risk Reduction in 2015. This demonstrated a willingness among the UN member states to put more focus on addressing the risks related to climate change. However, implementation has faced various types of challenges, and some of them will be highlighted and discussed in this report.

Extreme weather and natural disasters are among the most pressing risks globally

To reduce disaster risk, efforts focusing on Climate Change Adaptation (CCA) are necessary. The likelihood of extreme weather and natural disasters to occur is increasing. The Global Risks Report from 2019³ has listed the most pressing risks in terms of likelihood and impact. Extreme weather was listed as the most likely risk to occur, and in terms of impact, it came on third place. On second place in the listing for impact is the failure

of Climate Change Adaptation and mitigation. Natural disasters are listed as third in terms of likelihood and fifth in terms of impact. In the listing for impact, this should be compared to the other risks in the top five – weapons of mass destruction or a wide-spread water crisis. This is a big change compared to ten years ago, when neither extreme weather events nor natural disasters made the top five of the risks considering likelihood and impact. The Baltic Sea Region is projected to experience more heat waves, droughts, forest fires and flooding in the years to come.

This change in the risk landscape has not automatically created a change in the mind-set of the politicians and policy makers. One of the biggest challenges today is to fully communicate that these issues need to be prioritised, and to get all parties necessary for addressing the issues involved.

Collective action is needed – now!

The Special Representative of the Secretary-General for Disaster Risk Reduction, Mami Mizutori, writes in the foreword for the Global Assessment report on Disaster Risk Reduction: “Now is a time of heightened global urgency, and the need for ambitious collective action to reduce disaster risk, build resilience and achieve sustainable development has never been greater”⁴. In other words: we need to act now, and we need to act together. This report is created with the ambition to contribute to both these actions, with the specific focus on facilitating joint problem solving in the Baltic Sea Region.

Need for regional focus in the implementation

The European Roadmap for the Implementation of the Sendai Framework⁵ marks the effort to tailor the global UN framework to the European context. While this is an important step in the implementation in Europe overall, the differences within Europe are many. Some of the challenges are the same across Europe. However, many of them are specific to the sub-regions. This report is focusing on the Baltic Sea Region, and the specific challenges, risks and conditions that are relevant for the countries in the north of Europe.

¹United Nations Office for Disaster Risk Reduction (UNDRR), Global Assessment Report on Disaster Risk Reduction, 2019, p. x.

²United Nations Office for Disaster Risk Reduction (UNDRR), Global Assessment Report on Disaster Risk Reduction, 2019, p. x.

³World Economic Forum. The Global Risks Report 2019, 14th Edition, 2019, p. 8.

⁴United Nations Office for Disaster Risk Reduction (UNDRR), Global Assessment Report on Disaster Risk Reduction, 2019, p. iii.

⁵United Nations Office for Disaster Risk Reduction, Regional Office for Europe (UNDRR ROE). European Forum for Disaster Risk Reduction 2015-2020. Roadmap for the Implementation of the Sendai Framework, 2016.

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Focus on DRR strategies, international cooperation, risk assessments and warning systems

This report presents the outcome of discussions with the National Focal Points, or other national representatives, for the Sendai Framework for Disaster Risk Reduction, from the member states of the European Union Civil Protection Mechanism (UCPM) in the Baltic Sea Region: Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Norway, Poland and Sweden.

The main focus of the discussions has been the three “increase” targets of the seven global targets of the Sendai Framework, namely national and local Disaster Risk Reduction strategies (target E), international cooperation (target F) and risk assessments and warning systems (target G). The discussions have also covered the overall work with Disaster Risk Reduction in the specific country: how it is structured, which stakeholders that are involved, legislation and political support, mandates to work with coordination, support and resources, and specific challenges connected to these different parts of the work, as well as potential solutions to overcome some of the obstacles.

OBJECTIVES

Initiating a regional discussion on DRR with the Baltic Sea Region states

The aim of this report is to present the current state of play of the implementation of the Sendai Framework in the Baltic Sea Region. The objective is to pave the way for discussions on how the work can be improved, and how cooperation and exchange between the countries could contribute to strengthening the implementation efforts. The discussions have focused on identifying trends across the region in terms of challenges and needs. Additionally, focus has also been on identifying examples of good practices to be highlighted in the continued discussions.

The aim of this report is to contribute to initiating a regional discussion on Disaster Risk Reduction engaging the Baltic Sea Region states. At the global and the European levels, a lot of focus is on issues important for other parts of the world, and in the European context there has been a lot of focus on the south of Europe. This report aims to be a stepping stone to tailor the Sendai Framework to the context of the Baltic Sea Region, and to make it more relevant for the specific conditions in the region.

METHOD AND PARTICIPANTS

Discussions with national level representatives working with DRR issues

The participants in the discussions, through which the information for this report has been collected, were the official National Focal Points for the Sendai Framework or other representatives from the national level working with DRR issues. Please see appendix 1 for the full list of the organisations participating in the discussions. The phrase “the participants in the discussions” will be used in this report to refer to all the country representatives.

A questionnaire was elaborated and sent to all the participants prior to the discussions. The questionnaire was developed by the CBSS Secretariat’s Civil Security team through consultations with the other CASCADE project partners, as well as with representatives from the UN Office for Disaster Risk Reduction (UNDRR) in Europe. Please see appendix 2 for the questionnaire. The discussions were conducted in a semi-structured manner where the questionnaire functioned as the starting point for the dialogue.

Analysis focusing on identifying trends across the region and best practices

The analysis of the material collected in the discussions has been conducted in a qualitative manner in two different parts. The first part has been through structured focused comparison, where a set of questions (12) have been asked to the material, to enable getting an overview and making the comparison easier. These questions focus on some of the most relevant issues regarding the work with implementing the Sendai Framework. Please see appendix 3 for the questions used for this part of the analysis. The outcome of this analysis and comparison can be found in section 4 in this report. Common challenges in the work with the Sendai Framework deserve additional attention and they are described in section 5, where the challenges that several countries have in common are emphasised. The second part of the analysis has focused on identifying good practices to highlight and these can be found in section 6 in this report.

Based on the two parts of the analysis, and what the participants working with the national Sendai Framework implementation have expressed directly, a number of conclusions have been made, as well as recommendations for how the work could be improved in the Baltic Sea Region. These conclusions and recommendations can be found in the next section.

SCOPE OF THE REPORT

Information for the analysis only from discussions with the National Focal Points

There are many relevant aspects of Disaster Risk Reduction that need to be further discussed and elaborated, however, this report will not address all those aspects. The focus of the report is, as abovementioned, on the issues addressed by the national representatives working with DRR issues in the discussions where the material for this report was collected. This means that the discussions are the primary source for information, not any other reports, statistics or reporting that the target countries have submitted to the UN, although the latter might be referred to when it has been brought up in the discussions. Reports produced by other organisations, such as the UNDRR, are referenced here to provide context and to nuance the analysis, albeit other reports are not used as data for the analysis. This report will not provide an overview of data or reporting, rather it serves to present reflections from those responsible for collecting data and reporting.

Good practices as inspirational – not always universal and replicable

In this report good practices from the target countries are highlighted, however, why certain measures have worked particularly well in certain contexts is not explained. All the countries in the Baltic Sea Region are different in terms of social, economic, cultural, historical and geographical aspects. Therefore, the examples of good practices should not be understood as universal and replicable. However, the aim is that the examples will pave way for further discussions on how some of the challenges with implementing the Sendai Framework can be addressed.

Focus on institutional practices and governance – not on financial solutions

The UNDRR has recently put more focus on discussing financial solutions for Climate Change Adaptation and Disaster Risk Reduction, as well as the importance of sustainable investments and financial flows. A report has been published on these specific issues⁶, and these are important; however, they will not be the focus of this report. This report focuses on institutional practices and governance of the implementation of the Sendai Framework, as well as on specific practices in the target countries. For those interested specifically in the financial solutions, the UNDRR report referenced here is recommended as further reading.

⁶United Nations Office for Disaster Risk Reduction (UNDRR). Opportunities to integrate disaster reduction risk and climate resilience into sustainable finance, 2019.

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

Eleven main conclusions have been drawn from the discussions with the national representatives responsible for the work with the Sendai Framework for Disaster Risk Reduction in the Baltic Sea Region.

1. Disaster Risk Reduction is not always a top political priority in the Baltic Sea Region – even though climate change issues are at the top of the agenda in some of the countries. All countries in the region have committed to implementing the Sendai Framework, however, the relevance of actively working with DRR issues has not been anchored in each national policy context. To enable effective work with Sustainable Development and Climate Change Adaptation – Disaster Risk Reduction must be prioritised as well.

2. Making DRR a political priority or not determines how well-organised the work with the implementation of the Sendai Framework is. Well-organised in this context means whether there is a National Platform that facilitates cooperation between various stakeholders, how the role and the mandate of the National Focal Point is formulated and whether the Focal Point functions as a real coordinator or plays only a symbolic role. This also relates to whether DRR issues are addressed in a cross-sectoral manner to ensure coherence with other agendas and policies focusing on Climate Change Adaptation and Sustainable Development. The conclusion is: **there is a general lack of political support to actively work with DRR which creates a vicious cycle, where the National Focal Point does not have enough mandate to coordinate the work effectively**, the National Platform is not well-organised, and the responsibilities for different strategies are divided in sectors and function in silos.

3. When the National Focal Point has a clearly defined mandate containing executive powers to fully coordinate the work with the Sendai Framework implementation – data collection and reporting as well as cooperation among stakeholders works better. Effective coordination mechanisms are needed to facilitate the coordination between stakeholders, policies and implementation.

4. The Sendai Framework is a global framework where not all parts are relevant for the countries in the Baltic Sea Region. While the general objectives are relevant for the region, the more specific objectives for monitoring and the whole 'build back better' aim is not applicable to a region where very few disasters takes place.

5. All countries recognise the need to work more actively with climate change risks in their National Risk Assessments, however, those responsible for the assessments do not have sufficient knowledge on how to integrate climate change into the relevant methodologies. Climate change is a phenomenon that cannot be assessed in a linear or predictable manner, therefore, specific skills are needed to enable relevant assessments of those risks.

6. Difficult to distinguish between risk reduction and emergency preparedness. The focus shift from preparedness to prevention is difficult in relation to the practical work. A reason for this might be the lack of proven effective prevention measures. The consequence is that a lot of the work reported as DRR is the emergency preparedness efforts. This means that no real change has taken place in terms of focusing on reducing risks, rather than just preparing for emergencies.

7. Very limited awareness of the impact of prevention measures used, such as information campaigns. Several countries have disseminated risk information to the public, however, there is no knowledge whether these efforts have had any impact or change in behaviour. Neither is there any knowledge on whether targeted information would be needed to specific vulnerable groups.

8. Reporting to the UN Sendai Framework Monitor is time-consuming and difficult. It takes a lot of time to do the reporting in a correct way and a lot of the data requested is not routinely collected in the countries. This means that it is difficult to complete the reporting. Some of the concepts used for reporting, such as the core concept 'disaster', do not have a clear definition that would be relevant for the countries in the Baltic Sea Region to use in their monitoring and reporting.

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9. National Risk Assessments are conducted in all the BSR countries, however, collecting all necessary information for conducting a thorough assessment is difficult. The risk assessments are the basis for planning how resources should be prioritised and how prevention and preparedness will be organised, but the outcome of the assessments will only be as good as the quality of the input data.

10. International or regional cooperation is not commonly used to strengthen the national DRR capacities. While there are many examples of cooperation on preparedness and response, such as joint exercises, there is a clear need for more international cooperation for prevention.

11. All the countries in the Baltic Sea Region have various early warning systems in place, however, these systems have not been put to any hard tests. This means that it is difficult to know how effective they would be in making people receiving the warnings to act in the desired manner in case of a serious emergency or disaster.

RECOMMENDATIONS

Four recommendations are put forward below for how the Disaster Risk Reduction capacities could be strengthened in the Baltic Sea Region countries.

RECOMMENDATION 1:

Strengthening political and public support is key for efficient implementation of the Sendai Framework for Disaster Risk Reduction – improving the quality of the National Risk Assessments paves the way for more solid decision-making.

A) Mainstreaming DRR in public policies

Political support sets the stage for all the DRR work, since it determines resources available, how prioritized the issues should be with those ministries and authorities that are involved in the work and the strength of the mandate the coordination mechanism – the National Focal Point – will have. DRR should be prioritized in public policies, and prevention should be brought to the core of the government and public administration activities. To achieve this, **decision-makers should be made aware of the fact that inaction is also an action with consequences.**

B) Match risk assessment methodologies with current challenges

The time-horizons for assessments of risks must be redefined, and those risks that have high probability and high impact for the future must be considered in need of treatment. To this end, **the models, methodologies and data used for conducting the National Risk Assessments must be improved and strengthened, to enable better integration of climate change risks.**

The higher the quality of the risk assessments – the more solid decision-making in risk treatment. Therefore, the risk assessments need to be conducted in teams where experts on climate change issues are included together with those who have the knowledge in the methodologies themselves. With this follows the need to collect new reliable data to properly assess the risks. New data can also open possibilities for more sophisticated assessments – looking into how risks intersect with each other as well as cascading effects.

C) Increase the awareness among politicians

The change in mind-sets of the politicians will not happen automatically since uncertainty is prevalent and prevention measures are costly at the same time as there is not enough evidence pointing at the most effective methods. **Multilateral action is needed to raise the awareness of the importance of DRR.** The cross-sectoral and integrated risk assessments can be one tool, but this will not suffice – additional awareness raising efforts are needed to successfully bring about the change. The awareness of the consequences of inaction – for the society, the safety and well-being of the population, and the economy – must be raised.

D) Include DRR issues in education

To enable a change in the mind-sets of those on the political level, it is equally important to achieve a change in how relevant the public considers the prioritization of these issues. **Attention and support for DRR actions are needed from various sectors of the Civil Society, along with the integration of DRR issues in education.** Popularization of results of different academic studies is a way to raise the awareness, knowledge and understanding for the phenomenon, and how important it is to actively prioritize the work with these issues.

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RECOMMENDATION 2:

The relevance of working with the Sendai Framework in the Baltic Sea Region can be raised through tailoring the framework to the regional context.

The Sendai Framework is a global policy framework, which means the objectives and targets are formulated in a general way, and often based on the needs of those countries that will face the most urgent consequences of climate change and the highest prevalence of disasters. However, this does not mean the framework's general objectives and the need to focus on risk reduction are not relevant for the countries in the Baltic Sea Region. **By tailoring the framework to the specific regional conditions, and to formulate targets and indicators that are relevant for the countries in the Baltic Sea Region, the relevance of actively working with the implementation of the framework will be easier to see.**

The tailoring would make the communication of the relevance of the work with the Sendai Framework to various groups of stakeholders easier. **To enable the monitoring of progress in the Baltic Sea Region context would create greater incentives for stakeholders to actively work with the issues.** This means moving away from the symbolic measurement of 'disaster losses' to focusing on issues that would make sense for the countries in this region to measure.

RECOMMENDATION 3:

Multi-level and cross-sectoral cooperation should be strengthened to enable a common approach. Disaster Risk Reduction, Climate Change Adaptation and Sustainable Development activities need coherence – in strategic planning, as well as in preparing and conducting the National Risk Assessments.

Disaster Risk Reduction and Climate Change Adaptation need to be addressed through a multi-level, cross-sectoral and integrated approach to enable real prevention and preparedness for current and future climate change risks. The efforts should be coherent to achieve the greatest impact and coherence in the implementation efforts can only be achieved if there is policy coherence. This means that there **must be coherence between the Sendai Framework, the 2030 Agenda, the Paris Agreement as well as the New Urban Agenda – and holistic and integrated strategies are key.**

Part of this work is to strengthen the ties between the ministries and authorities working with the different policies, such as climate change and civil protection, but the other part is to strengthen the cooperation between the different levels of governance. **To deliver specific results and effective implementation of DRR and CCA strategies, good cooperation between sectors and levels is pivotal.** There needs to be coherence between the strategies and plans at the different levels – the local plans should be developed in accordance with directives and instructions presented by the national plans. This will foster coherence and more efficient communication between the levels. **The cooperation between sectors and levels in preparing and conducting the National Risk Assessments is necessary to achieve the most reliable and relevant results.** Climate change experts need to be involved in preparing the assessment, as well as providing insights for the collection of data and input from the local level.

RECOMMENDATION 4:

Strong coordination mechanisms are needed to enable effective planning of implementation, cooperation and to manage the complex flows of information. This can be done by providing the National Focal Point with a sufficient mandate.

A strong coordination mechanism is needed to get an overview of information, understand and use the guidance from UNDRR, keep track of ongoing DRR activities as well as the roles of relevant actors and resources located in different sectors and levels. The mechanism is also needed to coordinate the cooperation between stakeholders, and to connect with those stakeholders that need to be involved in the work. Furthermore, the coordination mechanism is needed to ensure coherence between policies, agendas and implementation measures.

The quality of the planning and coordination activities in DRR and CCA at the national level is crucial for the coherence of the entire prevention and preparedness system. The National Focal Point is the function that can take on this role; however, it is important that a sufficient mandate to coordinate is provided for that function. It is relevant to consider where in the national structure the position of the National Focal Point is located, since it needs to be in a position with enough executive abilities to be able to play a key role in implementing DRR and CCA strategies.

ANALYSIS AND COMPARISON

HOW IMPLEMENTATION OF THE SENDAI FRAMEWORK IS ORGANISED ACROSS THE BALTIC SEA REGION

Complex processes with stakeholders at different levels

The Sendai Framework is a global UN framework, however, the primary responsibility for implementation lies with the Member States⁷. It is important to recognize that the national frameworks and policies focused on Disaster Risk Reduction, action on climate change and sustainable development set the stage for both the strategic and the practical work. The policies can facilitate the inclusion of relevant stakeholders⁸.

There are two main components in the national organisation of the work with implementation of the Sendai Framework: The National Focal Point and the National Platform. These are two functions aiming to overcome some of the coordination obstacles involved in the work. The UNDRR highlights that: “Disaster Risk Reduction (DRR) involves complex processes with different stakeholders at all administrative levels” and they stress the need to ensure “stakeholders’ interoperability through an efficient exchange of data”.⁹ The National Focal Point and the National Platform can function as the coordination and cooperation mechanisms needed to facilitate the national implementation, and to make it coherent.

Setting the stage for implementation: are Climate Change Adaptation and Disaster Risk Reduction political priorities?

In all the countries in the Baltic Sea Region, the discussions on how to work with the Sendai Framework are ongoing – in different pace and resulting conclusions. One of the discussion participants stressed that “*It is a political decision whether it should be a priority or not, and so far, there has not been a decision to prioritise the work with Sendai Framework implementation*”. The support, or lack of it, from policymakers and politicians

for the work with DRR was highlighted by several of the participants as a key issue, along with the willingness, or lack of it, to invest in prevention.

Another participant expressed that: “*The biggest challenge is to advise the politicians that even though nothing large has happened yet because of climate change, this doesn’t mean that the situation cannot change – we need to prepare today and not in 30 years’ time*”. The previous absence of disasters related to climate change can be an obstacle to prioritize investments in prevention. However, in some of the countries Climate Change Adaptation is a priority. It is difficult to allocate resources when the need has not been recognised yet, and prioritisation of CCA and DRR is toothless without allocation of resources to support implementation. Furthermore, the resources determine how well structured the work is, in terms of coordination and stakeholders involved.

Interdependency between National Focal Points and National Platforms

All but one country that participated in the discussions have an official National Focal Point for the Sendai Framework appointed. Some of the countries have a department appointed as the Focal Point, while others have a specific person responsible. The roles of the Focal Points vary across the countries. All those who participated in the discussions are also those responsible for reporting to the UN on the implementation of the Sendai Framework in their country. This means that many of the challenges regard reporting on the progress made to achieve the global targets. More detail is described in section 5.

In general, the countries can be divided into two groups when it comes to how the work is structured, and how

⁷United Nations Office for Disaster Risk Reduction (UNDRR), Global Assessment Report on Disaster Risk Reduction, 2019, p. viii – ix

⁸Ibid.

⁹United Nations Office for Disaster Risk Reduction (UNDRR), European Science and Technology Advisory Group. Socioeconomic and Data challenges Disaster Risk Reduction in Europe, 2019, p. 4.

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the National Focal Point is working. The first group (5 countries) consists of those who have a National Platform for the work with the Sendai Framework, where the Focal Points have the responsibility to coordinate and facilitate the work of the Platform. The second group (4 countries) consists of countries that do not have a National Platform, where the role of the Focal Points is less clear, and they have less mandate for coordinating the work, both in terms of implementation and collection of information and data for reporting. One Focal Point from a country that does not have a National Platform expressed that: *“There isn’t one authority that has an overview, the work is very sector based – without one authority driving the process some issues fall between the cracks”*.

Stakeholder involvement in the National Platform – a challenge indicating maturity

In those countries where there is a National Platform, there are differences in how developed the Platforms are in terms of how cooperation and coordination are structured regarding stakeholder involvement and the focus of the work. In general, those countries that have

National Platforms in place stressed that it is challenging to involve all relevant stakeholders in the work. This could be recognised as a certain level of maturity of the work, since it was not emphasised as much by those who did not have a Platform.

The National Focal Point’s mandate to coordinate – a success factor

The discussions have shown that a determining factor for whether the work with the Sendai Framework is well structured and organised between relevant stakeholders is that the National Focal Point has a sufficiently strong mandate for the coordination. This means that the Focal Point is officially appointed by the political level, the tasks are clearly described, and this information has reached all stakeholders involved in the work. In all countries, there are several ministries, authorities, organisations from different levels, as well as the private sector, involved in the work with Disaster Risk Reduction. The vast number of stakeholders requires having broad overview and a good coordination mechanism to make the work coherent, efficient and impactful.

STRATEGIES ON DISASTER RISK REDUCTION: SINGLE POLICY DOCUMENT OR MAINSTREAMING DRR ACROSS PUBLIC/GOVERNMENTAL POLICIES

Each country has their own way of strategically approaching DRR

In the Global Assessment Report on Disaster Risk Reduction the value of taking on a strategic and holistic approach to the policy frameworks that are closely connected with each other is highlighted: “Coherent and integrated national and local plans are the means by which Member States can best implement the combined commitments made under the Sendai Framework, 2030 Agenda, Paris Agreement, AAAA and NUA, as well as other agreements related to particular regions, sectors or themes. The multidimensional nature of these commitments, and more importantly the underlying risks they address, require systems-based approaches to assess needs and make national and local decisions about the most effective use of available resources”.¹⁰

The Baltic Sea Region countries are approaching the strategic work with Disaster Risk Reduction in various

ways. Target E in the Sendai Framework aims to increase the number of national and local strategies for Disaster Risk Reduction. However, it is not specified what a Disaster Risk Reduction Strategy is or what it should be. This means that the countries have interpreted this target in different ways, as well as whether they have considered themselves having such strategies in place or not. On the other hand, this should be interpreted by the countries themselves, they know best how to integrate, align or create policies tailored to their national context. UNDRR described the countries’ efforts with the strategic development of DRR policies in the following way: “In seeking achievement of Target E, and the establishment or realignment of national and local DRR strategies consistent with the Sendai Framework, countries employ a variety of approaches. These include: stand-alone plans and strategies, full integration within sustainable development plans, integrated DRR and CCA strategies, and urban DRR strategies or DRR strategies in complex contexts”.¹¹

¹⁰United Nations Office for Disaster Risk Reduction (UNDRR), Global Assessment Report on Disaster Risk Reduction, 2019, p. ix

¹¹Ibid.

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No development process in place, mainstreaming into other policy frameworks or creating a new strategy

Four of the BSR countries declared that they have not started the work with developing a national DRR strategy, and that they do not have any plans to develop a new strategy either. The reasons expressed are that other legal frameworks exist that are broader and function as umbrellas where the Sendai Framework can be included, or that DRR issues are mentioned in other strategies, such as the National Strategy for Climate Change Adaptation.

The discussions with the National Focal Points have shown that the existence of a national DRR strategy is a matter of interpretation. For example, Estonia has reported to the UNDRR that they have reached the Sendai Framework target E on national and local strategies. However, this has been achieved through the mainstreaming of DRR issues in other strategies, such as the internal security strategy, the strategy for Sustainable Development Goals and the Climate Change Adaptation Strategy. Norway has a similar situation, where a Government White Paper functions as the national strategy, where one part focuses on “Risks in a Safe Society”, which includes three chapters on the Sendai Framework implementation.

Two countries stated that they have started the process of developing the national DRR strategy. Germany is developing a “National Resilience Strategy” through several rounds of broad consultations with stakeholders on the national, regional and local levels. The National Focal Point is responsible for preparing the drafts and coordinating the process. They plan to have the strategy finished before the end of 2020. Sweden has also started the work and the strategy is planned to be finalized in October 2020.

The national need determines how prioritised the strategic work is

Whether there is a need in the country to develop a national strategy for DRR is a determining factor for the work. One of the participants expressed that “at first there was a general thought that we already had national strategies and that they would be enough, but we realised that none of them mentioned the Sendai Framework – to admit that there is a need for a strategy is really the first challenge”. The need is connected to relevance. If the work is considered relevant, the need for a strategic approach is more likely to be accepted. Another participant expressed that: **“Many aspects of the Sendai Framework are relevant for our national system, but the framework was primarily intended for developing countries”**. This means that the framework might not be fully relevant without being adapted to the

national context; to make the Sendai Framework truly relevant for each country, it needs to be tailored for the specific context of each country. In another discussion a participant said: *“We are focusing on adapting the Sendai Framework to our national context in the work with developing the national strategy – if we take fatalities as an example: if monitoring is done over the next ten years and the change is two, three or four people per year – this is of course a tragedy on the individual level, but it does not say anything about how risk management is being developed.”* This illustrates how working on adapting the framework can make it more relevant. For many countries it is highly relevant to measure the number of fatalities to enable tracking progress, however, in the Baltic Sea Region the number of deaths caused by disasters is low, meaning that tracking resilience requires other measurements. Measuring other types of effects, like number of affected people, economic losses or breaks in services, might be more relevant.

Communicating the need and relevance of a strategic approach is challenging

Several of the National Focal Points are facing challenges to explain and highlight the relevance of working strategically with the Sendai Framework, and to develop strategies for this, because of the absence of “disasters” in their country (whether there are disasters or not is also an issue related to definitions, you can read more about this in section 5 on challenges). One of the participants stressed that: **“A major challenge is to get a higher profile for the Sendai Framework – since there aren’t many catastrophes some authorities believe that the regular daily work is enough and that we don’t need to do anything more”**. In line with this, another participant expressed that: **“Extreme weather conditions will worsen and will lead to more losses in the future – we might know this, but it is difficult to concretize and communicate”**. While the responsible authorities might see the relevance and the need, this does not mean that the issues become prioritised by the political and policy level, or the other ministries and authorities, that are needed on board as well.

The need depends on whether DRR and CCA is politically prioritized. Investing in prevention where consequences of not doing so have not yet been visible can be difficult to motivate, which means that more resources are put towards working on preparedness. Most countries highlighted that in the National Risk Assessment there is a greater emphasis now than before on long-term security risks connected to climate change, and on scenarios connected to climate change. However, the political support, the recognised relevance and the identified need must exist before the strategic work can become fruitful.

MULTI-LEVEL GOVERNANCE AND DISASTER RISK REDUCTION – PRACTICAL MEASURES TO REDUCE AND MANAGE RISKS

The responsibility for the practical DRR work lies mostly with the regional and local authorities

The responsibilities for Disaster Risk Reduction lie with authorities on different levels of government. On the national level, there is the responsibility for development and adaptation of policies, while much on the work with prevention, preparedness, response and recovery lies with the regional or local authorities. Many municipalities conduct risk assessments and make plans accordingly. However, some of the participants have said that these plans can be considered Disaster Risk Reduction strategies. Whether this is the case, or whether those plans are only for preparedness, is difficult to determine without investigating more in depth, which has not been possible to do in the preparation work for this report. The difference between a plan and a strategy might lie only in semantics, however, the important aspect is whether those plans include more long-term strategic actions and consider alternative options or changes needed to prevent potential incidents or disasters.

Difficult to distinguish between risk reduction measures and emergency preparedness

A general tendency in the discussions is that it is difficult to distinguish between risk reduction measures and emergency preparedness and determine what aspects of the more practical work is prevention and risk reduction, and what is preparedness. According to common definitions, Disaster Risk Reduction is mainly concerned with enhancing resistance and the overall resilience of the systems, as well as preparedness before an event occurs. Emergency management on the other hand is relief in a situation as well as reconstruction.¹² In many of the conversations prevention and preparedness have been used interchangeably. Good preparedness can prevent a disaster and limit the consequences of an incident; however, prevention can go further and prevent the incident itself from taking place. This second type of prevention has not really been emphasised in the discussions.

Moving forward from the Hyogo Framework for Action 2005 – 2015 to the Sendai Framework for Disaster Risk Reduction 2015 – 2030, the aim was to shift from managing disasters to reducing and managing the risks

themselves, and with this more focus would be put on prevention. Even though this is the aim with the new paradigm, it seems realising this shift in more concrete ways – politically, strategically and practically – is difficult. One of the participants highlighted that: “The change to prevention-style thinking is slow – many people working in civil protection continue to focus on response rather than prevention”. The reason why it is difficult to change the mind-set might lie in the fact that it is more difficult to know which prevention measures would really be the most efficient. Another participant expressed that: “It is hard to know exactly which of the prevention and mitigation measures in the Sendai Framework will give the results needed to reach the global targets”. The challenge with investing in the practical prevention measures and Disaster Risk Reduction, that has been highlighted in several discussions, is that it is difficult to know how effective certain measures are.

Although there were difficulties in distinguishing between prevention and preparedness – or at least between prevention occurring prior to an incident aiming to prevent the incident itself, and prevention occurring during an incident reducing the risks of escalation – some interesting examples of practical Disaster Risk Reduction measures were highlighted where the aim was to prevent an incident in the first place. Below are a few practical examples aiming to increase resilience in Norway, Germany, Sweden, Estonia and Poland.

Green roofs and a guideline for sharing information

In Norway, the example of “green roofs” was highlighted, where vegetation, plants and grass are planted on the roofs, above a waterproof membrane. The purpose of the “green roofs” is to prevent urban flooding through absorbing the water before it accumulates on the streets.

In Germany, the prevention of escalation during an incident has been addressed through the development of a guideline for risk management stakeholders including critical infrastructure operators for how to share information. The sharing of information then reveals gaps in case of an incident, allowing for alternative plans to be made.

¹²United Nations Office for Disaster Risk Reduction (UNDRR), European Science & Technology Advisory Group. Socioeconomic and Data challenges Disaster Risk Reduction in Europe, 2019, p. 20

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Awareness campaigns increasing the inhabitants' resilience and reaching out with information to the public

In Sweden and Estonia, awareness raising campaigns have been used to increase the resilience of the population. In Sweden, the "Crisis awareness week" is an annual campaign that seeks to increase the preparedness of citizens to be able to meet basic needs when important functions in society do not work as usual. This campaign has an all risk perspective. In Estonia, there has been a campaign on how people should act in a potential crisis and information has been sent to every Estonian via email, along with a campaign on social media.

In Poland, there is a new mobile warning system that enables sending out warnings to all people in a specific geographical area. Many of the countries have such mobile systems, however, what makes it interesting in Poland is that after they started sending out the messages with warnings, people learned about their organisation and the traffic to their website increased. This means that the possibility to reach out with more specific prevention information to a larger share of the population has increased.

RISK ASSESSMENTS AND CLIMATE CHANGE RISKS

All Baltic Sea Region countries have conducted National Risk Assessments

In the Baltic Sea Region, all the countries have conducted National Risk Assessments. In most of the countries several versions and updates have been launched as well. In 2013, the EU called participating states in the European Union Civil Protection Mechanism to develop risk assessments no later than December 2015 and update them every three years afterwards. Those risk assessments should also be made available to the European Commission. All the countries participating in the discussions have done this. Some of the countries had the first version of their National Risk Assessment completed already in 2013 or earlier (Denmark, Estonia, Germany, Lithuania and Poland).

Risks related to climate change are receiving more attention

There are methods in place in all the countries for how the National Risk Assessment should be conducted,

however, what has changed over time is how risks specifically related to climate change are treated. This means that a more long-term perspective has become more common in the risk assessments, that could allow more focus on prevention for long-term incidents and disasters. One participant expressed that: *"Climate change is included and addressed in the long-term strategies but not in the emergency risk assessment"*.

Five of the nine countries stated that they address climate change risks specifically in their risk assessments, either in their chapters on risks (Denmark), general scenarios (Germany), or in a part dealing with long-term risks specifically (Estonia). In Norway they have used the worst-case scenarios from the IPCC to assess risks related to climate change. In Lithuania, the Ministry of Environment has become increasingly involved in the work with the National Risk Assessment. Discussions are ongoing in most of the other countries on how climate change risks can be included more, and how risks related to slow-onset disasters can be addressed to a greater extent. However, there are challenges involved in including new types of risks, as one participant explained: *"There is a tendency to stick to the known risks that are related to cases we have already seen – we are starting to look more at climate change risks, but the time horizons are a bit challenging, that it is risks developing slowly over time, which is something we are not as used to assessing"*.

Necessary to include climate change risks and scenarios in the risk assessments

The challenge of including new types of risks in general, and climate change risks in particular, in the national risk assessments is twofold. First, it means that a different perspective on time-horizons must be applied, meaning that some of the previous methodologies for conducting the risk assessment might not suffice. Second, the inclusion of new types of risks also means the inclusion of new experts that know the nature of the phenomenon at core of the 'new' risk. Several of the discussion participants highlighted that collecting information from several sources requires a lot of heavy coordination from the Focal Point's side, and one participant explained that: *"Different ministries and authorities are responsible for different risks – it can be challenging to collect the information from everyone"*.

The UNDRR stresses the importance to actively work with climate change scenarios in the risk assessments that underpin the plans for DRR at the local, national as well as regional levels.¹³ This is necessary to enable

¹³United Nations Office for Disaster Risk Reduction (UNDRR), Global Assessment Report on Disaster Risk Reduction, 2019, p. x

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climate change mitigation, adaptation and vulnerability reduction. However, there are not that many DRR plans that take climate change into account. Furthermore, the UNDRR calls for “a more integrated approach”, which is “required to adapt to and reduce risk from climate change, as well as from shorter-term risks from natural and man-made hazards, and related biological, technological and environmental hazards and risks”.¹⁴ The burden on those responsible for the coordination of all these tasks is not in any way easy. However, thorough risk assessments are important building blocks in creating more resilient societies.

DISSEMINATION OF RISK INFORMATION

Six out of nine countries share their National Risk Assessment with the public

Risk information to the public can be an important tool to build a more resilience society, and the most up-to-date and reliable information on risks comes from the National Risk Assessment (NRA) conducted by the competent authorities. The NRAs are fully available to the public in six out of nine countries on the respective responsible organisation’s website.

In Poland, they have, in addition to making the Risk Assessment publicly available, prepared and published easily digestible information such as infographics. Estonia and Sweden have not shared their full NRAs because they have the combined National Risk and Capability Assessment (NRCA) and it is considered too sensitive to publicly share information on capability, and more specifically on capability gaps. However, both Estonia and Sweden share parts of their assessments with the public. In Estonia, the six sectoral NRCAs are not public, although the compiled NRA is available, which is also the version that is shared with the European Commission. In Sweden, there is a public part of the NRCA that is available. Latvia reports that they have shared their NRA with the public, however, information on specific capacity and capability gaps is not public. Additionally, information regarding the assessed risks is made available to the public on the various state institutions’ websites.

Difficult to evaluate the effectiveness of information campaigns as a tool to increase the public awareness of risks

Some of the countries have launched information campaigns as a tool to increase the public awareness of risks, through sending brochures to households or through email, or launching campaigns on social media. However, it has been difficult to evaluate the impact on risk awareness or behaviour change.

No information campaigns targeting specific vulnerable groups

None of the participants in the discussions mentioned risk information activities aimed at any specific target group.¹⁵ If more disaggregated data would be collected, it would be possible to determine which groups are the most vulnerable, which could be used in targeted information campaigns. However, there is a balance that needs to be considered in terms of privacy, the groups identified for the data collection must be large enough to not enable identification of individuals. The decision of focusing on certain types of groups should also be clearly grounded and motivated, and not driven by arbitrary judgements, values or prejudice.

EARLY WARNING SYSTEMS

All countries have early warning systems in place

All countries in the region have early warning systems in place. All the countries use conventional media (TV and radio) for launching warnings. Almost all the countries have warning sirens as well, although the sirens are used differently depending on the country. In Norway, the sirens would only be used for the most serious and extreme cases such as war or big disasters, while in Sweden they are used for incidents with less severe consequences, that pose a danger to the public, such as a leak of a dangerous substance.

Almost all the countries disseminating warnings through mobile phones, although there is a difference in the systems used. Some of the countries use a system where text messages are sent indiscriminately to all mobile phones in the specific risk area while others use a system where an application must be downloaded to

¹⁴United Nations Office for Disaster Risk Reduction (UNDRR), Global Assessment Report on Disaster Risk Reduction, 2019, p. xi

¹⁵Some countries in the Baltic Sea Region have made risk information material available in different languages.

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the phone to receive the warnings. Denmark, Estonia, Norway and Sweden also reported that they use social media or other internet channels such as websites and email to disseminate warnings.

Important to assess how large a share of the population the warnings and information reach

To assess how large a share of the population that would receive warnings and information in the case of an emergency is an important part of the planning of the systems. In the Sendai Framework Monitoring Snapshot for Europe and Central Asia it is emphasised that only two countries reported that they have “full coverage of their at-risk population protected through pre-emptive evacuation (based on data from 15 countries)”.¹⁶

INTERNATIONAL AND REGIONAL COOPERATION

Regional cooperation – a potential tool to strengthen the national capacities for Sendai Framework implementation in the region

In the discussions the issue of international cooperation was approached in various ways, some of the countries highlighted that they provide support to countries to work with Disaster Risk Reduction issues, either in terms of knowledge and capacity building or financial contributions, while most of the participants mainly emphasised the cooperation within the EU. However, none of the participants really addressed international cooperation as a means to develop their own capacities for national implementation of the Sendai Framework.

The UNDRR highlights the role that regional cooperation mechanisms can play for knowledge-sharing and capacity building, especially for those countries that share similar risk profiles and regional concerns. Furthermore, they also stress that regional cooperation must be more actively promoted to strengthen the national capacities for the implementation of the Sendai Framework.¹⁷ Cooperation in the EU is important, however, regarding some issues it might be more relevant to cooperate regionally with countries sharing similar challenges. One of the participants expressed that: *“The events that happen in other parts of Europe are very different than those happening here – we share*

the priorities of the EU level, but on a very different scale”. Regional cooperation can allow for more focus on the challenges specific for the region and addressing issues at the appropriate scale.

One the global level, and to a certain extent in the European Forum for DRR as well, some of the issues discussed are not relevant to the countries in the Baltic Sea Region. This was highlighted by one of the participants: *“The whole idea of ‘building back better’ is simply not relevant for us – we never have anything to build back after”.* Another participant emphasised that: *“This country is a safe place to live in and we don’t really have any disasters”.*

Cooperation mainly on preparedness and response capacities today – not on DRR

Much of the ongoing cooperation, both within the EU and with other countries, focuses on preparedness and response capacities. One participant highlighted that: *“EU funds are mainly used for improving the operational capacities – we have applied for funding for exercises several times”.* Thus, the cooperation has not been geared towards strengthening the work with risk reduction and prevention. Some of the participants in the discussions stressed that it is difficult to focus on prevention since the EU and DG ECHO still focus a lot on emergency preparedness and joint exercises, and that funding is set aside for this, while prevention is not as clearly prioritised.

An explanation why focus continues to lie on emergency preparedness issues rather than prevention might be that there is already knowledge on how to organise such cooperation initiatives. There is experience on how to jointly plan and organise exercises, while there is not as much experience in how to jointly solve challenges related to Disaster Risk Reduction. This experience will, hopefully, be developed over time, however, it must be clearly prioritised by the EU and the Commission.

Regional cooperation to develop methodologies for National Risk Assessments

In those cases where specific needs have been addressed through international cooperation initiatives in the Baltic Sea Region, it has been an efficient and useful tool to overcome some challenges. Two examples are the projects “14.3”,¹⁸ where scenarios for national risk assessments relevant for the countries in the BSR were elaborated, and “From Gaps to Caps”¹⁹ where a

¹⁶United Nations Office for Disaster Risk Reduction (UNDRR), Sendai Framework Monitoring Snapshot Europe & Central Asia, 2019.

¹⁷United Nations Office for Disaster Risk Reduction (UNDRR), Global Assessment Report on Disaster Risk Reduction, 2019, p. xi

¹⁸ The project named “14.3” ran between 2012 – 2013, more information on 14point3.eu

¹⁹The project named “From Gaps to Caps” ran between 2015 – 2017, more information on gapstocaps.eu

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methodology for capability assessments was developed. The Nordic countries also highlighted that they have previously discussed developing a common Nordic Risk Assessment, although it was decided that it was not necessary and continued sharing of the National

Risk Assessments would suffice. However, addressing transnational risks to a greater extent, and exploring interconnections in the region, might be relevant avenues to discuss further in the future among the BSR countries.

COMMON CHALLENGES

COLLECTION OF DATA, RELEVANCE OF MONITORING AND DEFINITIONS

The UN reporting requirements are challenging to live up to

All participants in the discussions mentioned that they find it challenging to collect data and statistics needed for reporting to the UN, as well as for conducting the National Risk Assessments. This challenge relates to how dispersed the information is, and that it needs to be collected from several different ministries and authorities. This means that it is difficult to get an overview of the situation in the country. There is a strong will amongst the countries to fulfil the reporting requirements from the UN, and to report in the correct manner, even though some of the data requested from the UN might not be relevant for the countries in this region.

The UNDRR stresses the importance of reporting, and to have an overview of the progress of implementation: "In adopting the Sendai Framework, the UN member states committed to systematic and cyclical measurement, monitoring and reporting of progress in achieving the objectives of the framework, in order to have a global overview of disaster trends, and gaps. Progresses are to be measured against seven global targets and associated indicators, which depends on the availability and quality of different datasets."²⁰ Even though the countries have already committed to reporting, it is important that each country identifies the value for themselves to collect the data, in order to make the process viable and relevant.

Unclear definitions make reporting difficult

Several of the participants in the discussions highlighted that definitions of the concepts that are the basis for

the reporting to the UN are not clear. This challenge mainly refers to the concept of 'disasters', where the countries themselves must determine a threshold and define what a disaster means in their national context. In many of the countries it is not relevant to measure losses specifically related to what could be defined as a disaster, due to the lack of incidents. The definition of what a disaster is should be at the core of working with Disaster Risk Reduction to allow for an understanding of what the objectives of the work are. However, the focus for the countries in the Baltic Sea Region should rather be on the risk reduction part, and how progress can be measured in reducing risks, rather than on reducing disaster losses.

Value of reliable and comparable data recognised by the Focal Points but difficult to communicate to all stakeholders

The Focal Points themselves express that they understand the value of collecting reliable and comparable data, although many of the participants stressed that this is challenging. One participant explained that: **"A lot of data is missing to conduct proper risk assessments, which means it is difficult to properly plan DRR measures as well, and to give direction to the work with DRR in general"**. The UNDRR highlights that: "better data, information and knowledge-sharing can add value to both scientific research and practical applications as well as producing positive feedback effects, like guiding science towards new areas of research and using scientific insight to optimize DRR."²¹ Although the Focal Points realize this, it is not as easy to communicate it to those they

²⁰United Nations Office for Disaster Risk Reduction (UNDRR), European Science & Technology Advisory Group. Socioeconomic and Data challenges Disaster Risk Reduction in Europe, 2019, p. 18

²¹United Nations Office for Disaster Risk Reduction (UNDRR), European Science & Technology Advisory Group. Socioeconomic and Data challenges Disaster Risk Reduction in Europe, 2019, p. 20

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need to collect data and information from. One of the participants expressed the challenge with missing data in connection to working with the local level: *“Data is not collected on disaster loss on the local level, mainly because the local level does not see any reason to collect the data”*. Sometimes it is not the existence of the data that is the problem, it might be the availability as well; another participant explained: *“The availability of existing data can be a problem – some municipalities collect data, but they are not sharing the data”*.

Two main challenges related to data collection: mandate to request specific data or lack of data

There are two main challenges related to data collection. The first one is that the National Focal Point, or the person responsible for Sendai Framework implementation nationally, does not have a sufficient mandate to request specific data or information from other ministries or authorities. This means either requesting reports or information already collected, but also to encourage and request other ministries or authorities to collect new data or information needed for reporting or conducting risk assessments.

The second challenge is that there is no data available, meaning that certain types of data have not been collected. In some cases, it would be the local level that needs to collect the missing data. Another challenge is to motivate the local level to work more actively with Disaster Risk Reduction and the Sendai Framework and to convey the added value of doing so. This challenge is further described in the section on stakeholder engagement.

The two main challenges on data collection are connected – if there is no data available even though it is necessary for reporting, or for conducting risk assessments, and the person responsible cannot put forward a request that the data should be collected, it is difficult to overcome the obstacle. One of the participants explained the need for specific data: ***“All data necessary for being able to conduct the risk assessment is not always collected, for example financial consequences of certain environmental disasters, because only data on environmental consequences is collected – there is a need for more encompassing data regarding how risks and disasters affect different sectors”***.

Data collection must be considered relevant for each organisation responsible

The issue of relevance is closely connected to the lack of data. On the global agenda and in the general discussions on the Sendai Framework, a lot of focus is

put on collecting Disaster Loss Data with the aim to be able to measure progress of the implementation over time. However, the collection of Disaster Loss Data is not relevant for all countries in the Baltic Sea Region since some of the countries do not have any significant losses to report. If the starting point is zero, it does not make any sense to aim for measuring progress.

The ‘build back better’- approach is not relevant to all the countries in the region since in order to ‘build back’ something must have been destroyed first. Rather, the situation in several of the countries is that there is awareness among those working with DRR that eventually some of the infrastructure will not be resilient enough, however, it would be difficult to motivate investments in reconstruction if the infrastructure is fine today. This means that there is a “clash” between the agenda and priorities on the global level and the regional needs and priorities in the Baltic Sea Region.

Disaggregated data would allow for more solid planning of DRR measures

The participants in the discussions highlighted challenges related to various levels of sophistication regarding data collection. For some of the countries the challenges relate to basic data on disaster losses, while other countries have emphasised the need for disaggregated data to understand how different types of incidents affect different groups in the population. The latter group of countries stressed the need to have disaggregated data to enable more solid planning of the Disaster Risk Reduction measures taking the whole population into account.

POLITICAL SUPPORT, RESOURCES AND MANDATE

General lack of sufficient political support for the Sendai Framework

The UNDRR stresses that there are very few countries that have centralized coordination mechanisms for addressing DRR, CCA and development planning. Even less common is transdisciplinary, integrated and multisectoral assessments, planning and decision-making structures. UNDRR further highlight that these components are necessary to understand and address systemic risks.²² Developing these sophisticated coordination mechanisms requires support from the highest political level and that CCA and DRR are top priorities.

²²United Nations Office for Disaster Risk Reduction (UNDRR), Global Assessment Report on Disaster Risk Reduction, 2019, p. ix

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Several of the participants in the discussions highlighted the lack of political support for the work with prevention, DRR and the Sendai Framework as one of the key challenges. In some countries Climate Change Adaptation is a priority – but that does not necessarily mean that the Sendai Framework, prevention and DRR are also prioritised. While Agenda 2030 is frequently referenced by politicians, the Sendai Framework is not. It is important to recognise how the different strategies are interconnected and reinforce each other, then the work can become more impactful and the Sendai Framework can support countries to improve their work. However, in some countries neither climate change issues nor DRR are prioritised. The lack of support from the political level can be explained by the absence of large and serious disasters.

Historically, there has been very few incidents in the region that could be considered disasters. Even though the experts continually explain that prevention is far more cost-effective than preparedness and response, it is still difficult to reach the level of understanding needed to make Disaster Risk Reduction a priority.

Tendency to base projections for the future on what happened in the past

There are many indicators that extreme weather conditions such as heat waves, flooding or forest fires will become more common in the Baltic Sea Region in the future, and already in the upcoming years. However, these incidents are to a certain extent still just projections of what will, or might, happen (some more extreme weather events have already occurred in the region, such as the heatwave and widespread forest fires in the summer of 2018).

There is a tendency for politicians to make decisions based on current conditions, and with the assumption of a status quo, since they need to prioritise in a way that will win the popular vote this year, the next, or in maximum four years' time. Dealing with prevention issues and DRR, we are looking at investments for the future, where we might not be able to determine the effects today or tomorrow. Adding to this already challenging situation with the different time lines when it comes to priorities, is also difficult to determine which prevention measures that are the best options. This means that there is no guarantee that investments made are the most cost-efficient and effective ones. One of the participants

expressed that: ***“Disaster Risk Reduction needs to be ongoing but, in many cases, it takes a long time to gain approval and financing for these measures. The political leadership can change every fourth year after an election – this means that new politicians need to be informed of, and convinced about, the importance of DRR”.***

Political support a prerequisite for the viability of the coordination mechanisms

Several recommendations are put forward in a UNDRR report²³ on how national, regional and local level authorities, as well as relevant stakeholders could further the implementation of DRR efforts. However, it is not possible to follow any of those recommendations without real political support. Thus, the support from the highest political level is the prerequisite for achieving real impact with efforts aiming to reduce disaster risk. In many countries in the BSR, the support is neither strong nor non-existing, this means that there is a National Focal Point appointed, and initial structures in place, to further the work with addressing DRR issues, although it is not prioritised. This creates a very frustrating environment for those who are appointed to work with the issues, since there are requests from the EU or the UN that might not be possible to respond to, or recommendations, such as those referred to above, that are not possible to follow since the prerequisites for doing so are not in place.

Lacking political support creates a vicious cycle

The lack of political support means that there are less resources in general set aside for the work with Disaster Risk Reduction. Resources here should be understood as everything from time and space in the political and public debates, financial resources invested, tasks and mandate assigned to those responsible for working with the issues, official tasks to, and involvement of, all necessary ministries and authorities and general appreciation of the work. In more practical terms this manifests itself in insufficient mandates for the National Focal Points, or those responsible for coordination the work with the Sendai Framework implementation on the national level. If the people responsible for the coordination do not have enough mandate, it is also difficult for them to organise the work of the National Platform, or coordinate the national efforts, in a productive and fruitful manner since there is a risk of “stepping into other ministries’ or authorities’ territories”.

²³United Nations Office for Disaster Risk Reduction (UNDRR), European Science & Technology Advisory Group. Socioeconomic and Data challenges Disaster Risk Reduction in Europe, 2019, p. 4

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STAKEHOLDER INVOLVEMENT

Broad variety of stakeholders need to be involved in the work with DRR

Almost all participants in the discussions highlighted that it is challenging to involve all relevant stakeholders for the work with the Sendai Framework and DRR in a fruitful, productive and purposeful manner. Stakeholders should in this case be understood as all different types of relevant institutions such as ministries, authorities at national, regional and local levels, civil society organisations, critical infrastructure operators, businesses as well as research institutes and universities.

There are three main categories of challenges related to stakeholder involvement: sector-divided responsibilities, communicating the relevance and the added value, and activating stakeholders without formal responsibilities.

Sector-divided responsibilities makes the coordination challenging

The first challenge concerns ministries and authorities that have formal responsibilities to work with issues related to DRR. Even though it is necessary to involve all competent authorities and use their expert knowledge for the work to be as effective as possible, the fact that responsibility is spread between several ministries and authorities poses a challenge in itself.

Several of the participants in the discussions expressed that they receive information from different ministries and authorities for reporting to the UN and for conducting risk assessments. However, they have limited possibilities to request specific information they might need. This leads to a situation that they have to “do the best with what they have” rather than being able to collect the relevant information in a purposeful manner. The sector-divided responsibilities are challenging since they prevent meaningful gathering of information to have a good overview and to be able to conduct solid and holistic risk assessments.

Difficult to communicate the relevance and added value

The second challenge relates to communication with different stakeholders, and mainly how to communicate the relevance of working with the Sendai Framework and DRR, and the added value for the local level. On the local level, data is often missing, or data is not collected at all. The main reason for this is because

the local level might not see any reason to collect the data. One discussion participant expressed that: **“We have to identify the added value for the local level – to motivate them and create incentives for them to collect data and to actively work with the Sendai Framework”**. This means that communication is not just conveying a message, rather, it means an active dialogue to create understanding and meaning. Another participant explained that: *“The municipalities are not using the Sendai-language and are not trying to reach the targets in the framework”*. While it might not be necessary to use the specific UN lingo to effectively work with DRR issues, it makes the work easier in each national context if the stakeholders use the same language and strive towards the same goals. However, the lack of a common language might be an indication of missing knowledge. One participant highlighted this issue: *“There is a gap in terms of knowledge on the local level – not many know about the Sendai Framework, or about funding possibilities or tools that exist to support implementation”*. This also means that existing support structures are not fully utilized.

The communication of the relevance also relates to the previously described challenge – to communicate the practical relevance of prioritising DRR on the political level. However, coherence between different agendas and policies is as important as giving priority to DRR. This means that the importance of policy coherence must be communicated, and that efforts should be synchronised to reach the biggest impact. There are many strategies, policies and frameworks that are closely related to each other, such as the ones for Sustainable Development, Climate Change Adaptation and Disaster Risk Reduction. The responsibility for coordination and implementation of the different agendas falls on different ministries and authorities, and they need to work together to make the overall work coherent. In practical terms, this means involving those ministries and authorities responsible for the other agendas in the work with the Sendai Framework, and to coordinate the efforts with each other. To overcome this challenge, the added value and the relevance of such coordination should be communicated.

The need to create incentives to involve those who do not have formal responsibilities

The third challenge is to involve those who do not have any formal responsibilities to work with Disaster Risk Reduction, such as some organisations from the Civil Society, private critical infrastructure operators or other businesses. Incentives must be created and made clear before these types of stakeholders will be engaged.

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One of the discussion participants expressed that: *“It is really a challenge to gather all relevant stakeholders – especially insurance agencies, and humanitarian aid institutions”*. This group of stakeholders – those without

formal responsibilities – is one of the most important ones for enabling solid prevention work, which means that solving the challenge of involving them is of utmost importance.

STRATEGIC PLANNING, ENGAGING THE PRIVATE SECTOR AND OTHER STAKEHOLDERS –

A VARIETY OF GOOD PRACTICES

In the all the discussions interesting examples of practices, policies, institutional settings and cooperation have been put forward, and in this section some of those will be highlighted and explained further. The examples are divided into two different categories: examples related to the institutional settings and examples of practical measures.

GOOD EXAMPLES RELATED TO THE INSTITUTIONAL SETTINGS

CHANGES IN LEGISLATION – FOUNDATION FOR CREATING AN EFFICIENT COORDINATION MECHANISM

In Poland, the focus has primarily been on changing national legislation to get the appropriate and needed mandate for the National Focal Point to coordinate the work, and to place the Sendai Framework in the context of the national legislation. The legislative changes are required to start the development of the national DRR strategy.

The work has focused on drafting an amendment to the Act of Crisis Management. There have been no major changes to the Act since 2007, which means that the Act pre-dates the Sendai Framework and the Disaster Risk Reduction paradigm, and that these aspects need to be incorporated in the existing legislation. The amendment outlines the mandate and responsibility for the National Focal Point and directly references the Sendai Framework. The amendment also includes changes to reporting on transnational security. It would also make it easier to request information needed for reporting that is more detailed than they currently have access to.

ENSURING STAKEHOLDER INVOLVEMENT THROUGH AN INCLUSIVE NATIONAL PLATFORM

In Finland, the National Platform for Sendai Framework has broad representation from the local, regional and national levels as well as from different sectors. Twenty-one organisations are involved in total, including ministries, authorities and civil society organisations. The Ministry of the Interior as the National Focal Point has the responsibility of coordinating the work. In total 12 ministries are represented, along with different agencies under those ministries, representation from the regional Rescue services, Civil Society Organisations,

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such as the Finnish Red Cross and The Finnish National Rescue Association (SPEK), and companies and industry securing critical infrastructure as well as the Finnish insurance organisation that gathers all insurance agencies. There is broad sectoral representation in this network.

The role of the National Platform is to exchange information between organisations and to perform the monitoring and reporting. In addition, the National Platform identifies the gaps in policies or practice and provides advice on courses of action. The Finnish National Focal Point expressed that it has been relatively easy to collect information from different ministries, and this could be because the National Platform functions as a good platform for cooperation.

AN INTERDEPARTMENTAL WORKING GROUP AS AN ENGINE AND SUPPORT STRUCTURE TO THE NATIONAL PLATFORM

In Germany, an interdepartmental working group has been created to act as steering committee for the implementation of the Sendai Framework. The working group consists of the Foreign Office, the Ministry of Economic Cooperation, the Ministry of Environment, the Ministry of Interior, the Federal Office of Civil Protection and Disaster Assistance, the German Red Cross, and GIZ. The members of the National Focal Point take part in all the meetings with the group and the Focal Point's task is to coordinate the implementation of the Sendai Framework, to be an information hub and a support structure to the interdepartmental working group. The interdepartmental working group is operating like a steering committee for the work with the Sendai Framework in Germany. There is strong support from the ministries in the interdepartmental working group. In addition, there are plans for incorporating more representatives from other ministries.

The interdepartmental working group is a part of the National Platform. The National Platform is meant to be a network of networks in the future that includes agencies and stakeholders from various levels: national, länder (regional) and local. Even though the structures and foundation for the coordination might be in place in Germany, the Focal Point stressed that the involvement of relevant stakeholders is still something they need to focus on more.

COOPERATION BY JUST PICKING UP THE PHONE – THE SMALL COUNTRY ADVANTAGE

While in Germany the sophisticated structures might be needed, in Estonia, a country with a population of less than 1,5 million people, such structures appear unnecessary. In Estonia, there is no de facto distinction between the national and the local level in the work with the Sendai Framework and DRR. The local level is very important for the work, and the national strategies cover the local level as well. It is not necessary to have specific strategies for the local level since the country is so small – there would be no added value. It was previously discussed whether there was a need to have specific strategies for the local level, but it was decided that it was not necessary.

In a small country, the public sector is also small, therefore, those working with issues related to Disaster Risk Reduction are well acquainted, and everyone knows who is responsible for what in different authorities on the national as well as on the local levels. This means that most information is just a phone call away.

GOOD EXAMPLES OF PRACTICAL MEASURES

INFORMATION AND DATA EXCHANGE WITH INSURANCE COMPANY TO GAIN A BETTER UNDERSTANDING OF DISASTER LOSSES

In Norway, a partnership has been established between the Norwegian Directorate for Civil Protection (DSB) and Finance Norway to exchange information, data and analyses that can be used for assessments of risks (2018). The aim is to strengthen the information base to assess risks, and the agreement is primarily related to the work on prevention of direct damages at the local level.

The benefits of working with insurance companies for the data collection are several. It is in the insurance companies own interest to collect as reliable data to adequately assess trends and changes over time. This means that certain risks that are driven by climate change can be detected more easily through the data collected.

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In practical terms the partnership means an exchange of data between the insurance company and DSB, and cross-fertilization with DSB's Knowledge Bank. These types of public-private partnership can be one of the solutions to the challenges related to collecting data. The data is in the first place used to strengthen prevention and preparedness efforts; however, it can in addition be used for reporting purposes.

STUDY REACHING OUT TO A BROAD VARIETY OF STAKEHOLDERS TO IDENTIFY THE NEED FOR A NATIONAL DRR STRATEGY

The Swedish Civil Contingencies (MSB), the National Focal Point, commissioned a study with the aim to identify recommendations for the work with implementing target E in the Sendai Framework – the development of DRR strategies.

The overall purpose of this study was to give recommendations as to how Sweden can work towards achieving global target E of the Sendai Framework by 2020 through the assessment of key stakeholders' knowledge and perceptions, key documents and other countries' experiences. The specific goal of the study was to provide knowledge and concrete recommendations for decision-making and implementation processes. The target groups for the study included national authorities, ministries, county governments, regions, municipality authorities, external partners, the private sector, universities and Civil Society Organisations.

The main outcome of the study was that the need to develop a strategy was identified. It was recognised that a national DRR strategy could contribute to better management of existing risks, vulnerabilities and capacities, stronger international stewardship and credibility, define current DRR practices and find gaps, decrease the tendency to work in silos, increase national support to local level and clarify responsibilities, mandates and task. This was an important step to intensify the strategic work with DRR in Sweden.

WORKING TOGETHER TO STRENGTHEN THE CAPACITIES FOR RISK AND CAPABILITY ASSESSMENTS

In 2013, the EU called participating states in the European Union Civil Protection Mechanism to develop risk assessments, and that those risk assessments should be made available to the European Commission. However, many countries did not have the knowledge, tools or

methodologies ready to conduct such risk assessments. In the Baltic Sea Region, an initiative was launched to work together and develop scenarios relevant for the specific regional context that could be used for the National Risk Assessments. This project, named "14.3", was highlighted by both Latvia and Lithuania in the discussions as an important stepping stone for developing the capacities to conduct the National Risk Assessments. Following this first initiative that focused on the development of scenarios, did another joint project focusing on the capability assessments. This was a project named "From Gaps to Caps". More BSR countries were involved in these two projects as well, however, they were particularly highlighted by Latvia and Lithuania in the discussions.

These two EU projects illustrate how joint initiatives were used to develop the national capacities to conduct risk and capability assessments. Through knowledge sharing, exchange of experiences and joint problem solving these two projects supported the development of the national capabilities. Without these projects, the development of the scenarios and methodologies might have taken much longer and through working together and using resources from different countries stronger results could be delivered.

LOCAL SOLUTIONS FOR FINANCING PRACTICAL DISASTER RISK REDUCTION MEASURES

Flooding is one of the most common natural hazards in Denmark due to the country's geographical position. In a municipality south of Copenhagen they had problems with recurring flooding, just like many other municipalities in Denmark. The municipality decided to develop a local strategy and an action plan to deal with the issue. Thereafter, they secured the funding for implementing the strategy and plan through taxation in the municipality, and they managed to solve the problem. There has been flooding afterwards, however, they managed to reduce the consequences of the events and the work has been successful.

This is a good example of how solutions can be found "close to home". Those who are directly suffering the consequences of certain hazards are more likely to pay for treating the risks as well. When the problem was very concrete it was easier to get support for the strategy and people were also willing to contribute to solving the issue. This is an example of how local solutions such as increased taxes to implement local strategies might be a solution to lack of resources for implementation of DRR measures.

NEXT STEPS

This report has provided an overview of the state of play of the implementation of the Sendai Framework for Disaster Risk Reduction in the Baltic Sea Region – mainly focusing on identifying common challenges, good practices and potential solutions for strengthening the effectiveness of implementation. The work with this report has constituted the study phase preparing the initiation of a region-wide policy dialogue on the Sendai Framework.

The aim of this report is to serve as the base for future discussions and dialogue with various groups of stakeholders, on different levels of governance, as well to open for new areas of cooperation and joint actions, where common needs and challenges are found. The analysis this report offers is needed to better understand current strengths and weaknesses for the strategic, as well as practical, work with Disaster Risk Reduction.

The next step is to initiate the discussion on the specific profile of the DRR process in the region and involve in it a wide variety of stakeholders. After the discussions with the national level representatives, during the collection of information and material for this report, the local level will be involved, through presenting and reviewing the conclusions and recommendations of this report, during the Union of the Baltic Cities General Conference 2019. Thereafter, national consultations will be organised in the target countries (UCPM members in the BSR) with a multi-level and cross-sectoral approach. Finally, the accumulated input will be discussed together with the European Commission, UNDRR and the National Focal Points in the Baltic Sea Region, before policy recommendations will be put forward.

The overall aim is that this report will contribute to policy discussions needed to strengthen the institutional and organizational capacities to work with the implementation of the Sendai Framework in the Baltic Sea Region. Some of the capacities can be strengthened by the countries themselves, however, other capacities may need to be addressed through transnational cooperation. Strengthened regional cooperation between countries, which share many similar challenges can be a way to increase the capacities to deal with current and future disaster risks. Joint opportunities can be found in addressing common challenges together.



APPENDIXES

LIST OF PARTICIPATING ORGANISATIONS

This is a list of the organisations appointed as the National Focal Points (NFP) for the Sendai Framework for Disaster Risk Reduction (SFDRR), or other national organisations responsible for DRR, from the countries who are members of the EU Civil Protection Mechanism (UCPM), in the Baltic Sea Region. The list was compiled by the CBSS Secretariat by contacting representatives listed on Prevention Web (UNDRR website) and other contacts through the CBSS networks to confirm the current Focal Point and responsible party (or parties). This is the most up-to-date list of NFPs for SFDRR in the BSR as of April 2019.

COUNTRY	RESPONSIBLE AUTHORITY
Denmark	Danish Emergency Management Agency (DEMA) , Crisis management Division
Estonia	Ministry of Interior , Rescue and Crisis Management Policy Department
Finland	Ministry of the Interior , Department for Rescue Services
Germany	The Federal Office for Civil Protection and Disaster Assistance , Office of the National Focal Point for the Sendai Framework
Latvia	State Fire and Rescue Service of Latvia
Lithuania	Ministry of Interior , Fire and Rescue Department under the Ministry of the Interior of the Republic of Lithuania
Norway	Norwegian Directorate for Civil Protection (DSB)
Poland	Government Centre for Security in Poland
Sweden	Swedish Civil Contingencies Agency (MSB)



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QUESTIONNAIRE: **NATIONAL WORK WITH THE UN SENDAI FRAMEWORK FOR DRR**

Explanation of questionnaire:

The aim with this questionnaire is to map out the current situation regarding the implementation of the UN Sendai Framework for Disaster Risk Reduction, in the countries who are members of the EU Civil Protection Mechanism (UCPM) in the Baltic Sea Region. The respondents of the questionnaire are the Sendai Framework Focal Points, or persons nominated by them. Emphasis will be put on identifying joint challenges as well as specific common needs, particularly related to the three “increase targets” focusing on national and local DRR strategies (Target E), international cooperation (Target F), and risk assessments and warning systems (Target G). The discussions using this questionnaire are part of the policy dialogue in the CASCADE project, funded by the European Commission, DG European Civil Protection and Humanitarian Aid Operations. The results will be presented in a report (ready September 2019), including two parts: an overview and an analysis, which will feed into the overall work process of the project.

General work with the UN Sendai Framework for Disaster Risk Reduction (DRR)

1. How do you work with the implementation of the Sendai Framework in your country?
2. How are the legal, political (governance) and financial frameworks ensured to support the implementation of the Sendai Framework in your country?
3. What challenges are there, for your country, in reaching the Sendai Framework targets?
4. How is the work around Sendai Framework implementation and monitoring connected to national needs in the area of risk prevention and risk management?
5. How have you worked with adapting the Sendai Framework to the national context?
6. How do you approach the monitoring of the implementation process? What progress has been made in reporting against global targets and indicators (through the Sendai Framework Monitor system)?

Strategic work with Disaster Risk Reduction (DRR)

7. How do you work with the Sendai Framework target E: “National and local strategies for Disaster Risk Reduction” in your country, and what is the progress in reaching the target at both national and local levels? What are the main strengths and challenges in the process?
8. How is the cooperation/coordination between the national and the local levels organised? What actors are involved in this cooperation/coordination and how are responsibilities divided amongst them?
9. If you have a National Strategy/Action Plan for DRR, how was this developed? Who was involved in the process? Who has approved/endorsed the strategy?
10. How is your work with a national DRR strategy related to your country's National Risk and Capability Assessment (NRCA)? According to the NRCA what specific areas/risks are likely to be prioritised for DRR measures?
11. How is the strategic work with DRR connected to other areas and strategies (ex. strategies for sustainable development, climate change adaptation, or spatial planning)? How is DRR mainstreamed throughout these sectors?
12. How is the national strategic work connected to the EU strategies and policies (ex. Union Civil Protection Mechanism, EU Climate Change Adaptation Strategy)? How do you use the EU programmes and funding instruments to support the Sendai Framework implementation? Have you, or have you considered, seeking EU-financing for a project on implementation of the Sendai Framework?

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Practical work with Disaster Risk Reduction (DRR)

13. Who is involved in working with prevention of disasters (i.e. risk treatment) and how are they involved (ex. authorities, agencies, departments or organisations)? And, who is responsible for what?
14. What are the practical challenges, in terms of technical, administrative and financial capacities, with working with DRR?
15. Please give examples of DRR measures that have had good results.

Risk assessment methodologies

16. Has a national risk assessment been completed in your country, and if so, what types of risks were assessed? And, how has the assessment informed disaster risk management plans and strategies?
17. Are challenges in conducting risk assessments connected to certain types of risks? If so, what are those risks and challenges? If the challenges are general, what are the challenges?
18. How do you work with addressing “black swan” risks (those risks that are not known)?
19. How have you been working with assessing transborder risks, as well as risks on a regional scale? And, how are climate and security risks addressed?

Risk information and warning systems

20. How do you work with disseminating risk information in your country? Who is the target-audience and for what type of information?
21. Does your country have an early warning system in place? If so, what kind of risks are included in the warning(s)? How are the warnings delivered, when and to whom?

International cooperation on Disaster Risk Reduction (DRR)

22. Are you working with other countries to develop tools/means to strengthen the work with DRR? If so, how?
23. Has your country provided practical assistance or knowledge, information or tools to other countries? If so, which countries, and what form did the assistance take?
24. How do you see the role of regional entities in supporting the work around DRR? And, how do you see the role of the UN Office for DRR in your country?

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QUESTIONS FOR ANALYSIS: **STRUCTURED FOCUSED COMPARISON**

Answers to the following questions were identified in the discussions with the NFPs, or the other national representatives responsible for DRR. The answers were mapped and compared for the analysis in this report.

1. Has the work with developing a national DRR strategy started? If so, when will the strategy be ready?
2. Who will approve/endorse the strategy?
3. Is there a national platform for the work with Sendai Framework and DRR?
4. What are the key challenges in implementing the Sendai Framework?
5. Is the national level working with the regional and local levels on DRR?
6. Is external funding used to implement the Sendai Framework?
7. Who is involved in the practical work with DRR?
8. Has a national risk assessment been completed in the country?
9. Are risks related to climate change considered in the national risk assessment?
10. Is risk information (outcome of risk assessment) available and open for everyone in the country?
11. Is there an early warning system in place? If so, who is the target audience?
12. Is the country working together with other countries with DRR? If yes, which countries and in which ways?