

**HOW DOES THE 'GETTING
AHEAD OF DISASTERS'
CHARTER ALIGN WITH
EXISTING POLICY
FRAMEWORKS?**

INTRODUCTION

Getting Ahead of Disasters: A Charter on Finance for Managing Risks highlights the urgent need for collaborative action to manage risks and protect people in the most vulnerable countries from climate-related disasters.

It stresses that climate-related hazards and their impacts are increasingly predictable, and there is an opportunity to get ahead of disasters by using finance to protect development gains and reduce humanitarian needs. To address these challenges, the Charter calls for better collaboration between the development, climate, peace, and humanitarian communities, as well as the public and private sectors, from the global to the local level.

The Charter emphasizes the need for coherent and coordinated finance across climate change adaptation, development, and disaster risk management, aiming to overcome silos and fragmentation. It highlights the importance of linking various forms of finance to enhance preparedness, response, recovery, and reconstruction efforts. At the same time, the Charter calls for substantial increases in the arrangement of finance in advance of disasters to ensure faster, more reliable, and better-targeted support.

This is all underpinned by a focus on the importance of early action to protect people from predictable hazards. The Charter rejects the inevitability of disasters and calls on actors to come together to ensure that warnings turn into action ahead of climate impacts.

The Charter calls for a comprehensive and coordinated effort to achieve these goals - not in isolation but in support of existing frameworks and initiatives that seek to address specific issues related to climate adaptation, long term resilience building and humanitarian needs.

Throughout the process of co-developing this Charter, there was a strong call to be explicit about both the linkages between it and other internationally agreed frameworks, as well clarity as to how the Charter not only complements them but builds on them - creating something that offers a focus on activities necessary for their success, sustainability and coherence with each other.

This Companion Piece focuses predominantly on internationally agreed frameworks and initiatives that States are party to, though it is recognized that these are not the only frameworks, initiatives and collaborative processes that the principles of the Charter are linked to and support.

CONTENTS

1. [2030 Agenda for Sustainable Development](#)
2. [Principles for Locally Led Adaptation](#)
3. [Sendai Framework for Disaster Risk Reduction 2015 - 2030](#)
4. [The Grand Bargain](#)
5. [United Nations Framework Convention on Climate Change \(UNFCCC\)](#)
6. [UNFCCC Marrakesh Partnership for Global Climate Action](#)
7. [United Nations Secretary General's Early Warnings For All Initiative](#)
8. [V20-G7 Global Shield Against Climate Risks](#)

2030 Agenda for Sustainable Development

By proactively addressing risks and vulnerabilities through early action and ensuring that financial resources are readily available through pre-arranged finance, communities and nations can better cope with disasters and crises which have a significant negative impact on development efforts and can even result in the loss of existing development gains.

The principles outlined in this Charter can significantly support the Sustainable Development Goals (SDGs) by enhancing resilience, reducing vulnerabilities, and promoting sustainable development in, inter alia, the following ways:

Poverty reduction (SDG 1): Early action helps prevent or mitigate the impacts of disasters and crises, preserving livelihoods and assets and reducing the risk of people falling into poverty. Pre-arranged finance ensures that resources are available to support affected populations in a timely manner - ideally before their resources, lives and livelihoods are under threat.

Zero hunger (SDG 2): By addressing food security threats proactively, well-planned and well-funded anticipatory action can help maintain a stable food supply.

Good health and well-being (SDG 3): Anticipatory action can prevent health crises and ensure that healthcare services remain available and accessible. Pre-arranged finance helps fund healthcare before and during emergency responses but can also enable anticipatory actions that can mitigate or even prevent health-related emergencies such as disease outbreaks.

Climate action (SDG 13): Anticipatory action is crucial for addressing climate-related threats and disasters, supporting climate adaptation and resilience.

Principles for Locally Led Adaptation

The Charter and the Principles for Locally Led Action (LLA Principles) share common goals related to people-centered, comprehensive approaches to adaptation, resilience and disaster risk reduction to protect vulnerable communities. They are complementary in several ways:

Local ownership: Both the Charter and the LLA Principles emphasize the importance of local ownership and empowerment. The LLA Principles emphasize giving local communities agency in designing and implementing adaptation strategies. The Charter, by ensuring that finance is directed to the most vulnerable and at-risk communities, can provide these communities with some of the means to take ownership of their resilience efforts.

Inclusivity and equity: The LLA Principles stress the need to prioritize the needs and rights of marginalized and vulnerable populations. The Charter's commitment to delivering support to the most at-risk communities aligns with these principles, ensuring that finance is directed to those who need it the most and that vulnerable groups are not left behind.

Local resource mobilization: The Charter emphasizes the importance of arranging finance in advance of disasters. This approach aligns with the LLA Principles by encouraging the mobilization of resources to the local level, both financial and non-financial, for adaptation efforts.

Coordinated and collaborative approach: The Charter calls for collaboration across various sectors and actors, from the global to the local level, to ensure a coherent approach to disaster risk reduction. This aligns with the LLA Principles, which also advocate for coordination and collaboration among local and national governments, civil society, and other stakeholders.

Focus on anticipatory action: The Charter promotes anticipatory action, acting on forecasts to provide finance and assistance to people before disaster impacts. This aligns with the idea of proactive, locally led adaptation in the LLA Principles, which involves taking action in advance of climate impacts based on local knowledge and early warning systems.

Flexible and adaptive approaches: Both initiatives recognize the need for flexibility and adaptability in addressing climate-related risks. The Charter supports flexible financing mechanisms, including pre-arranged finance, which can be adapted to evolving needs on the ground. This approach aligns with the LLA Principles' emphasis on adaptive management.

Sendai Framework for Disaster Risk Reduction 2015 - 2030

By integrating anticipatory and risk-informed approaches, coupled with reliable and pre-arranged finance, into disaster risk reduction efforts, nations and communities can better address the priorities and principles outlined in the Sendai Framework. These approaches help build resilience, reduce disaster risk, and ensure that resources are available for both prevention and response, ultimately contributing to the goals of the Sendai Framework to reduce disaster-related losses and enhance global disaster risk reduction efforts. This Charter makes an explicit call for significantly strengthened connection between disaster risk reduction (DRR), development, humanitarian and climate change adaptation (CCA) efforts and investments, recognizing the critical interdependencies and the negative impact of current disjointed approaches to investing across both the DRM and CCA spheres. More specifically, the principles of the Charter support Sendai Priorities in the following ways:

Understanding disaster risk (Sendai Framework Priority 1): Anticipatory action involves actively monitoring and assessing risks and vulnerabilities to better understand potential disasters. Pre-arranged finance can be linked with data collection, risk assessment, and early warning systems, which are essential for Priority 1 of the Sendai Framework.

Strengthening disaster risk governance to manage disaster risk (Sendai Framework Priority 2): Anticipatory action and pre-arranged finance contribute to the development and implementation of effective disaster risk reduction strategies, as they emphasize proactive risk reduction and response measures. When designed in tandem, early action investments can protect and incentivize DRR investments.

Investing in disaster risk reduction for resilience (Sendai Framework Priority 3): Anticipatory and risk-informed action focus on taking preventive measures and preparedness actions to increase community resilience. Pre-arranged finance helps fund investments in infrastructure, early warning systems, and risk reduction initiatives, all of which align with Priority 3.

Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction (Sendai Framework Priority 4): Early action relies on early warning systems to trigger proactive responses before disasters strike. Connecting early warning systems to pre-arranged finance is essential to ensuring capacities for action. Early action is strongly interconnected with preparedness, enabling a quicker and more effective response to disasters. Pre-arranged finance can ensure that funds are readily available for preparedness and response actions as well as anticipatory action. Pre-arranged finance also ensures that resources are available for post-disaster recovery and reconstruction efforts, a key component of building back better.

The Grand Bargain

By committing to the principles of the Charter and integrating anticipatory action and pre-arranged finance into humanitarian responses, organizations can enhance their capacity to respond effectively and efficiently to crises, ultimately supporting the aims of the Grand Bargain to improve the humanitarian system. This can be done in several ways:

Efficiency and accountability (Aim 1): Anticipatory action emphasizes proactive measures to address potential crises, reducing the need for large-scale, reactive humanitarian responses. This approach promotes the efficient use of resources, as it helps avoid the escalation of crises and their associated costs. Pre-arranged finance ensures that funds are readily available when needed, improving the speed and efficiency of humanitarian responses.

Participation of affected people (Aim 2): Anticipatory action often involves engaging and consulting with affected communities in disaster risk reduction, preparedness and anticipatory action planning. This aligns with the aim of involving affected people in decisions about the assistance they receive. This Charter explicitly calls for resources to be channeled as close to the group as possible to enable community-driven action.

Quality funding (Aim 4): Pre-arranged finance mechanisms can provide a reliable source of funding, ensuring that humanitarian organizations have access to financial resources when needed. This helps maintain the quality of assistance, as funds are available to support timely and effective responses.

Coordination and localization (Aims 5 and 6): This Charter highlights the urgent need for collaborative action to manage risks and protect people in the most vulnerable countries from climate-related disasters. It calls for actors from various sectors, including government, international organizations, financial institutions, and civil society, to come together. At the same time, the Charter prioritizes locally-led and people-centered approaches, with government leadership and involvement of local actors and systems.

Reduced vulnerabilities and risks (Aim 7): The Charter focuses not only on the role of humanitarian actors but also places a strong focus on risk reduction and resilience-building, helping communities become less vulnerable to disasters.

Innovation (Aim 8): Anticipatory action and pre-arranged finance represent innovative approaches to humanitarian assistance. They leverage data, early warning systems, and financial instruments to increase the efficiency and effectiveness of the humanitarian system.

Reduced overheads (Aim 10): By reducing the scale of crises and their impact, anticipatory action can contribute to lower overhead costs, as it minimizes the need for large-scale, resource-intensive emergency responses.

Risk reduction (Aim 11): Anticipatory action explicitly supports risk reduction by identifying and addressing potential disaster risks before they escalate. This Charter calls on actors to forge stronger links between humanitarian actors working on anticipatory action and DRR actors, and to ensure that investments are made in a complementary manner.

United Nations Framework Convention on Climate Change (UNFCCC)

Early and anticipatory action, supported by pre-arranged finance, is a proactive approach to managing climate risks that can strengthen a wide range of climate action. These proactive approaches help build resilience and reduce vulnerability to climate-related risks and disasters. At the same time, risk-informed approaches to adaptation and resilience building put in place the necessary systems, resources and capacity to take action ahead of climate impacts - action that is both time- and cost-efficient.

The Charter, with its focus on investing coherently across the adaptation, resilience and disaster risk management spectra, provides a framework to embed risk-informed approaches across multiple facets of the UNFCCC, supporting rather than adding to existing efforts.

By integrating risk-informed approaches, early action and pre-arranged finance into UNFCCC processes, countries and stakeholders can enhance their climate adaptation and resilience strategies, aligning with the goals of the Paris Agreement and other UNFCCC initiatives to combat climate change and its impacts. Building early action and pre-arranged finance into adaptation strategies, policies, plans, programmes and activities supports Parties to fulfill their commitments to the Paris Agreement and other agreements under the Convention, and enables more effective adaptation for communities most at risk from the changing climate, by addressing vulnerabilities and enhancing resilience.

National Adaptation Plans (NAPs): Risk-informed and anticipatory actions can be integrated into NAPs to proactively address climate risks, while pre-arranged finance can ensure that funds are available for implementing NAP measures when needed.

Loss and damage: Article 8 of the Paris Agreement establishes areas of cooperation and facilitation to enhance understanding, action and support on loss and damage, including, inter alia: early warning systems, emergency preparedness, comprehensive risk assessment and management, risk insurance facilities, and resilience of communities, livelihoods and ecosystems - all of which will be strengthened through implementation of the Charter's principles.

Anticipatory and early action is **recognized as a relevant approach for minimizing loss and damage** and thus, building it - including through implementation of the Charter - into comprehensive approaches to tackle loss and damage, can support Parties in meeting their commitments to Article 8 of the Paris Agreement.

Early warning and systematic observation: Early warning systems are recognized by the Paris Agreement as a key element in adaptation action, and as a key area of cooperation for tackling loss and damage. The Sharm el-Sheikh Implementation Plan re-emphasized the need to address existing gaps in the global climate observing system and to scale up the use of early warning systems, including through the UN Secretary-General's Early Warnings for All (EW4All) initiative. As is made clear by EW4All, which has as one of its four pillars 'preparedness to respond', early warning systems need to be linked to plans that enable action ahead of climate impacts. In implementing the Charter, by building robust links to anticipatory action into the planning, design, investment and implementation of systematic observations and early warning systems and ensuring that finance is in place to act on warnings, Parties can be supported to deliver effective climate action for those at risk.

Climate finance (Adaptation Fund, Green Climate Fund): Pre-arranged finance mechanisms can align with (or even be built into) climate finance instruments, such as the Adaptation Fund and the Green Climate Fund, to ensure that financial resources are available for climate adaptation and resilience projects. These funds play a vital role in supporting countries' adaptation efforts but can also play a critical role in supporting early action.

UNFCCC Marrakesh Partnership for Global Climate Action

The Charter can complement and support the Climate Resilience Pathway within the Marrakesh Partnership for Global Climate Action (MPGCA) by offering concrete principles and actions related to disaster risk reduction and resilience. The Charter complements the Climate Resilience Pathway's goal of enhancing resilience to the impacts of climate change through its commitment to acting ahead of disasters, reducing risks, and improving delivery systems can directly support the broader objective of climate resilience promoted by the MPGCA.

More specifically there are clear and specific complementarities in respect of the following:

Risk reduction and adaptation: The Charter's emphasis on proactive risk reduction and anticipatory action aligns with the broader goals of climate adaptation and disaster risk reduction. The MPGCA's Climate Resilience Pathway seeks to advance adaptation and resilience efforts, and the Charter's principles can be a valuable resource in achieving these objectives.

Enhancing climate finance: The Charter advocates for the allocation and use of finance to better support people and communities at risk. This aligns with the MPGCA's focus on mobilizing and increasing climate finance to address the needs of vulnerable communities. The Charter's emphasis on pre-arranged finance can contribute to more efficient and timely financial support for resilience-building activities.

Collaboration and partnerships: The Charter calls for actors from various sectors and regions to come together for coordinated action. The MPGCA, as a platform for multi-stakeholder engagement and collaboration, can provide an avenue for connecting and supporting the implementation of the Charter's principles. The Charter's call for collaboration aligns with the partnership-building approach of the MPGCA and presents the opportunity to connect the MPGCA efforts with related and complementary initiatives in the humanitarian and development sectors.

Inclusivity and local ownership: The Charter echoes the objectives of the MPGCA in highlighting the importance of involving local communities and vulnerable populations in resilience-building efforts.

United Nations Secretary General's Early Warnings For All Initiative

Anticipatory approaches, by definition, depend on effective early warning systems (EWS). They emphasize the importance of early detection and monitoring of risks. Pre-arranged finance ensures that funding is readily available for immediate action when EWS indicate impending potential crises. Risk-informed and anticipatory approaches backed by pre-arranged finance are essential components of the “Early Warnings for All” initiative as they emphasize proactive risk reduction, rapid response to early warnings, and efficient resource allocation. By integrating these approaches into EWS, the initiative can drastically improve the capacity and ability to prevent, mitigate, and respond to crises and disasters effectively.

A commitment to pre-arranged finance will be integral to the success of this ambition for universal EWS coverage, with, for instance:

- Global, regional and national EWS/anticipatory action financial advocacy campaigns to support the mainstreaming of the key principles into international financial systems.
- Coordinated local community and national anticipatory action plans with pre-arranged and reliable funding attached.
- Flexible official development assistance (ODA) and climate finance, suited to anticipatory action and channeled through existing and future funds or funding portfolios supporting anticipatory action.
- Dedicated financial resources that strengthen the capacities of key local and national governments and partners to develop and implement anticipatory action plans.

V20-G7 Global Shield Against Climate Risks

The V20 (Vulnerable Twenty) is a grouping of Ministers of Finance of the Climate Vulnerable Forum, a coalition of nations highly vulnerable to climate change. The Global Shield against Climate Risks, a joint initiative of the V20 and the G7 Group of Nations, is a concept designed to protect vulnerable countries from the adverse impacts of climate change. Anticipatory action and pre-arranged finance can play a supportive role in both of these initiatives to enhance climate resilience and risk reduction among vulnerable nations.

By integrating anticipatory action and pre-arranged finance into the strategies and initiatives of the V20 and the Global Shield, vulnerable countries can enhance their capacity to address climate-related risks and protect their populations and economies from the impacts of climate change. These proactive measures contribute to the goals of building resilience and reducing vulnerabilities among the most climate-vulnerable nations.

The Charter and the Global Shield share a common objective of addressing and mitigating climate-related risks and disasters. While they are distinct initiatives, they can complement and build on each other in numerous ways both at an international, systemic level, and at a country implementation level.

Both initiatives aim to reduce the impacts of climate-related risks and disasters. While the Global Shield takes important steps to build capacity and funding availability for disaster risk finance instruments, the Charter looks beyond this to the other components of a “layered” approach to financing risk. The Charter promotes the pre-arrangement of finance for crises not only via much needed initiatives such as the Global Shield but also across the broader spectrum of risk management.

For example, the Charter emphasizes the need for integrated risk reduction and resilience-building activities. It encourages the alignment of finance for disaster risk reduction (DRR) with complementary initiatives in early action, response, recovery, and reconstruction. These principles can enhance the effectiveness of the Global Shield by ensuring that they are integrated into broader resilience and DRR efforts.

