

Sendai Stakeholder Engagement Mechanism (SEM) Policy Priorities at COP28

The Sendai Stakeholder Engagement Mechanism (SEM) is a group of non-state stakeholders in partnership with UNDRR advocating for the recognition and implementation of disaster risk reduction (DRR) in intergovernmental policies, including in climate action. Disaster risk is inextricably linked to climate change. A goal of the SEM is to support the engagement of DRR stakeholder groups in intergovernmental decisions and policy-making. The following recommendations have been developed by the SEM and represent the collective contributions of its sixteen stakeholder constituencies. By taking into account the perspectives of diverse stakeholders, these points are designed to reflect a broad and inclusive approach to risk reduction and climate change action.

Financing Disaster Risk Reduction and Climate Action

In the face of escalating climate-induced disasters, it is imperative that we acknowledge the pressing need for substantial and sustained public financing to support countries and communities in the Global South. The deficiency in financial support poses a significant impediment to the development and implementation of effective DRR measures, leaving communities at a heightened risk of devastation. To address this critical gap, we must advocate for increased public financing that is directed towards empowering these nations to build resilience and adapt to the changing climate. By channeling resources into DRR, we not only mitigate the immediate impacts of disasters but also lay the foundation for a more sustainable and resilient future. This proactive approach is not only cost-effective but also aligns with the broader goals of climate action and sustainable development. Despite the evident imperative, the current financing scenario falls short of meeting the needs. Urgent and substantial commitments are required to bridge this gap. Locally led civil society organisations representing women and gender, children and youth, persons with disabilities, migrants, displaced persons, indigenous peoples, and older persons must be meaningfully engaged. They play a pivotal role in advocating for effective policies at the national level, and ensuring transparency and accountability. Furthermore, locally-led actions contribute to enhancing resilience, ensuring alignment of solutions to the needs and effectiveness of the investment. It is of critical importance that public financing, the private sector, and multilateral entities provide targeted monetary support for civil society engagement in climate action and disaster risk reduction (DRR) initiatives, particularly to countries in the global south and LDCs.

Acknowledging the urgency of climate change impacts and growing disaster risk, we emphasize the need for fully accessible early warning systems and early action. Investments in advanced monitoring and early warning that enable timely responses to climate-related threats are critical. These early warning systems need to be connected to all networks, including broadcast, that could bring life-saving information to each individual for free and in the most accessible way. Proactive measures can save lives and are also proven to be more cost-effective than reactive responses. These DRR tools must be financed so they are available for the benefit of systematically underserved communities, and it is essential to ensure that accountability mechanisms are in place. With adequate financial investment and accountability mechanisms, we can build resilient infrastructure, empower communities, ensure accessibility to tools, and foster sustainable, climate-resilient livelihoods.

Call to Action



Governments under the principles of common but differentiated responsibility (CBDR) must prioritize comprehensive financing climate action including disaster risk reduction in their NDCs, NAPs, and DRR plans, including finance for universal access to early warning systems and early action measures.



Ensure that local actors and stakeholders are meaningfully engaged in the entire process of development, implementation, and follow-up of these finance processes.

Risk-Informed Development and its intersection with Humanitarian Action

The SEM recognizes that the climate emergency is not solely an environmental challenge but a profound humanitarian, development, human rights, and security issue. The unequivocal imperative to addressing the climate emergency is to cut emissions at a scale and speed dictated by scientific consensus. Without achieving this imperative, no amount of disaster risk reduction efforts can be deemed adequate to manage or address the looming catastrophes that will inevitably arise as Earth approaches planetary limits. Such climate disasters require placing risk-informed planning, conflict prevention, and the protection of persons displaced or impacted by other forms of human mobility in the context of climate change at the forefront of our approach. We aim to contribute to building resilience and ensure the well-being and dignity of communities at risk of climate impacts while striving for a more peaceful and secure future.



Informal settlement where SDI (Slum Dwellers International) works

Call to Action



First and foremost, there is an urgent need to address the root of climate change and remarkably reduce emissions to ensure the world remains a livable planet.



We call for a system wide, all of society approach to manage climate related risks. Governments should invest in promoting inclusive governance, resource management, dispute resolution mechanisms, and peacebuilding alongside doubling climate finance, rather than viewing them as siloed approaches. Governments should coordinate across sectors to effectively avert, minimize, and address displacement resulting from disasters and the adverse effects of climate change. Communities and governments must adopt risk informed frameworks in National, regional and local climate actions.

Loss and Damage in the Disaster Risk Reduction and Climate Context

Our failure to effectively address climate change has escalated it into a formidable risk to both development and survival. Compounding this issue, inadequate investment in DRR and early warning systems leaves many highly vulnerable to the impacts of climate-related disasters. In the current phase of cause-correction, it is critical to target key nodes to break the chain, building resilience and addressing loss and damage. The SEM is committed to ensuring that loss and damage within the disaster risk reduction and climate context operates in line with the person-centered policy of the Sendai Framework and with all UN human rights conventions. Notably, harnessing DRR data becomes crucial in understanding the magnitude of losses and damages, as highlighted in the Global Assessment Report. The implementation of the Early Warnings for All Initiative further becomes a pivotal step in bridging existing gaps, offering a proactive approach to mitigate the profound impacts of climate change on communities. By operationalizing a standalone Loss and Damage fund at COP28 and promoting transparency and access to finance, the fund will represent an initial stride toward fulfilling obligations and providing tangible assistance to communities dealing with the detrimental impacts of climate change. This underscores our commitment to upholding climate justice and ensuring an equitable response. It is of importance that this operationalization is independent and immediate without further delay, and that no means of its operationalization indirectly generates new risks and vulnerabilities, neither social, environmental, or financial. The SEM also expresses support for a transparent Santiago network on Loss and Damage to ensure the support will go directly to those communities who are already suffering losses and damages.¹

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Evidence indicates that exposure of persons and assets in all countries has increased faster than vulnerability has decreased, thus generating new risks and a steady rise in disaster related losses, with a significant economic, social, health, cultural and environmental impact in the short, medium and long term, especially at the local and community levels.

– Sendai Framework

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¹ Views presented on the host secretariat are representative of an overwhelming majority of the SEM network.

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Call to Action



Under CBDR principals, governments must deliver at COP28 in Dubai with the swift operationalization of a stand-alone Loss and Damage Fund that is new, adequate, predictable, accessible, and reflects the needs.

All of Society Approach and Critical Linkages Between DRR and Climate Action

The UNFCCC and its parties must place a strong emphasis on their commitment to fostering an all of society approach to the climate crisis. We are committed to ensuring that the most marginalized groups, including but not limited to women, girls, persons with disabilities, persons without digital skills and access, children and youth, migrants, farmers, and displaced persons, are explicitly included and meaningfully participate, also in leadership roles, in all climate adaptation and resilience efforts within the UNFCCC. Collaboration is central to this policy stance and addressing the complex challenges of climate change requires concerted effort across the nine constituency groups and beyond. Furthermore, we underscore the need for strong coherence between UN agencies. The UN system and governments must recognize the inseparable link between disaster risk reduction and climate action, integrating the former seamlessly into their broader climate strategies.

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Governments and the UN system must meaningfully commit to an all of society approach that includes disaster risk reduction. They should equitably include civil society in negotiation space by continuing to allow their full and uninhibited participation.



The Stakeholder Engagement Mechanism (SEM) will remain steadfast in its commitment to active participation in the UNFCCC process. With an unwavering dedication to promoting an all-of-society approach, SEM continues to champion the inclusion of non-state stakeholders, ensuring that the decisions made within the UNFCCC framework are reflective of the collective wisdom and perspectives of all relevant stakeholders.

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At COP28, we need to fast-track progress on climate justice, including actions to avert, minimize and address loss and damage, implement Early Warnings for All (EW4All), and deliver on reforms of the international climate finance architecture. We have the tools at our disposal but need greater political will and financing to meet the scale of the emergency.

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