

# Climate Change Policy Brief

Synergies in monitoring the implementation of the Paris Agreement, the SDGs and the Sendai Framework

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## This policy brief ...

Opportunities and limits of connecting the monitoring of the implementation of the Paris Agreement, the Sustainable Development Goals (SDGs) and the Sendai Framework for Disaster Risk Reduction are explored. The policy brief provides recommendations for complementary national and global monitoring and reporting towards their objectives in regard to adaptation to climate change.

## Monitoring the national implementation of Agenda 2030, the Paris Agreement and the Sendai Framework offers synergies by enhancing complementarity

In 2015, three major international agreements with high relevance for climate change, disaster risk reduction and sustainable development were adopted. Each includes provisions to regularly monitor progress towards achieving its objectives. They also acknowledge the interconnectedness of their policy domains. As their global monitoring frameworks are taking shape and countries begin to develop respective national monitoring and reporting systems, opportunities arise to exploit synergies and foster coherent implementation.<sup>1</sup> Specifically, data sources, indicators and institutional arrangements may be shared to reduce the reporting burden, particularly for least developed countries. Several countries like Cambodia, the Philippines and Finland are already exploring the linkages between monitoring adaptation progress and SDG achievements. Nevertheless, being closely related but also distinct, the specific content of the three agreements and the subsequent differences in their monitoring provisions need to be considered. For example, under the Paris Agreement countries are setting nationally determined contributions (NDCs) whose achievement cannot be monitored by the narrow set of global SDG indicators on climate. Also, the Sendai Framework does not only deal with climate-related hazards, so its indicators have to measure progress with respect to a broader set of risks. Hence, countries should seek opportunities to connect the monitoring of the three agreements without expecting they could substitute each other.

## Adaptation, disaster risk reduction and sustainable development are closely linked

Three important agreements shaping the global response to climate change and sustainable development were adopted in 2015: the Paris Agreement, the Sendai Framework for Disaster Risk Reduction (SFDRR) and the

Agenda 2030 including the SDGs. Each of them acknowledges the interconnections between addressing climate change, disaster risk reduction, and achieving sustainable development. For instance, the SFDRR states that 'Disasters, many of which are exacerbated by climate change and which are increasing in frequency and intensity, significantly impede progress

towards sustainable development'.<sup>ii</sup> A special report by the IPCC on special events<sup>iii</sup> also emphasizes the relationship between disaster risk reduction (DRR) and climate adaptation. Furthermore, a main difference between the SDGs and their predecessors, the Millennium Development Goals, is the explicit consideration of climate change since most of the goals may not be achieved without tackling climate change.

### Synergies can arise from connecting the monitoring frameworks

Due to their mutual references, this policy brief assesses opportunities of linking the monitoring of the imple-

mentation of the Paris Agreement, the Agenda 2030 including the SDGs and the Sendai Framework. For instance, the SFDRR 'recognizes the unique opportunity to enhance coherence across policies, institutions, goals, indicators and measurement systems'.<sup>iv</sup> Monitoring and reporting of progress towards their objectives will be done at global and national level. A potential advantage of connecting the monitoring and reporting lies in reduced resource requirements arising from sharing data sources, indicators and institutional arrangements. For example, several countries are aligning their national adaptation M&E system with the SDG indicator framework (see box page 3). Synergies on a global scale have been realized by adopting three SFDRR indicators as indicators of SDG goal 13

(Climate Action), so both agreements are already sharing some identical indicators (see table 1).

### Monitoring the implementation of one agreement cannot replace monitoring another

Synergies depend on the similarities and differences between the monitoring frameworks and indicators as explored in table 2. The main difference is that the SDGs and the SFDRR have measurable targets at global level with corresponding indicators. Thus, their global monitoring reports use the same indicators for all countries which may be complemented by national indicators. In contrast the Paris Agreement does not have quan-

**Table 1: Synergies between indicators of the SDGs and the SFDRR**

SDG indicators of Goal 13		SFDRR indicators (selection)	
Shared indicators			
Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population. (SDG 13.1.1/SFDRR A1 & B1)			
Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework. (SDG 13.1.2/SFDRR E1)			
Proportion of local governments that adopt and implement local disaster risk reduction strategies. (SDG 13.1.3/SFDRR E2)			
Related indicators			
Number of countries that have communicated the establishment or operationalization of an integrated policy/strategy/plan which increases their ability to adapt. (13.2.1)		Number of countries that adopt and implement national disaster risk reduction strategies. (E1)	
Mobilized amount of US dollars per year between 2020 and 2025 accountable towards the \$100 billion commitment. (13.a.1)		Total official international support, (official development assistance (ODA) plus other official flows), for national disaster risk reduction actions. (F1)	
Number of LDCs and SIDS that are receiving specialized support, and amount of support, for mechanisms for raising capacities. (13.b.1)		Number of international, regional and bilateral programmes and initiatives for disaster risk reduction-related capacity-building in developing countries. (F7)	
Unrelated indicators			
Number of countries that have integrated mitigation, adaptation, impact reduction and early warning into primary, secondary and tertiary curricula. (13.3.1)		Damage to critical infrastructure attributed to disasters. (D1)	
Number of countries that have communicated the strengthening of capacity-building to implement adaptation, mitigation and technology transfer, and development actions. (13.3.2)		Direct economic loss attributed to disasters in relation to global gross domestic product. (C1)	

**Table 2: Comparison of the monitoring frameworks of the three agreements**

	SDGs (Agenda 2030)	Sendai	Paris Agreement
<b>Objective of the agreement</b>	Contributing to the achievement of sustainable development and serving as a driver for implementation and mainstreaming.	A substantial reduction of disaster risk and losses in lives, livelihoods and health and in economic, physical, social, cultural and environmental assets.	Holding the increase in the global average temperature to well below 2°C and pursuing efforts to limit it to 1.5°C (mitigation); increasing the ability to adapt to the adverse impacts of climate change (adaptation); making finance flows consistent with a pathway towards low GHG emissions and climate-resilient development (Art. 2).
<b>Quantitative goals or targets at global level</b>	Yes, 17 global goals with several targets each. Countries may define additional national targets.	Yes, seven global targets. Countries may define additional national targets.	Yes, for mitigation (well below 2°C and pursuing efforts to 1.5°C). The global goal on adaptation is qualitative. Countries define their own targets (NDCs).
<b>Purpose of monitoring</b>	Measure global progress towards achievement of the SDG goals and targets.	Measure global progress in implementation of the seven Sendai targets.	Global Stocktake: 'assess the collective progress towards achieving the purpose of this Agreement' (Art. 14). Transparency framework: 'Clarity and tracking of progress towards achieving Parties' individual NDCs and Parties' adaptation actions' (Art. 13).
<b>Development of global M&amp;E framework or stocktake</b>	By an 'Inter-Agency and Expert Group on Sustainable Development Goal Indicators', adopted by UN General Assembly.	By an 'open-ended intergovernmental expert working group' comprising experts nominated by States and supported by the UNISDR; adopted by UN General Assembly.	Details of the Global Stocktake are still being negotiated (Art. 14). 'Modalities, procedures and guidelines' for national reporting under the transparency framework (Art. 13) and details of the Adaptation Communications (Art. 7) are still to be agreed upon by the COP; Parties may develop country-specific adaptation M&E systems (Art. 7). <sup>vii</sup>

tified global indicators for adaptation. Monitoring of the NDC adaptation targets will be inherently country-specific. In fact, the cross-cutting and context-specific nature of adaptation makes it difficult to define meaningful quantitative global outcome indicators.<sup>iv</sup>

It should also be noted that despite their close references each agreement has a different rationale and addresses a distinct content. For example, DRR and climate risk management intersect only partially.<sup>vi</sup> Both are only one part of achieving

sustainable development. Accordingly, it should not be assumed that a national SDG progress report with a limited set of indicators will automatically cover the specific targets of the NDCs or of the Sendai Framework.

## Connecting adaptation M&E with SDG indicators: country examples

**Cambodia** has adopted a national climate change M&E framework in 2016 using a twin-track approach of institutional readiness and outcome indicators. It is currently connecting the localization exercise of the SDGs to the M&E framework.<sup>viii</sup> **Finland** is currently developing the M&E system of its National Adaptation Plan and is considering synergies with the monitoring of the SDGs from the start.<sup>ix</sup>

**The Philippines** have developed a results-based monitoring and evaluation system to measure the implementation of the National Climate Change Action Plan of 2011–2028.<sup>x</sup> In 2017 the Philippines have begun to revise the adaptation indicators to contribute as much as possible to SDG reporting. **Thailand** has developed a roadmap for the implementation and tracking of SDG goal 13 which is being considered during the development of the NAP M&E framework.

## Recommendations for the connection of monitoring and reporting

The following recommendations emerging from the analysis of the monitoring provisions of the Paris Agreement, the 2030 Agenda and its SDGs and the Sendai Framework should guide countries:

1. **Reflect adaptation and DRR in national development goals**  
Referencing adaptation and DRR action to national SDGs and related indicators will integrate adaptation and DRR in a coherent development framework and will enhance their effectiveness and significance.
2. **Consider the integration of SDG and Sendai indicators into country-specific adaptation M&E systems.** National efforts to monitor progress on adaptation<sup>xi</sup> should connect with efforts for SDG and SFDRR monitoring to enhance synergies for data compilation for the respective reporting channels.
3. **Consider information from country-specific adaptation M&E systems for national reporting on SDGs and SFDRR.** Apart from the global indicators countries are encouraged to add relevant na-

tional indicators and information to their SDG and SFDRR progress reporting. National adaptation M&E systems which have already been developed by more than 40 countries can provide relevant information.<sup>xii</sup>

4. **Look beyond SDG 13 (Climate action).** Climate change and resilience feature in multiple SDGs including on poverty reduction (goal 1), end hunger (2), sustainable water management (6), energy access (7) and resilient cities (11). Accordingly, relevant data and indicators could be found under any of these themes and not just those of goal 13 (table 1).
5. **Utilize the political visibility of the SDGs to advance adaptation M&E.** Developing countries are familiar with the Millennium Development Goals and the SDGs likewise enjoy a high political visibility. Connecting adaptation M&E to the SDG monitoring could therefore enhance buy-in and help overcome the perception of adaptation M&E as stand-alone exercise.
6. **Foster coherence, avoid substitution.** Each of the three agreements has distinct goals which require targeted indicators. It is therefore not feasible to measure national progress on adaptation through

the global SDG indicators. Seeking synergy should not be mistaken for substituting one with another.

7. **Utilize SDG and SFDRR information sources for the Global Stocktake.** The Global Stocktake under the Paris Agreement should explore the relevance of information provided from SDG and SFDRR monitoring in order to broaden the sources of information.

Considering these recommendations will help countries to identify synergies and opportunities in linking their monitoring and reporting procedures for the three agreements. Much can be gained from better connecting these policy domains including a more efficient use of resources. A realistic assessment of the commonalities and differences of the monitoring provisions and their evolving M&E frameworks should also help avoiding the pitfall that a single set of indicators (e.g. from the SDGs) could monitor all three agreements to a sufficient depth. Due to the NDCs being defined by each country, the Paris Agreement will continue to require information on country-specific adaptation achievements to determine progress towards its objectives.



**An online platform to support adaptation to climate change:** AdaptationCommunity.net offers insights into different topics:

- Mainstreaming & NAP
- Climate Information & Services

- Vulnerability and Climate Risk Assessments
- Loss & Damage
- Ecosystem-based Adaptation
- Monitoring & Evaluation
- Private Sector Adaptation

Publications, tools and videos on climate change adaptation are available. Detailed information on the training courses 'NAP country-level training' and 'Adaptation monitoring and evaluation (M&E)' can also be found online as well as a tool to analyse the adaptation components of NDCs. AdaptationCommunity.net is continuously expanding its resources and offering regular webinars to provide users with the latest information, country experiences and adaptation tools.





## Endnotes

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- ix. GIZ (2017). Finland: Developing an M&E system for the National Adaptation Plan.
- x. Climate Change Commission of the Philippines (2016): Results-based Monitoring & Evaluation System of the National Climate Change Action Plan.
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- xii. Leiter, T. (2017). Country-specific assessments of adaptation progress. In: UN Environment: Adaptation Gap Report 2017.
- xiii. GIZ (2016). [Adaptation M&E Toolbox](#). Available at [www.AdaptationCommunity.net](http://www.AdaptationCommunity.net) under Monitoring & Evaluation
- xiv. Detailed factsheets of national adaptation M&E systems are available at [www.AdaptationCommunity.net](http://www.AdaptationCommunity.net) under [national-level M&E](#)

## About the GIZ Project ‘Effective Adaptation Finance – M&E Adapt’

The GIZ project ‘Effective Adaptation Finance – M&E Adapt’ has developed the **Adaptation M&E Toolbox** which includes innovative methods and approaches for the assessment of adaptation actions at national and local level.<sup>xiii</sup> On behalf of the Federal Ministry for Economic Cooperation and Development (BMZ), the project supports developing countries in the design and operationalization of national adaptation M&E systems. It also facilitates learning through international exchange and capacity building.

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