

# GLOBAL SYNTHESIS REPORT ON LAW AND POLICIES FOR CLIMATE RESILIENCE



ENHANCING NORMATIVE INTEGRATION BETWEEN CLIMATE  
CHANGE ADAPTATION AND DISASTER RISK REDUCTION

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# **Global Synthesis Report on Law and Policies for Climate Resilience**

Enhancing normative integration between climate  
change adaptation and disaster risk reduction

July 2021

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# ACRONYMS

<b>AADMER</b>	Agreement on Disaster Management and Emergency Response
<b>ASEAN</b>	Association of South-East Asian Nations
<b>CARICOM</b>	Caribbean Community
<b>CCA</b>	Climate change adaptation
<b>CDEMA</b>	Caribbean Disaster Emergency Management Agency
<b>CEDAW</b>	Committee on the Elimination of Discrimination against Women
<b>CIDP</b>	County Integrated Development Plans
<b>CREAD</b>	Climate Resilience Execution Agency (Dominica)
<b>CRRP</b>	Climate Resilience and Recovery Plan (Dominica)
<b>CSOs</b>	Civil society organisations
<b>DRM</b>	Disaster Risk Management
<b>DRR</b>	Disaster risk reduction
<b>EbA</b>	Ecosystem-based adaptation
<b>EWS</b>	Early Warning System
<b>FRDP</b>	Framework for Resilient Development in the Pacific
<b>IFRC</b>	International Federation of Red Cross and Red Crescent Societies
<b>ILC</b>	International Law Commission (UN)
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>IUCN</b>	International Union for Conservation of Nature
<b>JNAPs</b>	Joint National Action Plans (Pacific)
<b>KIs</b>	Key informants
<b>LGUs</b>	Local Government Units (Philippines)
<b>MTPs</b>	Medium-Term Plans (Kenya)
<b>NAPs</b>	National Adaptation Plans
<b>Nbs</b>	Nature-based solutions
<b>NCCCC</b>	National Climate Change Coordination Committee (Fiji)
<b>NRDS</b>	National Resilience Development Strategy 2030 (Dominica)
<b>NSS</b>	National Spatial Strategy (Philippines)
<b>OECD</b>	Organisation for Economic and Co-operation and Development
<b>PICs</b>	Pacific Island Countries
<b>SDGs</b>	Sustainable Development Goals
<b>UCC</b>	University College Cork
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Program
<b>UNDRR</b>	United Nations Office for Disaster Risk Reduction (formerly UNISDR)
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change

# DEFINITIONS

**Climate change adaptation** – The process of adjustment to actual or expected climate and its effects. In human systems, adaptation seeks to moderate or avoid harm or exploit beneficial opportunities. In some natural systems, human intervention may facilitate adjustment to expected climate change and its effects (IPCC, 2012).

**Climate resilience** – The ability of a system, community or society exposed to climate-related hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of such hazards in a sustainable and efficient manner, including through the preservation and restoration of its essential basic structures and functions through disaster risk management (based on [UNDRR, 2016](#)). In the present Report, the formula 'law and policies relevant to climate resilience' includes those laws and policies coherently (but not necessarily equally) relating CCA, DRR and sustainable development.

**Disaster** – A serious disruption of the functioning of a community that exceeds its capacity to cope using its own resources. There are many potential causes of such disruption, including natural and technological hazards, industrial accidents, mass movements of populations and infectious and contagious diseases, as well as various factors that influence the exposure and vulnerability of communities ([IFRC, 2019](#)).

**Disaster risk management** – The organisation, planning and application of measures preparing for, responding to and recovering from disasters ([IFRC, 2019](#)).

**Disaster risk reduction** – Measures aimed at preventing new and reducing existing disaster risk ([IFRC, 2019](#)).

**Ecosystem-based adaptation** – The use of biodiversity and ecosystem services as part of an overall adaptation strategy to help people to adapt to the adverse effects of climate change ([CBD, 2009](#)).

**Ecosystem-based disaster risk reduction** – The sustainable management, conservation and restoration of ecosystems to reduce disaster risk, with the aim of achieving sustainable and resilient development ([Estrella and Saalismaa, 2013](#)).

**Exposure** – The situation of people, infrastructure, housing, production capacities and other tangible human assets located in hazard-prone areas. Measures of exposure can include the number of people or types of assets in an area. These can be combined with the specific vulnerability and capacity of the exposed elements to any particular hazard to estimate the quantitative risks associated with that hazard in the area of interest ([UNDRR, no date](#)).

**Nature-based solutions** – Actions to protect, sustainably manage, and restore natural or modified ecosystems, that address societal challenges effectively and adaptively, simultaneously providing human well-being and biodiversity benefits ([IUCN, 2016](#)). They include *ecosystem-based disaster risk reduction and ecosystem-based adaptation* (see separate definitions).

**Sustainability** – Achieving a balance between environmental, social and economic demands. Sustainable development refers to development that meets the needs of the present without compromising the ability of future generations to meet their own needs ([World Commission on Environment and Development, 1987](#)).

**Extreme climatological events** – Events which are rare for the place where they occur and appear in the top or bottom of the range (in terms of temperature, wind speed, volume of rain and so on) observed for that location. Not all extreme events will lead to a disaster, as this will depend on a variety of factors including location, levels of exposure and vulnerability of the people in the affected area, and whether it occurs simultaneously with other shocks or hazards ([IPCC, 2012](#)).

**Vulnerability** – The propensity or predisposition to be adversely affected [which encompasses] a variety of concepts and elements including sensitivity or susceptibility to harm and lack of capacity to cope and adapt (IPCC, 2014); or the conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards ([UNDRR, no date](#)).

# SUMMARY OF RECOMMENDATIONS ON LAW AND POLICIES FOR CLIMATE RESILIENCE



## **Improve Normative Integration and Institutional Harmonisation Across Governance Sectors**

National authorities should make decisions designed to have a long-term impact on their governance model for climate change adaptation (CCA) and disaster risk reduction (DRR), including the adoption of more integrated laws, strategies and plans that can enhance the efficiency, effectiveness and long-term benefits of climate resilience strategies. Stronger and more stable coordination between different ministries, agencies and stakeholders respectively engaged in CCA, DRR and development activities should also be ensured (e.g. through joint responsibilities and cross-cutting administrative procedures).



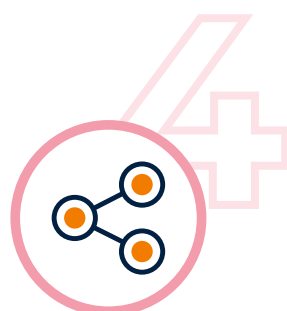
## **Develop Mechanisms to Assess Implementation and Align the Timing for Reviews and Updates**

Laws and policies on (or with relevance for) CCA and/or DRR should incorporate the same timelines for the accomplishment of their objectives and similar deadlines for their review and update. In order to favour their alignment, CCA and DRR legislation and policies should establish and favour the application of combined monitoring and implementation mechanisms for assessing progress in the two sectors, and consider other sources from different sectors with relevance to ensure a comprehensive legislative and policy review process.



## **Ensure a Consistent Allocation of Resources for Integrated Risk Assessments and CCA-DRR Mainstreaming at All Levels**

Laws and policies relevant to climate resilience (see [Definitions](#)) should make institutions responsible for budget allocation (e.g. ministries of finance and/or economic development) directly part of CCA-DRR mainstreaming efforts. Multiple funding mechanisms should be considered to improve access to different sources and opportunities, as monetary resources for integrated strategies can also come from international actors (multilateral and regional funds) or private donors. A flexible allocation to both specific activities and more long-term strategies should be considered, including the “vertical” distribution of resources across different levels of governance.



## **Favour Normative Alignment with the International and Regional Levels**

To successfully achieve such a holistic approach and more concerted action, national decision-makers should align domestic legislation and policies with the intersecting commitments taken internationally, namely, through the Paris Agreement, the Sendai Framework for Disaster Risk Reduction 2015–2030, and the UN Agenda 2030 - SDGs. Relevant regional instruments like the ‘Framework for Resilient Development in the Pacific’ (FRDP) or the ‘Caribbean Pathway for Disaster Resilience’ should also be considered.





**Integrate CCA-DRR law and policies with Sustainable Development and Poverty Reduction Policies that 'Leave No one Behind'** National institutions should put in place effective, equitable and inclusive governance mechanisms addressing the condition of the poorest and most marginalised sectors of the population. These mechanisms should be supported by legal, regulatory, and budgetary instruments that favour sustainable development in conjunction with climate resilience.



**Address Specific Vulnerabilities, Gender Mainstreaming and Social Inclusivity** A comprehensive and in-depth understanding of connections between specific vulnerabilities and exposure to extreme climatological events should inform any risk governance system. Domestic authorities should consider how law and policy improvements for CCA and/or DRR can contribute to the reduction of 'specific vulnerabilities', i.e. those situations in which the potential impact of a hazard on the physical and psychological integrity of the affected people, as well as on their human rights, well-being and socio-economic status, are further aggravated by pre-existing individual conditions and/or factors.



**Ensure Effective and Localised Implementation through Community Engagement** Laws and policies relevant to climate resilience should be adaptable and pertinent to localised needs and ensure their acceptability by beneficiaries and local stakeholders. Effective community engagement is therefore instrumental and should build on transparent consultations with citizens (including vulnerable groups and hard-to-reach populations), as well as with the widest array of other stakeholders (including National Red Cross or Red Crescent Societies, relevant CSOs, academia, and the private sector).



**Build on the Opportunities Provided by Nature and Ecosystems** The protection of natural resources is one of the founding elements of any sustainable system of governance, and therefore one of the substrates on which law and policies in relevant sectors are built. Accordingly, the centrality of ecosystems and the improvement of environmental practices should represent a distinctive feature of law and policies relevant to climate resilience. To utilise sustainably the natural environment and its assets to manage climate and disaster risks in a specific context, while recognising its potential future economic, social and cultural value, is therefore key.



# INTRODUCTION

## A. Context: A Call for Coherence

The increasing frequency, severity and unpredictability of extreme climatological events, driven by global warming, is leading to increased impacts on vulnerable people for a wide range of States and communities around the world. There is therefore a need for us all to adapt to our changing climate. The basic connections between climate change adaptation (CCA) and disaster risk reduction (DRR) are at the core of any effort to enhance 'climate resilience' (see [Definitions](#), above). Indeed, the two sectors have partly overlapping goals, namely the reduction of losses due to weather and climate-related hazards (including both slow-onset and sudden events) and the reduction of risks and vulnerabilities in at-risk communities. It is of no surprise, then, if the urgency of greater CCA-DRR coherence has been increasingly reflected in the most relevant instruments, resolutions and reports adopted at the international level in the last few years.<sup>1</sup>

Broadly speaking, a holistic risk management approach for both States and non-State actors in these fields should ensure complementarity between decisions undertaken as part of each agenda, namely through efforts to reduce those actions that contribute to one set of goals, but undermine the another.<sup>2</sup> In this sense, greater climate resilience can be obtained in domestic systems by means of the adoption of more integrated laws and policies aimed at reducing gaps and mismatches between CCA and DRR objectives and related practices. For instance, as recommended by IFRC Disaster Law in 2015<sup>3</sup>, DRR-related pieces of legislation should build on the consideration of near-term climate change scenarios and enable conditions for transformative adaptation that benefit those most at risk and most in need.

This goal can be envisaged and facilitated by high-level policy dialogue and stakeholders coordination in both sectors. The [Risk-informed Early Action Partnership \(REAP\)](#), launched at the UN Climate Action Summit in September 2019, provides an interesting model in this regard, creating connections between an unprecedented range of stakeholders across the climate, humanitarian, and development communities. With the aim of making one billion people safer from disaster by 2025, the REAP's first Target is to have 50 countries with reviewed and integrated crisis/disaster risk management and climate adaptation laws, policies and plans to ensure that they reduce climate change impacts and exposure on people and the environment.

However, to be effectively transposed at the country level, such initiatives should not simply focus on the development of models designed on the basis of a one-size-fits-all approach. On the contrary, they should build on the analysis of existing capacities and mechanisms, and a certain level of flexibility should characterise the national and sub-national elaboration of new governance models which target different systems of risks, vulnerabilities and ecosystems.

## B. Research Background

Despite growing awareness and interest in tackling climate change, strengthening climate resilience still appears as one of the most significant and challenging goals of the 'Post-2015 [global agenda on Climate Risk Governance](#)'. Comparative analysis of [previous literature on the subject](#) generally suggests that the objective of achieving in-country integrated and sustainable institutional settings largely depends on the adoption of legal and policy tools. The introduction or reform of legislation by States is expected to contribute to climate resilience by enabling enhanced coordination and communication between all stakeholders, reducing duplications, optimising resources and improving effectiveness.

However, the current literature does not provide guidance on specific normative models and standards to be followed, nor empirical findings on the impact of more coherent legislation or policies relevant to climate resilience (see [Definitions](#)). This called for further research to better define the role of law and policy on this subject and identify potential recommendations for key improvements in this field. Hence, IFRC Disaster Law and the UCC School of Law conducted empirical case studies in four selected countries/regions across the globe where normative improvements are underway (see Methodology and Structure, below).<sup>4</sup> Based on country-level research in Fiji, the Philippines, Dominica and Kenya, this research was instrumental to the identification of successful practices and/or main challenges in the adoption of governance mechanisms that strengthen resilience capacities and reduce vulnerabilities of the most at-risk.<sup>5</sup> Useful findings also derive from the legal mapping carried out as part of [The Nature Conservancy-IFRC project on 'Resilient Islands'](#), aimed at helping Caribbean islands (Dominican Republic, Grenada, and Jamaica) cope with the impacts of climate change by promoting the use of ecosystem-based strategies to reduce risks.

The research findings do not make prescriptive normative claims about what degree or type of integration is preferable, or identify a single, ideal normative model. On the contrary, based on the current situation across a range of countries and the identification of good regulatory practice representing useful models of reference, they provide the basis for a set of recommendations on how a more integrated approach can be applied in different national and subnational contexts. Balancing any future attempt to update laws and policies dealing with climate-related risks to the actual political, social and economic priorities of governments is and will remain crucial. Still, the utmost consideration of involving communities and individuals through more participatory approaches stands as one of the most relevant conditions.

## C. Supporting Guidance on Best Practice

Over the last few years, IFRC Disaster Law has received many requests from National Red Cross and Red Crescent Societies to aid them in providing technical assistance to their authorities to develop laws relating to climate-smart disaster risk management. Bearing in mind the need to link research practice with concrete normative frameworks, one of the main goals of the present report is the development and dissemination of recommendations for law and policymakers. This approach is in line with other disaster law outputs produced by the IFRC in recent years.

In 2012, the IFRC and the United Nations Development Programme (UNDP) embarked on a joint initiative to study and develop guidance on laws relating to disaster risk reduction (DRR). In October 2015, they released the final version of ['The Checklist on Law and Disaster Risk Reduction'](#) (the DRR Checklist), along with the ['Handbook on Law and Disaster Risk Reduction'](#) which provides detailed guidance on how to answer the Checklist questions. The DRR Checklist was informed by a multi-country report on the DRR-related legislation of 31 countries, and extensive consultations on a pilot version of the DRR Checklist.<sup>6</sup> Also, the IFRC ['Checklist on Law and Disaster Preparedness and Response'](#) launched in 2019, and based on a related [Multi-Country Synthesis Report](#), mentions the need take into consideration evolving risks due to climate change and to enhance coordination among different governmental agencies.

These existing guidance documents aim to foster a more integrated approach to DRR for States by incorporating climate change and sustainable development considerations into reviews of national legislation, and to highlight the need to ensure that links are established between DRR law and policy with climate change-related legislation and institutions. They do not, however, address these aspects in detail, nor extensively identify evidence-based regulatory patterns and models to be followed. In 2019, in order to fill this gap, IFRC and University College Cork (UCC) embarked on a project to develop a specific advocacy tool providing a list of recommendations about how to develop law and policy to address those issues.<sup>7</sup>

This is in line with prior resolutions on disaster law adopted by the International Conference of the Red Cross and Red Crescent Movement.<sup>8</sup> The need to deal with the humanitarian consequences of climate change was reiterated and expanded upon at the 33rd International Conference (Geneva, December 2019). On

that occasion, through the adoption of Resolution 7 on ‘Disaster laws and policies that leave no one behind’ (33IC/19/R7), the States parties to the Geneva Conventions and components of the Red Cross Red Crescent Movement (RCRC Movement) acknowledged the need to “ensure an integrated approach to disaster risk management and adaptation to climate change” in domestic disaster laws, policies, strategies and plans.<sup>9</sup>

The Resolution is aimed at strengthening the links between humanitarian, development and climate change adaptation efforts, to reduce disaster and climate risks and to enhance resilience. By adopting this Resolution, States and the components of the RCRC Movement acknowledged the interlinked nature of and need for coherence between the policy and institutional frameworks addressing these topics, such as set out in the Intergovernmental Panel on Climate Change (IPCC) Special Report on the impacts of global warming of 1.5°C of 2018; the UN 2030 Agenda for Sustainable Development; the Sendai Framework for Disaster Risk Reduction 2015–2030; the UN Framework Convention on Climate Change (UNFCCC) and the Paris Agreement (2015).

## **D. Methodology and Structure**

The research project underpinning this Report commenced with a ‘Literature Review on Aligning Climate Change Adaptation (CCA) and Disaster Risk Reduction (DRR)’ which consolidated knowledge on the topic from existing research and other materials. This was followed by four country case studies from different continents analysing domestic laws and policies relevant to climate resilience, each of which focussed on specific aspects informing regulatory coherence.

The four countries/region selected for the research were Fiji/Pacific Island Countries; the Philippines; Dominica and Kenya. Following a series of catastrophic events hitting their territories in the recent past, all these countries have reformed their institutional and normative systems in order to pursue a holistic approach to disaster and climate resilience. The countries belong to geographic regions/areas which are among the most exposed to climate- and weather-related hazards in the world and also represent different profiles regarding their demographic, institutional and economic development characteristics. Each country report concludes with a list of ‘suggested improvements’ that provides guidance about how to develop domestic disaster law and policy with regards to climate resilience.

The study used a combination of desk-based analysis and empirical research conducted in the region through qualitative techniques, mainly interviews with key-informants (KIs). KIs included intergovernmental and governmental officials (e.g. National Disaster Management Agency staff members); IFRC and National Red Cross/Red Crescent Societies DRR/DRM staff; representatives of civil society organisations/associations active in relevant sectors or representing vulnerable/marginalised groups; and academics with relevant expertise. These research participants provided informed insights and evaluations of regional and national normative processes, while also assessing the actual impact of relevant normative tools at different levels and the inclusion and consideration of vulnerable groups in the decision-making processes.

Building on this rich research material, the present Report contains eight thematic sections, each of which addresses a specific issue necessary to improve the normative structures for climate resilience. Drawing on the four country case studies, each section provides evidence on how these issues are currently addressed by domestic law in the sample countries, as well as examples of good practice. While some of the findings from the four case studies are country-specific, many of the findings are of relevance, and reproducible, more generally. This Global Synthesis Report, therefore, provides a tool for legal advocacy and technical assistance to ‘domestic decision-makers’, here intended as shorthand for any government or non-governmental actor that is involved in domestic law and policy-making processes.

# RECOMMENDATIONS

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**1. Improve Normative Integration and Institutional Harmonisation Across Governance Sectors**

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**3. Ensure a Consistent Allocation of Resources for Integrated Risk Assessments and CCA-DRR Mainstreaming at All Levels**

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**6. Address Specific Vulnerabilities, Gender Mainstreaming and Social Inclusivity**

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## Improve Normative Integration and Institutional Harmonisation Across Governance Sectors



The link between climate change adaptation (CCA) and disaster risk reduction (DRR) has become abundantly clear in the last two decades, showing the need for greater coherence between the two sectors. Against these developments, countries have to make decisions designed to have a long-term impact including the adoption of laws, strategies and plans.

These instruments should stimulate national coordination between different ministries, agencies and stakeholders respectively engaged in CCA, DRR and development activities, setting the stage for joint responsibilities and cross-cutting administrative procedures, and clearly identify respective roles, responsibilities and targets. On this point, it is generally agreed that the full integration of CCA and DRR agendas into a single body or institution is not necessarily the best option and that different 'degrees of coherence' should be envisaged in light of different country and local contexts.<sup>10</sup>

In order for these processes to be accomplished, a constant commitment is required by political leaders, community advocates and norm entrepreneurs to facilitate political momentum toward better integration. This is because more integrated governance across different sectors can enhance the efficiency, effectiveness and long-term benefits of climate resilience strategies. However, the identification of coherent, viable and sustainable models for combining climate adaptation and disaster risk management in domestic law and policies appear to be progressing slowly. Practical measures to speed up this process and strengthen reciprocal synergies include:

- ensuring that new laws and policies relating to CCA and/or DRR expressly link and cross-reference one another and align with respective goals through the identification of common objectives, performance indicators and assessment tools;
- nominating a high-level political/civil servant as the focal point for climate resilience, with relevant ministries establishing a focal point for CCA/DRR that represents the entry point for inter-ministerial coordination;
- ensuring that relevant ministries, departments and governmental agencies at national and sub-national levels review their structures, organisational capacities, and adequacy of resources in order to identify gaps and training needs on technical and/or managerial skills relevant to climate resilience.

## Good Practice

Some of these features have already been introduced in some national legislation systems. In the Philippines, for instance, the Climate Change Act of 2009<sup>11</sup> and the Disaster Risk Reduction and Management Act of 2010<sup>12</sup> include several cross-references. In particular, both pieces of legislation recognise respective areas of focus, highlighting their inherent links and convergent purposes, including the overarching aim to reduce risks and vulnerabilities from natural hazards, and the importance of localised implementation.

As another example, the Kiribati Joint Implementation Plan of 2019, contains a detailed “action matrix” that sets the scene for legislative reforms, and also pinpoints a set of performance indicators (e.g. “[i]ncreased percentage of policies, strategies, legislation, Ministry Strategic Plans and Ministry Operational Plans that have provisions for reducing climate change and disaster risks”) and also points out which responsible agencies, support agencies and development partners have to be involved in the update and review process.<sup>13</sup> Similarly, the National Resilience Development Strategy 2030 (NRDS) adopted by Dominica in 2018 includes an annex entitled ‘Dominica’s Resilient Development Results Monitoring Matrix’ that specifies 43 ‘objectives’, their corresponding qualitative and quantitative outcomes, and specific indicators to consider for assessing their accomplishment.<sup>14</sup>

“Horizontal integration”, is described in the Fijian NAP as one of its fundamental premises, and presented as a means to tackle such barriers and make more efficient and effective use of financial and human resources. Accordingly, an entire part of the Fijian (Draft) Climate Change Bill (2019) is aimed at defining the powers and duties of ministers and Heads of Divisions to ensure overall consistency across governmental structures.<sup>15</sup> In his or her implementation and enforcement role, the Minister responsible for climate change would be assisted by a Head of Division to whom all other state entities are urged to provide support through the appointment of focal points in each government Ministry, in accordance with the intent expressed in the NCCP to mainstream climate change into decision-making and policy.<sup>16</sup>

The Bill also regulates the creation of the National Climate Change Coordination Committee (NCCCC), composed of nominated Permanent Secretaries. The Committee, which would meet regularly in conjunction with the National Security Council and National Environment Council, is entrusted with the creation, implementation and monitoring of cross-cutting policies for mainstreaming climate change into the activity of other ministries and local governments, thereby supporting the harmonisation of the entire legal and policy framework.

High-level coordination has also been one of the distinctive features of the Philippines’ system, most recently embodied by the 2017 reorganisation of a pre-existing cross-departmental body into a Cabinet Cluster on Climate Change Adaptation, Mitigation and Disaster Risk Reduction.<sup>17</sup> An even more integrated model is that of the Dominican Climate Resilience Execution Agency (CREAD), established by the Climate Resilience Act 2018, a specialised execution body in charge of integrating climate resilience into Dominica’s economic development activities (See [Box 1](#)).

Of note, the objective of strengthening coordination networks and institutions should be pursued according to the specificities of the particular institutional context (e.g. considering the size and type of public systems, administrative structures as well as social and economic development levels). Ministries/agencies responsible for the development and implementation of NAPs and National DRR platforms would logically play a key role in this, as demonstrated by the adoption of joint national action plans (JNAPs), which incorporate both CCA and DRM in a single framework, by some countries in the Asia-Pacific region. The Tongan JNAP2, for instance, aims at strengthening the existing decision-making structures through the arrangement of capacity building and training programmes and the recruitment of monitoring, evaluation and learning officers and staff.<sup>18</sup>



## Box 1: The Dominican Climate Resilience Execution Agency (CREAD)

A Climate Resilience Act was developed by the Dominican government and adopted unanimously by the Parliament in December 2018. Defined as the first of its kind globally, this legal instrument aims at promoting not only a “swift and cost-effective recovery of Dominica from climate-related disasters” but also to “disaster-proof” all aspects of public and private life (Art. 3 ‘Objectives’). In concrete terms, such a goal is expected to be obtained by ensuring that any kind of infrastructure damaged or destroyed during a climate-related disaster is reconstructed or restored “to a state that is better than before”, and to better equip public and private sectors and civil society to manage the risk and recover from the event, avoiding duplication and maximising available resources, including through a reduction of critical gaps in funding.

The accomplishment of these ambitious objectives is mainly envisaged by the Act through major improvements in terms of public service institutions, including through the creation of a Climate Resilience Executing Agency (CREAD). This is the specialised execution body in charge of integrating climate resilience into Dominica’s infrastructure development, capital projects, reconstruction activities as well as in all government plans and policies including in the energy, food production and transport sectors. In line with the overall direction provided by a Climate Resilience Policy Board, the centralised political body chaired by the Prime Minister, CREAD’s functions mainly concern: the execution of projects (i.e. their prioritisation, acceleration and sequencing, also through the expedition of granting of approvals, permits and licences); the optimisation of resources (avoiding duplication, maximisation of economies of scale, identification of critical gaps, via the setting up of a database of present and future needs); monitoring and evaluation of project progress and of their social and economic impacts.

Along these lines, the Agency is designed to act “on a continuous emergency footing”, as the new projects will first be evaluated in its “coordination room” which can decide where they are best delivered (whether from line Ministries, a partnership between CREAD and the donor or by CREAD itself). The Act also stipulates that all the functions mentioned above should be detailed in a dedicated Dominica Climate Resilience and Recovery Plan (CRRP) specifying recovery priorities, targets and goals. Among the main parameters that the Act sets out for the CREAD’s functioning, key importance is given to respecting the basic tenets of good governance and proper management. Indeed, the Agency is required to operate “in accordance with the highest standards of transparency, financial management, accountability and community engagement” (Art. 11.2).





## Develop Mechanisms to Assess Implementation and Align the Timing for Reviews and Updates

Sustainable CCA-DRR integration may take place without a single framework or instrument jointly regulating the two sectors. The parallel advancement of regulations in the two fields is not necessarily a cause of redundancies or duplications and, on the contrary, a holistic management of climate- and disaster-risks can be achieved by means of the adoption of separate but converging laws and policies. This convergence should first be established with regards to the basic definitions and concepts that informs their content (e.g. 'resilience', 'risk' and 'vulnerability').

Along these lines, sectoral regulations on (or with relevance for) CCA and/or DRR should incorporate aligned timelines for the accomplishment of their objectives and similar deadlines for their review and update, thus favouring and cyclically increasing reciprocal synergies against constantly mutating risks. This should be done in line with the advancements made at the international and regional level in terms of international law and policies relevant to climate resilience, as well as with scientific and technical developments. In case the review of laws and policies become particularly urgent before their 'natural expiration', the elaboration of complementary tools and annexes addressing specific topics should be considered.

The identification of aligned 'sunset reviews' for relevant instruments represent a useful counterbalance for discontinuous political leadership due to changes in governments and elected bodies. Political leaders, community advocates and norm entrepreneurs are key in influencing new reform processes in light of short- and long-term changes in risk exposures. Therefore, it is important to preserve general support for such normative initiatives across all political parties and in the upper levels of the civil service. The proactive role played over time by CSOs involved in these fields, with particular regards to National Red Cross and Red Crescent Societies, is also critical. By outlasting changes in political administrations, these organisations can contribute to constant advocacy efforts and to the progressive creation of a technical and institutional 'awareness'.

In order to favour their alignment, CCA and DRR legislation and policies should establish and favour the application of combined monitoring and implementation mechanisms for assessing progress in the two sectors. Such evaluation mechanisms should be aimed at identifying potential flaws and ensuring transparency and accountability. They should be based on the information and data provided by the all levels of governments (e.g. regions, provinces and municipalities) and allow for the consolidation of lessons learned that would promote and inform subsequent decision-making and review of laws.

For this to be obtained, laws and policies relevant to climate resilience should:

- Foresee the same timelines for their mid-term assessment and final ‘sunset review’, thus allowing the reconsideration and alignment of respective goals and implementation mechanisms.
- Include specific indicators or metrics aimed at monitoring and evaluating progress toward achieving combined adaptation and risk reduction goals.
- Consider and align with other sources from different sectors with relevance for any comprehensive legislative review process (e.g. on infrastructures, land use, environment and natural resource management).

## Good practice

In the Philippines, the timeframes of the two main planning instruments (i.e. the National Climate Change Adaptation Plan and National Disaster Risk Reduction and Management Plan) were established in parallel so as to ‘reinforce their convergence’ for the accomplishment of long-term objectives in the period 2011–2028. Also, their short-medium implementation phases have been chosen to coincide with the elections (national and local), thus favouring national leaders and local chief executives in the completion of related activities within their terms.<sup>19</sup>

The National Resilience Development Strategy 2030 (NRDS) adopted by Dominica in 2018 is considered a “living document” to be adjusted and updated every four years “based on annual monitoring and evaluation exercises and data emerging from new studies and surveys”.<sup>20</sup> Similarly, Kenya’s Vision 2030, the long-term development blueprint for the country, is implemented through five-year plans, namely Medium Term Plans (MTPs), which are documents outlining the main policies, legal and institutional reforms in all sectors. Of note, although issues of climate and disaster were not prominently featured in the first and second MTPs, they have been highlighted as stand-alone sectors in the third MTP (2018–2022).<sup>21</sup> The Plans also includes an implementation matrix listing expected output/outcome, performance indicators, implementing agencies and indicative budgets.

As for the comprehensive consideration of different sources, an interesting practice is found in the Fijian Draft Climate Change Bill (2019), which identifies a list of laws that could potentially be affected by or contribute to climate change.<sup>22</sup> The Bill specifies that any decision made under any of these laws must promote and be consistent with achieving the mitigation of and adaptation to the potential impacts of climate change relevant to the decision or action, with reference to integrated risk scenarios and including potential contributions to climate resilience.



## Ensure a Consistent Allocation of Resources for Integrated Risk Assessments and CCA-DRR Mainstreaming at All Levels

Many countries have limited financial capacity to address disaster risks associated with climate change and the few available resources should be optimised through a holistic approach to public expenditure. For this to be realised, laws and policies relevant to climate resilience should make institutions responsible for budget allocation (e.g. ministries of finance and/or economic development) directly part of CCA-DRR mainstreaming efforts. Also, awareness-raising actions on the existence of multiple funding mechanisms – including from international actors (multilateral and regional funds) or private donors – should be considered to improve access to different sources and favour climate-smart financing.<sup>23</sup>

These different sources should be consistently considered and combined by national bodies, thus permitting an effective cost/benefit analysis and a flexible allocation to both specific activities and more long-term strategies. “Vertical” distribution of resources across different levels of governance is also key, especially when institutional responsibilities for climate resilience are shared by national, regional and local administrations. At the higher levels of authority, the attention on economic growth and on immediate humanitarian aid often prevail, affecting the way in which relevant norms and policies are designed, political objectives are framed and implementing programmes are financed. However, the efficiency and effectiveness of a multilevel risk management system can only be guaranteed by regulations of funding lines aimed at supporting CCA-DRR integration from the central government to the lowest level of administration.

Also, as already highlighted in the IFRC Checklist on Law and Disaster Preparedness and Response (Section 4), developing disaster risk knowledge through comprehensive hazard mapping and risk assessments is a vital component of effective and cost-efficient early warning systems (EWSs). Similarly, innovative approaches such as forecast-based financing (FbF) can reduce risks and enhance preparedness and response for climate and weather-related events, and this could be incorporated as part of national adaptation planning.<sup>24</sup> Building on this, law and policies relevant to climate resilience should mandate – and ensure the necessary resources for – the creation of platforms collecting open-access data on hazards and climate information (or ‘climate services’) and make it accessible across governmental bodies and sectoral institutions.

For this to be obtained:

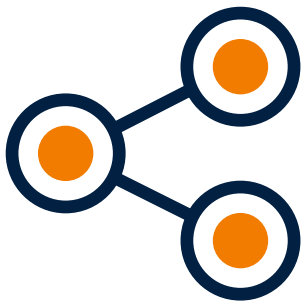
- The Ministry of Economy/Finance/Development should clearly identify expenses for climate resilience in their budgets and coordinate with other ministries/departments for a clear identification of respective expenditures.
- The creation of a single CCA-DRR national climate fund should be considered, thereby facilitating integrated programming and project implementation; the allocation of such funds across different level of administration should be coherently regulated.
- The necessary resources (human, technical and financial) for data collection and sharing for different types of risks, including climate change (e.g. through 'Integrated Risk Scenarios' projecting different type of risks over different time horizons) should be ensured.

## Good Practice

The Fijian Climate Change and International Cooperation Division is directly embedded in the country's Ministry of Economy and tasked with the drafting of the most relevant instruments dealing with climate change, including the 2018 National Adaptation Plan (NAP). The Fijian NAP identified a list of thirteen actions for a comprehensive approach to resource mobilisation and management of finance (including both accumulation and coordination) to support the transition to a climate-resilient economy.<sup>25</sup> Notably, the Plan considers information on climate variability and change, including seasonal and weather forecasts, as a fundamental component of adaptation.<sup>26</sup> Accordingly, the Fijian Draft Climate Change Bill states that the Head of Division, in consultation with the Cabinet Committee on Climate and Disaster Risk and the Fiji Meteorology Service, may build 'integrated risk scenarios' based on the best available scientific knowledge, to be made publicly available online.

An interesting initiative was launched in 2012 by the Philippines government, through legislation establishing the "People's Survival Fund", whose Board is chaired by the Department of Finance.<sup>27</sup> The Fund is aimed at providing financial assistance for implementing projects addressing the impacts of natural hazards and climate change, and also targeted to support local government and communities in their adaptation efforts. Approved projects include climate-resilient agriculture and river ecosystem management.

The main purpose of the Dominica Comprehensive Disaster Management Bill (2019) is to develop, promote and implement an approach to disaster management that is holistic, comprehensive, and integrated, including with regards to climate change. It aims at establishing a Department of Disaster Management, one of whose functions is to encourage the mainstreaming of disaster risk reduction and climate change in development processes including budgeting.<sup>28</sup> The Department is called to develop and maintain a database on disaster related information including climate change and other new and emerging threats, and to ensure access to the database by stakeholders.<sup>29</sup> The Bill also states that every ministry, department of Government, agency and statutory body shall ensure that the available resources with relevance for disaster risk management are provided upon request, as well as all relevant information.<sup>30</sup>



## Favour Normative Alignment with the Regional and International Levels

Climate resilience is a target that cannot be achieved unilaterally. Synergies with both global and regional instruments play an important role in developing new and more harmonised governance systems. To successfully achieve such a holistic approach and more concerted action, national decision-makers should align domestic legislation and policies with the intersecting commitments made internationally, namely through the Paris Agreement (creating binding obligations for States), the Sendai Framework for Disaster Risk Reduction 2015–2030, and the UN Agenda 2030 – SDGs (both including high-level political pledges).<sup>31</sup>

Despite their different legal status, exploring the complementarity between guiding principles, priorities and DRR strategies stemming from the Sendai Framework<sup>32</sup> and duties on climate adaptation mandated by the Paris Agreement<sup>33</sup> would allow for more consistency at both the national and local levels. This would also facilitate the identification of regulatory models and good practices on how the integration of CCA and DRR can be beneficial for the reduction of vulnerabilities, the implementation of international commitments, and the accomplishment of the SDGs.

Of note, in the UN Agenda 2030, the international community acknowledged “the essential role of national parliaments through their enactment of legislation and adoption of budgets and their role in ensuring accountability for the effective implementation of our commitments”.<sup>34</sup> Similarly, States parties to the Geneva Conventions and components of the RCRC Movement participating in the 33rd International Conference of the Red Cross and Red Crescent (Geneva, 2019) acknowledged the need to “ensure an integrated approach to disaster risk management and adaptation to climate change” in domestic disaster laws, policies, strategies and plans.<sup>35</sup>

In most cases, the alignment efforts mentioned above benefit from, and contribute to, peer learning and experience-sharing among countries with similar characteristics. This is also thanks to the work of regional intergovernmental agencies, bodies and fora, which can support the development and replication of good models of governance across the regions, for example by hosting regional initiatives where a shared approach can be built. At the same time, regional organisations often provide the necessary technical expertise to ensure that countries most in need can harmonise their own legislation and meet the requirements and standards established by global instruments.



For this to be realised, laws and policies on (or with relevance for) CCA and/or DRR should clearly refer to – and abide by in the case of the Paris Agreement – relevant international instruments agreed by the country (i.e. agreements, strategies, frameworks). Setting a clear link with their content and principles will contribute to their consistent implementation at the national level and promote harmonisation at the international level.

## Good Practice

The NAPs formally submitted to the UNFCCC Secretariat by Fiji and Kiribati, respectively in 2019 and 2020, are among the few openly linking their content with the SDGs and, in the case of Fiji, also making a clear reference to the implementation of the Sendai Framework.<sup>36</sup> Similarly, the Dominican National Resilience Development Strategy (2018) is openly aligned with the achievement of the SDGs, in which the national vision is described as “encapsulated”.<sup>37</sup> As a result, the budget-setting process and criteria are synchronised to Dominica’s climate resilience targets specified in the 2020 Climate Resilience and Recovery Plan (CRRP), along with SDG-related indicators.<sup>38</sup> Of note, the Plan also establishes a clear connection between its resilience outcomes and the main international frameworks of reference, namely the SDGs and the Sendai Framework for Disaster Risk Reduction 2015–2030.<sup>39</sup>

The Association of South-East Asian Nations (ASEAN), under the aegis of an important regional agreement on disaster management (the 2005 Agreement on disaster management and emergency response - AADMER), also supported intra-regional exchange. The last AADMER Work Programme (2021–2025), contains several references to CCA, including “sub.priority 2.1” which requires that “[e]xisting laws and regulations and best practices on DRR and CCA integration are continuously shared, collected, and published online”.<sup>40</sup> Also, an ASEAN Climate Resilience Network was created as a platform for regional exchange, in particular for sharing information, experiences, and expertise on ‘climate-smart agriculture’.<sup>41</sup>

In the Pacific region, a common approach to climate-related risks has been consolidated by the Framework for Resilient Development in the Pacific (FRDP), illustrated in [Box 2](#). Also, south-south learning and a fruitful sharing of good legislative practice among countries can be noted. As an example, the Fijian draft DRM Bill has been partially inspired by work previously undertaken in Vanuatu and by the Pacific Community and the IFRC in Nauru. Similarly, the Solomon Islands is following closely the experience of Vanuatu on disaster and climate coherence and discussing the issue with the Governments of Samoa and the Cook Islands.<sup>42</sup>

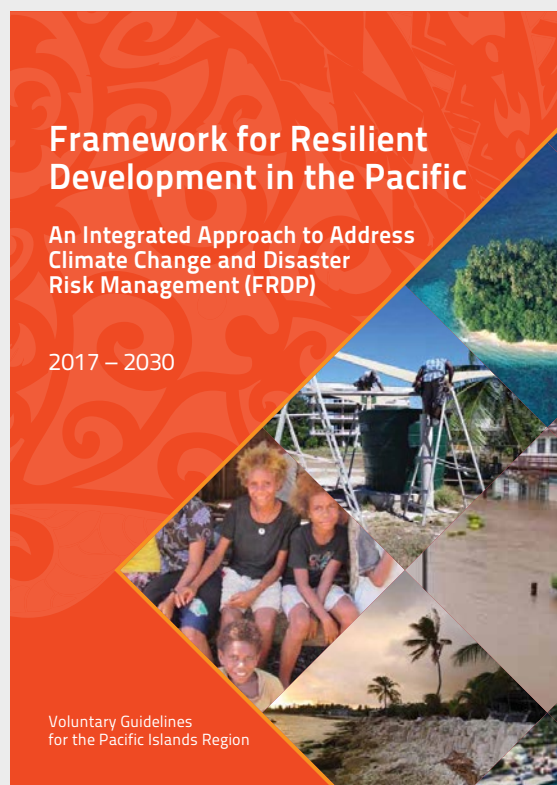
In the Caribbean, the Caribbean Community (CARICOM) plays a key connecting role, not least due to its establishment of a set of “ambitious but achievable” core targets and indicators to support the monitoring of the 17 SDGs in the region.<sup>43</sup> Such “regionalised” indicators are meant to be mainstreamed in national and sub-national development frameworks and are also used for reporting progress on Dominica’s Climate Resilience and Recovery Plan. Additionally, a ‘Caribbean Pathway for Disaster Resilience’ was adopted in 2018 by the region’s Heads of Government with the support of both the CARICOM and the Caribbean Disaster Emergency Management Agency (CDEMA).<sup>44</sup> This document, which consolidates the aspiration of the Caribbean countries to share the same view concerning common climate threats, also led to a common understanding of “what resilience looks like” in the region and provided the associated metrics to track relevant progress in this field.

## Box 2: The Framework for Resilient Development in the Pacific: An Integrated Approach to Address Climate Change and Disaster Risk Management (FRDP) 2017–2030

The 'Framework for Resilient Development in the Pacific: An Integrated Approach to Address Climate Change and Disaster Risk Management (FRDP)' is the most relevant regional policy informing the CCA-DRR integration discourse in the Pacific. The main aim of the FRDP is to build resilience to climate change and disasters in the Pacific Islands region, placing sustainable development "front and centre". It results from an "[e]xtensive and inclusive engagement process with stakeholders, from national and communities to regional and international levels" (at 1). This bottom-up approach is reflected in the way the Framework fully embraces the role of the private sector, civil society and local communities, setting out respective roles on how best to harmonise actions towards effective climate change and disaster risk management.

Interestingly, in terms of law and policy mechanisms for CCA-DRR coherence, the FRDP considers not only the losses due to major, extreme events but also the accumulated impact of low-intensity small size events, the effect of which is more diluted but no less destructive in the medium-long term. Against these hazards, the document addresses the need of Pacific Island Countries and how best to optimise available (and often limited) resources, aiming at more effective strategies and planning, and more efficient implementation activities. The document is "non-political" in the sense that it does not bind PICs regarding their position in international negotiations. Despite the emphasis on the uniqueness of the Pacific Islands region, the FRDP acknowledges itself as a pioneering example and model for other regions.

The operational impact of the document described as a "guideline for voluntary action", is subsumed in a non-exhaustive array of 'priority actions', including for CCA-DRR coherence (Goal 1). On this point, it is recognised that "[s]ome actions may be better implemented at the regional level and some would need to be further articulated at the national level to suit the specific context, priorities and needs of each individual [country]" (at 4). This suggests a certain level of flexibility and openness to further adjustments in the incorporation of suggested measures at the domestic level. However, references to national planning and policy-making are far more common than those to legislative improvements and, in dealing with the implementing methods, the document limits them to "national and sectoral policies and plans". No specific references are made to the provision of technical assistance to parliamentarians and law-makers and/or facilitating the sharing of good normative practices. On this point, the establishment of a Technical Working Group on Risk Governance in partnership with the Pacific Island Forum Secretariat and IFRC, having a specific focus on climate-smart DRM legislation, is an important starting point, in particular due to the wide participation by member States (IFRC, at 27).





## Integrate CCA-DRR Law and Policies with Sustainable Development and Poverty Reduction Policies that ‘Leave No one Behind’



The interlinkages between climate resilience, sustainable development and poverty reduction policies are evidenced by data.<sup>45</sup> Moreover, it is generally acknowledged that the poorest and most marginalised sectors of the population are often more adversely affected by extreme climatological events.<sup>46</sup> Hence, national institutions are required to put in place effective, equitable and inclusive governance mechanisms supported by legal, regulatory, and budgetary instruments that favour sustainable development in conjunction with climate resilience.

Such inter-institutional and normative links should consider the overall amelioration of the economic conditions of the society, namely poverty reduction and sustainable growth, as set out in the Sustainable Development Goals (SDGs) and the related global indicator framework.<sup>47</sup> Notably, SDG 1.5 stresses the need to “build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other [...] environmental shocks and disasters”. Similarly, Goal 11.5 urges governments to “substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations” by 2030.

New laws and policies should focus on injecting a “climate resilience vision” into the activity of stakeholders throughout development processes at the domestic level. For instance, regulations, master plans, and standards on the building of new residential areas should be adjusted according to climate change shifts and resilience objectives. Contextually, the protection of the poorest and most vulnerable in society could be strengthened through the adoption of adaptive social protection programmes and systems for the diversification and reduction of the risks.<sup>48</sup> Specifically, public authorities should promote insurance, risk transfer and credit schemes, the private sector and other external funding sources as tools to facilitate an integrated approach and diminish vulnerabilities at the community level.<sup>49</sup>

Tourism is another meaningful example of a key area for economic growth and development, especially in consideration of the importance that this sector has for local and national economies in developing countries and its

impact on employment rates. This sector is increasingly impacted by variable climate and weather patterns, and in particular due to increased air and sea surface temperatures; sea level rise; and increased frequency and severity of storms. Law and policies on (or with relevance for) climate resilience should favour the development of sustainable tourism that creates jobs and promotes local culture and products, foreseeing for instance mechanisms to allow for a speedy restoration of livelihoods or monitoring the performance and integrity of natural sites.

## Good Practice

In the Dominican National Resilience Development Strategy 2030 (NRDS) of 2018, climate resilience is taken as a “developmental paradigm” to address any aspect of the country’s development process in a coherent and integrated way, including both climate and non-climate considerations.<sup>50</sup> Thus, a ‘Resilient Housing Scheme’ to be delivered by the end 2023 was introduced by the country’s Climate Resilience and Recovery Plan 2020–2030.<sup>51</sup> The Scheme’s goal is to relocate low-income populations currently living in vulnerable areas and transform the structural reliability of the nation’s housing to extreme weather through a combination of: construction of new resilient homes for vulnerable citizens; updating of current building standards; subsidised home insurance; and fiscal incentives to assist homeowners to ensure that their homes are structurally resilient to a major storm event.

The Philippines National Economic and Development Authority has been responsible for integrating DRR and CCA in the five-year Philippine Development Plan 2017–2022, the current policy framework in this field.<sup>52</sup> The Plan is aimed, among other issues, at ensuring safety and building resilience, and embraces a national spatial strategy (NSS) that describes the geographic development challenges and opportunities in population and economic growth.<sup>53</sup> The NSS seeks to make vulnerability reduction an integral part of development by “instituting prevention and mitigation measures to avoid or reduce the impact of climate change and disasters on the community”.<sup>54</sup>

One of the goals of the country is to become a ‘World-class tourism destination that increasingly adds value to the local economy’.<sup>55</sup> One of the policies identified to accomplish this goal is that to ‘Mainstream sustainable tourism operations’ and, among the related strategies to be adopted to this end, the Plan mentions those to mandate sustainable use of water and energy throughout the tourism sector; enforce building codes that promote climate resilient infrastructure and energy efficiency; and work with the insurance industry to develop insurance packages for climate related adversities.

## Address Specific Vulnerabilities, Gender Mainstreaming and Social Inclusivity

A comprehensive and in-depth understanding of connections between specific vulnerabilities and exposure to extreme climatological events should inform any risk governance system.<sup>56</sup> In light of the above, it is important to consider how law and policy improvements for CCA and/or DRR can contribute to the reduction of 'specific vulnerabilities', meaning those situations in which the potential impact of a hazard on the physical and psychological integrity of the affected people, as well as on their human rights, well-being and socio-economic status, are further aggravated by pre-existing individual conditions and/or factors.

This is the case of specific sectors of the population which are already marginalised or discriminated in 'normal times', and which are generally referred to as 'vulnerable groups' (see [Box 3](#)). Similarly, law and policies addressing gender inequality and social inclusivity, comprising the consideration of indigenous people and hard-to-reach communities, are instrumental for more comprehensive climate resilience. Unfortunately, national systems surveyed for this report include very few operative provisions on these points, and mostly contain only 'assertive' or 'aspirational' statements. Also, a lack of clear institutional mandates at the different administrative levels can be observed.

As generally observed, individual and collective vulnerabilities are context-specific and constantly mutate according to several circumstantial, structural, and overlapping factors. For this reason, legislative reform processes should be developed in light of disaggregated data analysis to identify different social conditions and exposure levels in every subnational context. They should also ensure that specific responsibility to take the needs of the most vulnerable groups into account are assigned to institutions at all levels, including the municipal and local ones.

On this point, two factors can generally be considered: i) if – and how efficiently – representatives of vulnerable groups have been included in law- and policy-making processes; and ii) if – and in what manner – the substantive content of adopted instruments effectively addresses their needs. The appropriate consideration of specific needs in domestic law and policy is inevitably related to the adoption of systematised consultation processes with community leaders, individuals and/or CSOs representing the rights and needs of vulnerable categories. This enhances the impact of adopted instruments, in light of their pertinence to localised needs and the acceptability of their substantial content by beneficiaries and local stakeholders.



Some typical examples of normative improvements concern the development of evacuation and shelter plans containing measures for people with disabilities or pregnant women; the adaptation of social protection programmes and mechanisms to channel assistance before and after disaster events towards specific sectors of the population; or programmes on capacity building, education, training, drills and other simulation exercises which include the consideration of specific needs.

Both the [IFRC 'Checklist on Law and Disaster Risk Reduction' \(2015, at 16–17\)](#) and ['Checklist on Law and Disaster Preparedness and Response' \(2019, at 31–34\)](#) – together with respective background documents – provide guidance on how domestic authorities should adequately address and ensure meaningful engagement of all sectors of the population, including representation of particularly vulnerable categories of persons. Building on the previous recommendations provided by these tools, law and policies addressing climate-related disaster risks should:

- Include a clear definition of vulnerable groups and identify a wide-ranging list of categories to include therein. This should be in line with relevant international frameworks, national circumstances and ensure coherence with other sources;
- Require that an adequately disaggregated analysis (based on key factors such as gender, age, disability, ethnicity and socio-economic status) is undertaken to determine the more vulnerable categories of persons within a specific climate-related risk context;
- Systematically include CSOs, including National Red Cross and Red Crescent Societies in their role as auxiliary to the public authorities in the humanitarian field, associations and other entities representing vulnerable groups in consultations and drafting processes, e.g. through their invitation to all relevant events, meetings, working groups, and technical evaluations concerning CCA and/or DRR.
- Identify institutions, governance mechanisms and procedures that are specifically entrusted with the consideration of the rights and needs of vulnerable groups and that effectively involve representatives from associations and other entities representing vulnerable groups;
- Ensure that gender specific needs or considerations are taken into account through the implementation of gender-sensitive policies and plans with relevance for climate-related hazards and risk assessments. Legislation can also provide for the establishment of task forces/working groups to oversee the mainstreaming of gender considerations or the production of climate-related gender strategies or plans.
- Include specific provisions and stipulate minimum standards for the prevention of any form of discrimination in climate and disaster risk governance strategies, planning and implementing activities, also building on the protection of human rights and humanitarian principles as stated by international law;
- Mandate specific training for government actors and civil servants to sensitise them to the specific needs and vulnerabilities of different groups, thereby promoting a cultural shift towards an inclusive approach to climate and disaster risk governance.

## Good Practice

The Philippines Climate Change Act 'Implementing Rules' of 2015 established some important advancements in the country's normative system. Along the lines of the strategic goals indicated by the Hyogo Framework for Action (the main DRR global instrument preceding the Sendai Framework) some categories of vulnerable groups ("the poor, women, children and youth, local communities/indigenous people, persons with disabilities and the elderly") are recognised as particularly exposed to climate-related disasters.<sup>57</sup> Local and indigenous communities are also "enjoined" to participate with national and local government, together with other stakeholders, in efforts to reduce the adverse effects of climate change.<sup>58</sup> Notably, "gender-sensitive", "pro-children" and "pro-poor" perspectives are to be incorporated in all climate change plans and programmes of both the national governments and the local government units.<sup>59</sup>

In Fiji, the provisional text of the Disaster Risk Management Bill provides a potential model of reference on how a legislative act could improve the protection of vulnerable groups in this sector.<sup>60</sup> For instance, the membership of each Local Disaster Risk Management Council is mandated to include a representative of vulnerable groups including persons with disability, women, girls and youth.<sup>61</sup> Also, the National Disaster Risk Management Office is called on to arrange and implement disaster training programmes for public officers which should be extended to "all members of the public inclusive of vulnerable groups".<sup>62</sup>

### Box 3: A Working Definition of Vulnerable Groups

This report makes use of the term 'vulnerable groups' even though, depending on the circumstances, it may be more accurate to describe identified groups as having 'specific needs', being 'at risk' or being 'vulnerable' (IFRC, 2019, 114). Also, any attempt to list vulnerable groups has serious limitations and cannot be automatically exhaustive, as any group that experiences pre-existing discrimination and marginalisation may be disproportionately affected by disasters, depending on the local context. 'Intersectional vulnerabilities', or the tendency for persons that have two or more vulnerabilities (e.g. older women with a disability; unaccompanied and separated children belonging to a cultural minority) are also another factor of complexity that needs to be considered.

A comparative analysis of how relevant international documents address this topic represents a useful basis for supporting the recommendations provided in Section 6 of the present Report:

- The UN Agenda 2030 identifies as vulnerable people: "all children, youth, persons with disabilities [...] people living with HIV/AIDS, older persons, indigenous peoples, refugees and internally displaced persons



and migrants” (para. 23). This comprehensive list of particularly vulnerable categories is further expanded by SDG 11.5 which mentions the category of “the poor” (referring to the need to “significantly reduce the number of deaths and the number of people affected [...] by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations”). Moreover, SDG 13.b refers to the category of marginalised groups (recalling the need to “[p]romote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalised communities”).

- A reference to ‘vulnerable groups’ can be found in the Paris Agreement, whose article 7.5 acknowledges that “adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems [...]”. However, a list of single categories is only mentioned in the preamble of the treaty, and framed in a rights-based perspective: “[...] Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on [...] the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations”. This last all-encompassing category could also include an implicit reference to older persons, not directly addressed by a specific human rights instrument, despite being one of the most sensitive to the effects of climate change.
- A slightly different – although complementary – approach has been adopted in the Sendai Framework, which considers vulnerable categories as “relevant stakeholders” governments should engage with in designing and implementing DRR policies, plans and standards. This list includes “women, children and youth, persons with disabilities, poor people, migrants, indigenous peoples, volunteers, the community of practitioners and older persons” (paras. 7 and 36 a, emphasis added). Interestingly, as can be inferred by this list, individuals that expose themselves to specific risks by operating in the affected area for volunteering or professional purposes can also be considered as part of this category.
- The IFRC Checklist on Law and Disaster Preparedness and Response acknowledges a more detailed list of categories that may be disproportionately impacted by disasters: “women and girls; children, particularly unaccompanied and separated children; adolescents and young adults; older persons; persons with disabilities; migrants, displaced persons and refugees and stateless persons; indigenous groups; ethnic and racial minorities; homeless persons; persons living in informal and unmapped settlements and sexual and gender minorities”.

As demonstrated by the examples above, the inclusion of women and girls in the list of vulnerable categories is discontinuous. The issue is occasionally framed as part of ‘gender mainstreaming’ approach and hence addressed in a separate provision (UN Agenda 2030 para. 20; Paris Agreement, Preamble). Based on the recognition that women and girls can be disproportionally affected by climate-related disasters (Sendai para. 4; IPCC Glossary 1–22; CEDAW 2010, para. 25; ILC 2016 art. 6 para 9), but also that “[t]he categorization of women and girls as passive ‘vulnerable groups’ in need of protection from the impacts of disasters is a negative gender stereotype that fails to recognize the important contributions of women in the areas of disaster risk reduction, post-disaster management and climate change mitigation and adaptation strategies” (CEDAW 2018, para 6–7) this Report considers gender-sensitiveness and the explicit consideration of women and girls in decision-making as a separate but interconnected requirement for the effective integration of CCA-DRR measures.



## Ensure Effective and Localised Implementation through Community Engagement



As highlighted by the 2015 [IFRC Checklist on Law and DRR \(at 16\)](#) and the related [Handbook \(at 58–62\)](#), national legislation on DRR should guarantee the engagement of civil society and seek better representation of communities in decision-making processes. This is because inclusive and transparent bottom-up participation can reinforce law and policy-making and ensure that legislators are led by a principle of equality in drafting or reforming normative frameworks. This also ensures that laws and policies are adaptable and pertinent to localised needs and enhance acceptability by beneficiaries and local stakeholders.

Effective community engagement is also instrumental for enhancing normative integration between CCA and DRR. Laws and policies relevant to climate resilience should build on transparent consultations with citizens (including vulnerable groups and hard-to-reach populations), as well as with the widest array of other stakeholders (including National Red Cross or Red Crescent Societies, relevant CSOs, academia and the private sector). In doing so, governmental authorities should establish clear roles and responsibilities and regulate the engagement of all sectors of the population in decision-making bodies. This should be done using multiple channels and languages, and through a simplified jargon cognisant of illiterate and semi-literate populations, to ensure a much wider audience can engage in critical policy discussions.

New regulatory instruments relevant to climate resilience should also be consistently applicable at different levels of governance, and guarantee their efficient and localised implementation, through secondary legislation (administrative rules and regulations) and policies, as well as in development and sectoral planning. Accordingly, for the municipal and communal levels, it is particularly relevant to empower local decision-makers, i.e. those directly experiencing and responding to climate change and disaster risks. Local-level capacities and indigenous knowledge, traditions and practices should also be contemplated in the design and implementation of climate resilience measures. National Red Cross and Red Crescent Societies can be key actors in this domain of activities, including with regards to the need to improve integration between CCA and DRR sectors through community engagement.

## Good Practice

The Dominica Climate Resilience Act (2018) aptly establishes that in the design, implementation and evaluation of all projects managed by the Climate Resilience Execution Agency (CREAD, see [Box 1](#)), public consultations and community engagement must be ensured (per the Act's definition including "discussions with representatives of Indigenous Peoples, non-governmental organisations, women, persons with disabilities and the elderly").<sup>63</sup> Of note, 'stakeholders' forum meetings should be held at least twice a year to engage in dialogue with, and receive feedback from, civil society, the private sector, and other interested individuals on its work and proposed work plan.<sup>64</sup>

The new Fijian 'National Disaster Risk Management Bill' is expected to introduce a clear focus on the role of climate change in relation to disaster management and to allocate respective responsibilities at the national, divisional and provincial levels. The Bill includes as one of its objectives "to support a whole-of-government approach to disaster risk management, especially the integration of disaster risk reduction and support of climate change adaptation across the different sectors and through all levels of Government, through information-sharing, cooperation and joint planning, as appropriate".<sup>65</sup> Similarly, the Kenyan Climate Change Act (2016) also provides the structures and mechanisms for mainstreaming and integration of CCA at the subnational level, i.e. in the County Integrated Development Plans (CIDP), in which many county councils have included DRR elements.<sup>66</sup>

In the Philippines, the primary laws, policies and planning in both CCA and DRR sectors delegate considerable functions and responsibilities to Local Government Units (LGUs) as the 'frontline agencies'.<sup>67</sup> The Philippine Climate Change Act of 2009 recognises their role in the formulation, planning and implementation of climate change action plans,<sup>68</sup> and the Climate Change Act Implementing Rules (2015) require the integration of LGUs' planning activities on both mitigation and adaptation with other sectoral plans, including local planning on disaster risk reduction and management (Local DRRM Plans).<sup>69</sup> Additionally, both the National CCA and the National DRR and Management Plans (covering the period 2011–2028) foresee a role for LGUs in the development and implementation of scaled-down local plans.<sup>70</sup> LGUs often make recourse to enabling ordinances for cities and municipalities when deciding on public participation and effective consultations with organisations representing vulnerable groups.



## Build on the Opportunities Provided by Nature and Ecosystems



The protection and sustainable management of natural resources is one of the founding elements of any integrated system of governance, and therefore one of the substrates on which law and policies in relevant sectors are built. Accordingly, the centrality of ecosystems and the improvement of environmental practices should represent a distinctive feature of law and policies relevant to climate resilience.

To utilise the natural environment and its assets to manage climate and disaster risks in a specific context, while recognising its potential future economic, social and cultural value, is key. A systemic and forward-looking regulatory approach must be pursued across sectors. This can happen by highlighting economic opportunities and benefits of nature and ecosystem-based programmes, e.g. through the use of incentives and disincentives, in a wide range of sectors such as integrated coastal and water resource management; waste management; land use; sustainable agriculture and forestry management practices.

Nested within the broader concept of nature-based solutions (NbS), ecosystem-based adaptation (EbA) and ecosystem-based disaster risk reduction (Eco-DRR) often entail closely linked or similar actions (e.g. restoration of riparian forests and mangroves sites on riverbanks to reduce the risk of flooding). Together with climate-smart agriculture (e.g. planting heat-resistant crops), these types of activities represent suitable opportunities to enhance CCA-DRR coherence and boost societal resilience.

For exploring and achieving such a new and innovative regulatory approach, technical contributions provided by a variety of stakeholders, from private entities to scientific and technical experts, are necessary. This can also vary according to the level of political ambitions in local administrations, as well as the presence of foreign organisations and funds supporting this kind of engagement. Together with governments, communities and partners, The Nature Conservancy and the IFRC launched in 2018 the 'Resilient Island Project' in the Caribbean. The project is aimed at developing support tools, such as an interactive mapping website providing island-specific data on vulnerability and a mobile app to help visualise how ecosystems reduce risks in the Dominican Republic, Grenada and Jamaica.<sup>71</sup>

## Good Practice

The strong attentiveness to nature is a core component of the recently established Dominican model of governance. It represents the linchpin to achieve a sustainable combination of economic progress, comprehensive risk management and the protection of ecosystems. According to the Draft Comprehensive Disaster Management Bill,<sup>72</sup> the Director of the planned Department of Disaster Management will have the duty “to participate in programmes to conduct investigations, studies, surveys, research and analysis relating to ecological systems” and “to define changes in the natural environment as such changes relate to the likelihood of the occurrence of disasters in Dominica”.<sup>73</sup>

According to the country’s Climate Resilience and Recovery Plan (CRRP) of 2020, reforestation and specific activities such as ‘Forest Enrichment Planting’ of areas impacted by extreme weather events and Agroforestry/Silvopastoral systems on degraded lands are planned to provide multiple types of benefits, including socio-economic growth.<sup>74</sup> These range from maintaining soil stability and fertility, to enhancing ecosystems and biodiversity, therefore providing increasing opportunities for nature/eco-tourism, agricultural production, sources of wood and raw material for small-scale industrial use, and consequently more work opportunities for community members.<sup>75</sup>

In line with the priorities identified by the Kenyan National Climate Change Action Plan: 2018–2022, climate change fund legislation was enacted at the subnational level in Kenya, and specifically by the Makueni, Wajir and Garissa Counties in 2015, 2016 and 2018 respectively. These counties, together with those of Isiolo, Kitui, established County Climate Change Funds (CCCFs) that identify, prioritise and finance public good investments to enhance climate resilience including through a focus on nature and ecosystems.<sup>76</sup> With drought being the most compelling climate-related hazard in these arid and semi-arid areas, many of the funded ecosystem-based adaptation projects focused on improved water and rangeland management, for instance fencing of water sources to regulate access. Apart from improved access to water, these investments had several EbA benefits including reduction in over-use and contamination, slowing land deterioration and favouring rangeland regeneration (e.g. emergence of new palatable grass species and increased tree cover).<sup>77</sup>

# RELEVANT RESOURCES

- Crick F. et al., *Delivering climate finance at local level to support adaptation: experiences of County Climate Change Funds in Kenya*. ADA Consortium (2019).
- Hallegatte S. et al., *Shock Waves Managing the Impacts of Climate Change on Poverty*, World Bank Group (2016).
- Hallegatte S. et. al, *Unbreakable: Building the Resilience of the Poor in the Face of Natural Disasters. Climate Change and Development Series*, World Bank Group (2017).
- IFRC & UNDP, *Effective law and regulation for disaster risk reduction: a multi country report* (2014).
- IFRC and UCC, *Addressing specific vulnerabilities through climate and disaster risk governance: lessons from the Philippines*, (authored by Tommaso Natoli), (2020).
- IFRC and UCC, *Integrating CCA and DRR laws and policies towards a climate-resilient development: lessons from The Commonwealth of Dominica*, (authored by Tommaso Natoli), (2021).
- IFRC and UCC, *Law and Policies that Protect the Most Vulnerable Against Climate-Related Disaster Risks: Findings and Lessons Learned from Pacific Island Countries* (authored by Tommaso Natoli), (2019)
- IFRC and UCC, *Literature Review on Aligning Climate Change Adaptation (CCA) and Disaster Risk Reduction (DRR)*, (authored by Tommaso Natoli), (2019).
- IFRC and UNDP, *The Handbook on Law and Disaster Risk Reduction* (2015).
- IFRC, *Law and Disaster Preparedness and Response: Multi-Country Synthesis Report* (2019).
- IFRC, *Law and Policies that Protect the Most Vulnerable Against Climate-Related Disaster Risks: Findings and Lessons Learned from Kenya* (2021).
- IFRC, World Disasters Report 2020 (Chapter 6), *Climate-Smart Disaster Risk Governance. Ensuring inclusive and coherent regulatory frameworks* (2021).
- IFRC, World Disasters Report 2020 (Chapter 7), *Smart Financing. Getting the money where it is needed most* (2021).
- IPCC, *Technical Summary - Special Report on the Ocean and Cryosphere in a Changing Climate* (2019).
- Lessons Learned from Pacific Island Countries*, (authored by Tommaso Natoli), (2020).
- Leitner M et al., *Bonding CCA and DRR: recommendations for strengthening institutional collaboration and capacities*. PLACARD project (2020).
- Medway P., Cubie D. and Le Tissier M., *Enhancing Integration of Disaster Risk and Climate Change Adaptation into Irish Emergency Planning (Environmental Protection Agency Research Report)* – forthcoming.
- Natoli T., *Compendium on the Post-2015 Global Agenda on Climate Risk Governance* (UCC | IFRC) May 2020.
- Nyangena J., Stott C., Wario A., *Finance for Resilience Building and EcosystemBased Adaptation in Kenya. A comparative study of local and national managed funds*, ADA Consortium (2017).
- Reid H. and Orindi V., *Ecosystem-based approaches to adaptation: strengthening the evidence and informing policy. Research results from the Supporting Counties in Kenya to Mainstream Climate Change in Development and Access Climate Finance project*, IIED (2018).
- UNDP, *What Does It Mean to Leave No One Behind? A UNDP discussion paper and framework for implementation* (July 2018).
- UNDRR, *Global Assessment Report* (2019).
- UNDRR, *Summary of the sixth session of the Global Platform on Disaster Risk Reduction, 13–17 May 2019* (2019)

# ENDNOTES

- 1 IFRC, World Disasters Report 2020 (2021); OECD, Common Ground Between the Paris Agreement and the Sendai Framework: Climate Change Adaptation and Disaster Risk Reduction (2020); ECOSOC (UN Economic and Social Council) ECOSOC Resolution E/2019/L.18, 20 June 2019 (2019) paras. 22-26; GCA (Global Commission on Adaptation) Adapt Now: A Global Call for Leadership on Climate Resilience (2019); IFRC, The cost of doing nothing. The humanitarian price of climate change and how can be avoided (2019); International Conference of Red Cross and Red Crescent, Resolution 7 on 'Disaster laws and policies that leave no one behind' (33IC/19/R7); UNDRR, Summary of the sixth session of the Global Platform on Disaster Risk Reduction, Bulletin, (2019) 13–17; UNDRR, Global Assessment Report on Disaster Risk Reduction (2019) 355-382; UNFCCC, Opportunities and options for integrating climate change adaptation with the Sustainable Development Goals and the Sendai Framework for Disaster Risk Reduction 2015–2030 – Technical Paper by the Secretariat (2017); UNGA Res. 70/1 Transforming Our World: The 2030 Agenda for Sustainable Development (2015) 9, 14, 31, 33, 45.
- 2 UNFCCC (n 1) 9-11.
- 3 See IFRC and UNDP, The Handbook on Law and Disaster Risk Reduction (2015) 34.
- 4 This research was conducted as part of a project funded by the Irish Research Council and the European Union's Horizon 2020 research and innovation programme under the Marie Skłodowska-Curie grant agreement No 713279. Financial support was also provided by the German Government.
- 5 For a list of additional and complementary resources that were considered for the completion of this study see the section at the end of this Report.
- 6 IFRC & UNDP, Effective law and regulation for disaster risk reduction: a multi country report - Summary (2014).
- 7 See <https://media.ifrc.org/ifrc/what-we-do/disaster-law/leave-no-one-behind/>.
- 8 Resolution 4 of the 30th International Conference, Resolution 7 of the 31st International Conference and Resolution 6 of the 32nd International Conference.
- 9 In particular, the Resolution requested the IFRC "to continue to support National Societies and States in the field of disaster laws, including with respect to the areas of concern mentioned in this resolution, through technical assistance, capacity building, the development of tools, models and guidelines, advocacy, *ongoing research and promotion of the sharing of experiences, techniques and best practices among countries*" (para. 11, emphasis added).
- 10 See OECD (n 1) 27.
- 11 Republic of the Philippines, Congress of the Philippines, Republic Act No. 9729, as amended by RA 10174, An Act Mainstreaming Climate Change into Government Policy Formulations, Creating for This Purpose the Climate Change Commission, and for other Purposes of the Philippines (2009).
- 12 Republic of the Philippines, Congress of The Philippines Republic Act No. 10121, An Act Strengthening the Philippine Disaster Risk Reduction and Management System, Providing for the National Disaster Risk Reduction And Management Framework and Institutionalizing the National Disaster Risk Reduction And Management Plan, Appropriating Funds Therefor and for Other Purposes (2010).
- 13 Government of Kiribati, 'Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management' (2019) 101.
- 14 Ibid., 135-144.
- 15 At the time of writing the Bill is going through a second round of public consultations.
- 16 Fijian (Draft) Climate Change Bill (2019) Art. 12 (4), (5) and Art. 19 ("Each focal point appointed in accordance with section 12(4) must take all reasonable steps to support the implementation of this Act within their ministry" and "report annually to the Head of Division on the implementation of this Act within their ministry including on the implementation of any duties, functions and obligations assigned to a minister or department under this Act or supporting regulations").
- 17 By virtue of Executive Order No. 24 issued on 16 May 2017, the Cabinet Cluster on CCAM-DRR regularly convenes its member agencies with the Department of Environment and Natural Resources (DENR) as Chair, and the Climate Change Commission (CCC) as Secretariat. The purpose of the cluster is to ensure co-ordination, and complementarity of policies and programmes on CCA, DRM and sustainable development. The Cluster serves as a venue to align and complement programmes, activities and projects among departments and government agencies in delivering the national vision on climate change adaptation, mitigation and DRM. See also Cabinet Cluster on Climate Change Adaptation, Mitigation and Disaster Risk Reduction (CCAM DRR) Performance and Projects Roadmap 2018-2022.
- 18 Government of Tonga, Joint National Adaptation Plan 2 (2018) 28, 33-34.
- 19 Republic of the Philippines, National Disaster Risk Reduction and Management Plan (2011) 17.
- 20 Commonwealth of Dominica, National Resilience Development Strategy (2018) 4.
- 21 Government of Kenya Third Medium Term Plan (2018 – 2022). During the third MTP implementation period the Climate Change programme aims to enhance governance, coordination, and financing of all CCA related activities. It is also expected to 'initiate harmonization of sectoral policies and laws to integrate climate change' as well as 'develop and implement climate change mainstreaming guidelines and indicator' (at 108-112).
- 22 Republic of Fiji, Climate Change Bill (2019) arts 17.2 (b) and 3 (c).
- 23 See IFRC, World Disasters Report 2020, 'Chapter 7 – Smart Financing. Getting the money where it's needed most (2021) 288-318.
- 24 See IFRC, Law and Disaster Preparedness and Response. Multi-Country Synthesis Report (2019) 53-54.

- 25 Republic of Fiji, National Adaptation Plan (2018) 57-60.
- 26 *Ibid.*, 42.
- 27 Republic of the Philippines, Congress of the Philippines, Republic Act n. 10184, 'An Act Establishing the People's Survival Fund to Provide Long-Term Finance Streams to Enable the Government to Effectively Address the Problem of Climate Change, amending for the Purpose Republic Act No. 9729, Otherwise Known as the "Climate Change Act Of 2009", and for Other Purposes (2012)'.
- 28 Commonwealth of Dominica Comprehensive Disaster Management Bill (2019) Part II, Art 10 (t), on file with the author.
- 29 *Ibid.*, letter (w).
- 30 *Ibid.*, arts. 36-37.
- 31 See Tommaso Natoli, Compendium on the Post-2015 Global Agenda on Climate Risk (UCC | IFRC) May 2020.
- 32 See in particular paras 19 (e; h) and para. 27 (v).
- 33 See in particular art. 7.
- 34 See UNGA Res. 70/1, para 45.
- 35 International Conference of Red Cross and Red Crescent (2019) Resolution 7 on 'Disaster laws and policies that leave no one behind' (33IC/19/R7) para. 1.
- 36 The Fijian NAP is described as a "major vehicle" for the combined implementation of different international tools that the Fijian Government has committed to at the international level ("Integrating disaster risk reduction with climate change adaptation supports the NAP process to be consistent with calls for their integration under the UNFCCC, SDGs, and the Sendai Framework for Disaster Risk Reduction", at 9).
- 37 Government of Dominica, National Resilience Development Strategy (2018) vii.
- 38 Government of Dominica, Climate Resilience and Recovery Plan (2020) iv, Action 8.
- 39 *Ibid.*, 17–18.
- 40 ASEAN, AADMER Work Programme 2021–2025 (2020) 44.
- 41 See <https://asean-crn.org/>.
- 42 IFRC, Law and Policies that Protect the Most Vulnerable Against Climate-Related Disaster Risks: Findings and Lessons Learned from Pacific Island Countries (May 2020) 49.
- 43 See CARICOM, Core Indicators for The Sustainable Development Goals (SDGs): Assessment of Data Availability in Member States and Associate Members (2018).
- 44 CDEMA and CARICOM, Building a Caribbean Pathway for Disaster Resilience in the Caribbean Community (CARICOM), (2018) 4. The multidimensional nature of the concept of resilience as conceived in the Caribbean context is clearly spelt out in the five 'Pillars of Resilience' identified in the document. Of note, the first key foundational and reinforcing element which facilitates the delivery of the five pillars is "[a]n enabling environment guided by Policy, Legislation and Regulations" (at 4).
- 45 Stephane Hallegatte et al., Shock Waves Managing the Impacts of Climate Change on Poverty, World Bank Group (2016) 1, for whom "[c]limate related shocks also affect those who are not poor but remain vulnerable and can drag them into poverty - for example, when a flood destroys a microenterprise, a drought decimates a herd, or contaminated water makes a child sick".
- 46 UNDP, What Does It Mean to Leave No One Behind? A UNDP discussion paper and framework for implementation (July 2018) 17–18.
- 47 In 2015, the need to 'leave no one behind' was acknowledged as the overarching objective of the United Nations 2030 Agenda and its centrepiece, the Sustainable Development Goals (SDGs), see UNGA Res. 70/1 (2015), Transforming our world: the 2030 Agenda for Sustainable Development, Preamble.
- 48 Stephan Hallegatte et. al, Unbreakable: Building the Resilience of the Poor in the Face of Natural Disasters. Climate Change and Development Series, World Bank Group (2017) 148–152.
- 49 *Ibid.*, 142–147.
- 50 Government of Dominica, National Resilience Development Strategy 2030 (2018) 7.
- 51 Government of Dominica, Dominica Climate Resilience and Recovery Plan 2020–2030 (2020) 46 and iii.
- 52 Government of The Philippines, Philippine Development Plan 2017–2022 (2017).
- 53 *Ibid.*, 10.
- 54 *Ibid.*, 40–42.
- 55 Republic of Fiji, Ministry of Economy, 5-Year & 20-Year National Development Plan (2017) 124.
- 56 'Vulnerability', together with 'hazards' and 'exposure', is one of the three drivers of risk identified by the Intergovernmental Panel on Climate Change – IPCC. See IPCC, Technical Summary - Special Report on the Ocean and Cryosphere in a Changing Climate (2019) 46.
- 57 Climate Change Act Revised Implementing Rules and Regulations (R-IRR) of 2015, Section 1 (e).
- 58 *Ibid.*, (f).
- 59 *Ibid.*, (g).
- 60 Government of Fiji, Disaster Risk Management Bill (2020) Art. 4. Among its objectives, the Draft currently refers to the support to a whole-of-society approach to disaster risk management and risk assessment "that is inclusive of vulnerable groups, responsive and respectful of indigenous and traditional knowledge systems".
- 61 *Ibid.*, art. 25.
- 62 *Ibid.*, art. 41.
- 63 Commonwealth of Dominica, Dominica Climate Resilience Act (2018), Art. 2. and Art. 11.
- 64 *Ibid.*, also according to which "(4) CREAD shall provide publicly accessible web-based and other monitoring of the progress of projects".

- 65 Republic of Fiji, 'National Disaster Risk Management Bill' (draft) (2019) art. 4 (c).
- 66 Government of Kenya, Climate Change Act (2016) art. 19. CIDPs are five-year development blueprints that focus on improvement of livelihoods through citizen engagement and creation of an enabling environment for mobilisation and sustainable use of resources within the counties.
- 67 See GIDRM and DILG-LGA, Status Quo Report on CCA and DRR Planning and Financing Regime in the Philippines - Assessment June 2019, 3, on file with the author.
- 68 Government of the Philippines, 'Philippine Climate Change Act' (2009) Section 14. LGUs are called to regularly update such plans in order to reflect changes in social, economic, and environmental local conditions.
- 69 Government of the Philippines, Implementing Rules (n 57) Section 4.
- 70 National agencies have supported these activities through the development of guiding tools with capacity-building purposes on CCA-DRRM mainstreaming. See for instance the 'LGU Guidebook on the Formulation of Local Climate Change Action Plan' (2017). See, however, OECD (n 1) noting how "The sheer number of requirements often leads to low absorption of guidelines coming from the national level" (at 44) and that, being LGUs autonomous entities "there are no sanctions imposed on them if they are not able to comply with the plans required of them" (at 151).
- 71 See <https://media.ifrc.org/ifrc/2018/04/17/project-launches-caribbean-build-climate-resilience-using-nature-reduce-risks/> and <https://coastalresilience.org/project/resilient-islands/>. For example, maps will allow users to calculate the physical protection provided by healthy reefs or mangroves under possible flooding scenarios and select habitat for restoration.
- 72 At the time of writing, the Bill is still under consideration by the national parliament.
- 73 Commonwealth of Dominica, Draft Comprehensive Disaster Management Bill (2019) art. 12 (e) i and ii.
- 74 See for instance the "Roots" National Tree Planting Initiative envisaged by the CRRP, for which 1 million trees were planned to have been planted by December 2020 (at 83).
- 75 Commonwealth of Dominica, National Resilience Development Strategy (2018) 86–88.
- 76 See Government of Kenya, National Climate Change Action Plan: 2018–2022 (2018) 21, 33–34. The CCCFs work through the government's established planning and budgeting systems and will be linked with the Climate Change Fund established under the Climate Change Act (2016).
- 77 See Hannah Reid and Victor Orindi, Ecosystem-based approaches to adaptation: strengthening the evidence and informing policy. Research results from the Supporting Counties in Kenya to Mainstream Climate Change in Development and Access Climate Finance project, IIED (2018); John Nyangena, Clare Stott, Adano Wario, 'Finance for Resilience Building and Ecosystem-Based Adaptation in Kenya. A comparative study of local and national managed funds', ADA Consortium (July 2017) 26; Florence Crick, Ced Hesse, Victor Orindi, Mumina Bonaya and Jane Kiiru, 'Delivering climate finance at local level to support adaptation: experiences of County Climate Change Funds in Kenya' - ADA Consortium (2019) 12–13.





**The International Federation of Red Cross and Red Crescent Societies (IFRC)** is the world's largest humanitarian network, with **192 National Red Cross and Red Crescent Societies** and around **14 million volunteers**. Our volunteers are present in communities before, during and after a crisis or disaster. We work in the most hard to reach and complex settings in the world, saving lives and promoting human dignity. We support communities to become stronger and more resilient places where people can live safe and healthy lives, and have opportunities to thrive.