

Common Ground between the Paris Agreement and the Sendai Framework: Climate Change Adaptation and Disaster Risk Reduction

A BRIEF FOR POLICY MAKERS

Countries are faced with the growing challenge of managing increasing risks from climate change and climate variability, putting development and the achievement of the Sustainable Development Goals at risk. The adoption in 2015 of the Sendai Framework for Disaster Risk Reduction, the Paris Agreement on climate change, and the 2030 Sustainable Development Agenda provides a clear mandate for increased coherence in countries' approaches to climate and disaster risk reduction. Interventions to adapt to climate change and reduce disaster risks share common objectives, but too often they are developed and deployed through administrative silos. The wide range of institutions and government officials responsible for managing climate hazard exposures and reducing vulnerability often miss potential synergies and duplicate efforts.

Governments are increasingly recognising the benefits of greater coherence in climate change adaptation (CCA) and disaster risk reduction (DRR), exemplified by the number of countries that either have developed joint strategies or put in place processes that facilitate co-ordination across the two policy areas. Coherence is a means to integrate the pursuit of CCA and DRR in sustainable development. It is a process of co-ordination and can be operationalised horizontally across sectors; vertically at different levels of government; and through collaboration across stakeholder groups. Three main types of coherence can be identified:

STRATEGIC

Aligned visions, goals and priorities on CCA and DRR in national development plans and strategies, providing a framework for pursuing operational coherence

OPERATIONAL

Policy frameworks and institutional arrangements supportive of the implementation of aligned objectives on CCA and DRR

TECHNICAL

Strengthened technical capacities to assess the risks and opportunities, to identify and prioritise CCA and DRR measures and to finance them

Informed by the country case studies of Ghana, Peru and the Philippines, the report ***Common Ground between the Paris Agreement and the Sendai Framework: Climate Change Adaptation and Disaster Risk Reduction*** points to enabling factors and approaches that promote coherence. This provides the basis for a set of actionable ways forward, not only targeting the government officials in the three case study countries, but also those in other countries as well as providers of development co-operation.

Table 1. Overview of the Sustainable Development Goals, the Paris Agreement and the Sendai Framework

	Sustainable Development Goals	Paris Agreement on climate change	Sendai Framework for Disaster Risk Reduction
Background	Global agenda for action towards sustainable development	Agreement on the global response to climate change; adaptation, mitigation and finance	Global framework to guide multi-hazard management of disaster risk
Climate change adaptation and disaster risk reduction	Climate action and disaster risk reduction are cross-cutting issues, but explicitly mentioned in: <ul style="list-style-type: none"> – Goal 13 to combat climate change and its impacts, – Goal 11 to make cities inclusive, safe, resilient and sustainable. Climate action also contributes to the achievement of many of the other goals	Articles 7 and 8 explicitly focus on CCA and DRR: <ul style="list-style-type: none"> – Article 7.1, on enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change – Article 8.1, on averting, minimising and addressing loss and damage associated with the adverse effects of climate change 	Paragraph 13 recognises climate change as a driver of disaster risk, and points to the opportunity to reduce disaster risk in a meaningful and coherent manner
Role of development co-operation	Stresses the need for strengthened global solidarity, with the participation of all countries, all stakeholders and all people (Goal 17.16-17.17)	Recognises the “importance of support for and international cooperation on adaptation efforts” (Article 7.6) and the provision of scaled-up financial resources that aims to achieve a balance between adaptation and mitigation (Article 9.4)	Recognises that the ability of developing countries to manage risks may be strengthened through the provision of “adequate, sustainable and timely provision of support, including through finance, technology transfer and capacity building from developed countries and partners” (Paragraph 19)



National approaches to increased coherence in climate change adaptation (CCA) and disaster risk reduction (DRR): Findings and ways forward

1. Governance arrangements for coherence in CCA and DRR

Realising the benefits of increased coherence in CCA and DRR requires political support and strong leadership by a recognised co-ordination entity. Awareness raising and capacity development are also important in ensuring that the benefits and trade-offs of greater coherence are well understood by key stakeholders and guide the identification of shared solutions. With the implementation of CCA and DRR often occurring at the local or sector level, ministries and agencies with a presence at these levels are well placed to lead efforts to increase coherence in CCA and DRR. This is nonetheless contingent on the availability of the required human, institutional and financial capacities to facilitate such co-ordination. In some country contexts, capacities are stretched due to competing demands generated both by the separate CCA and DRR frameworks and processes, as well as by other development priorities. CCA and DRR also have strengths that can build upon each other. The historically established approach to DRR can offer lessons and entry points for CCA. The international focus on climate change brings resources and political profile to CCA that can also be leveraged for DRR.



• **Ways forward: Align responsibility for co-ordination with responsibility for implementation of climate change adaptation and disaster risk reduction policies**

- Ensure ministries and agencies at the national level have information and incentives to integrate CCA and DRR across their portfolios, and report back on progress centrally.
- Make use of ministries and agencies with a presence at the local level and responsible for implementation to ensure that national directives on CCA and DRR are integrated with local development plans.
- Reinforce the mandate of relevant ministries and agencies to enforce existing regulatory measures and provide incentives in support of CCA and DRR, such as land-use management and environmental protection.
- Build on international momentum on CCA policies to also bring domestic attention and resources to the reduction of climate-related disaster risks, and specifically risk prevention measures.

2. Climate services in support of CCA and DRR

The past decade has seen a shift in emphasis from assessing climate and disaster hazards to better understanding their risks. Despite this, there continues to be a gap in exposure and vulnerability data – two key dimensions of risk – compared to hazard data, with the former often spread across ministries and levels of government. Human and technical capacity to access, generate and use the data and information available presents an additional barrier. To overcome these challenges, incentives must be put in place to encourage owners of data to make it accessible. Centralised platforms with access to data and information, including risk models, observation systems (meteorological offices) and academia can facilitate robust risk assessments tailored to user needs. Strengthening capacities of stakeholders to use the data to conduct risk analysis – especially at the local level – should be another priority. To further guide decisions on CCA and DRR within the deep uncertainty inherent in climate projections, climate data should also be complemented with information on other ecological, economic and social factors that drive exposure and vulnerability. This in turn can help increase the acceptability of CCA and DRR measures by local stakeholders. Further, climate services are most effective when matched with tools that can translate climate information into a format that can guide decision-making processes, recognising broader drivers of risks, such as population growth and urbanisation.

• **Ways forward: Make tailored climate information readily available to support evidence-based policy**

- Provide support or incentive mechanisms to encourage owners of data to make climate information easily accessible for users at all levels.
- Where appropriate, converge risk assessment methods across sectors to support coherent decision making on CCA and DRR on the ground.
- Put further emphasis on generating comprehensive information related to current vulnerability and exposure, and layer this with information on future hazards, which is inherently uncertain and requires careful interpretation.
- Ensure there are channels for locally collected data on vulnerability to contribute to the wider understanding of vulnerabilities.

Country experiences

Assessments of climate and disaster risks, and associated needs and opportunities, must be complemented by guidance on the prioritisation and sequencing of implementation of corresponding measures.

- In Peru, climate and disaster risks are included in appraisal guidelines for all public investments;
- In Ghana, the Ministry of Environment, Science and Technology must approve all budget proposals from different ministries, which are related to, or can affect, the environment;
- In the Philippines, climate change adaptation or measures to manage disaster risks must be incorporated into the overall Philippine Development plan to receive a budget allocation.



3. Implementation of CCA and DRR

Political commitment to greater coherence in CCA and DRR does not always translate into implementation. Institutional bodies with a mandate to co-ordinate often do not have the mandate to implement and fund. Capacity constraints – human and financial – further exacerbate these barriers, particularly at the local level where most implementation occurs. Lack of coherence at higher levels of government can also lead to conflicting or duplicative demands at the local level. Instead, considerations of climate and disaster risks should guide all policy processes. Similarly, a range of common policy instruments, e.g. land-use management, building codes and infrastructure standards, can contribute to joint CCA and DRR outcomes. Strengthening the capacity to enforce these policies, standards and regulations can therefore be effective in managing and reducing risks, such as limiting the construction of infrastructure in areas highly vulnerable to climate and geophysical hazards. When there is not sufficient political backing to implement identified CCA and DRR measure or to integrate these considerations into all processes, post disaster response in theory provides opportunities to reinforce resilience. The trade-off between the urgency of quick recovery and the need for robust risk assessments to incorporate climate considerations may limit this in practice.

• **Ways forward: Enhance capacity to translate coherence in planning into coherence in implementation**

- Support local governments in implementing national directives on CCA and DRR by providing, for instance, incentive and review mechanisms (e.g. funding allocations and approvals of local development plans) as well as guidance, tools and checklists.
- Understand local CCA and DRR priorities and capacity constraints, recognise challenges to continuity in building capacity, and tailor efforts accordingly.
- Provide tools and strengthen the capacity of stakeholders – especially at the local level (e.g. by working with local universities) – to combine climate information with other ecological, economic and social factors that drive risks, in a way that supports robust decision making on CCA and DRR.
- Facilitate peer learning on good practices to common challenges (e.g. coastal erosion) among local governments.

Country experiences

Healthy ecosystems play an important role in reducing risks and supporting adaptation over the long term. As the evidence base grows, nature-based solutions are becoming an increasingly important tool to manage climate-related risks, either on their own or as a compliment to structural risk reduction measures. In Peru, the public investment programme *Invierte.pe* explicitly establishes that nature-based solutions can be considered as public infrastructure projects. This support at a central level opens up financial resources for implementation, and between 2015 and 2018, public investments in nature-based solutions reached USD 300 million in Peru over 209 different projects.



4. Financing for coherence in CCA and DRR

Investment in coherent implementation of CCA and DRR requires multiple sources and instruments of finance as well as consideration of different time-scales. This often involves complex decision-making on where, to whom, and how much finance should be allocated. Risk assessments and economic analysis can provide useful information for the prioritisation of funding allocation to measures that can foster coherence in CCA and DRR (e.g. prevention measures). The feasibility and quality of such assessments and analyses nevertheless depends on the capacities of the actors responsible for planning, and the availability of information on climate and disaster risks. Greater clarity in financial management can also help governments promote greater coherence in CCA and DRR. Existing budgeting tools and guidelines, such as budget codes for CCA and DRR, can help identify funding gaps and priorities for public investments. Grants that target coherence can also create incentives for focusing on CCA and DRR across sectors and levels of government, especially when demand for scarce resources for competing development priorities is high. Further, piloting of different financial instruments, in some cases with support from development partners, can support the development of solid risk financing strategies to respond to the impacts of climate-related disasters. For such pilots to succeed, however, they must include clear exit, replication or scale-up plans. Over time, they provide valuable opportunities for relevant stakeholders to build capacity and identify examples of good practice.

• **Ways forward: Optimise long-term funding allocation across different risks through budgeting tools, ex-ante financing plans and greater transparency in public spending**

- Make use of financial management tools (e.g. budget coding and expenditure review), risk assessments, and economic analysis (e.g. cost-benefit, cost-effectiveness and multi-criteria analysis) to support budget allocation for CCA for DRR.
- Improve transparency in national and sub-national public spending (e.g. budget and expenditure tracking) to identify areas for improvement in coherence between CCA and DRR, and review the results to future financial decision-making.
- Establish ex-ante financing plans, including approaches for financial protection that ideally take stock of potential public disaster costs (including future climate impacts) and identify financing options for response, recovery and rehabilitation (e.g. climate and disaster risk finance instruments).



Table 2. Country experiences: Budget tracking initiatives as an opportunity for coherence

	Description of the initiative	Contribution to operational coherence
Ghana	The Climate Change Finance Tracking Tools outline climate-relevant budget codes. They support government bodies, agencies and sub-national assemblies in aligning their budgeting with the national policy directions, including on climate adaptation agendas.	Complementing the current focus on CCA, there is scope for the Tools to also bring in budget codes related to DRM as well to identify areas where public funding can be allocated to enhance synergies between CCA and DRM.
Peru	Budget programme 0068 has a dedicated budget line for “Vulnerability Reduction and Disaster Response”. This programme is a multi-sectoral programme that aims to finance DRM activities across sectors and levels of governments, with objectives aligned to those of Peru’s national DRM plan.	At present, the budget programme primarily covers DRM investments. To mobilise financial resources for implementation of the CCA policy, valuable lessons learned or potential synergies with the budget programme 0068 could be explored.
The Philippines	Climate Change Expenditure Tagging was introduced at the national and local levels in 2015 as a multi-department initiative. This tagging system helps to track, monitor and report climate-related expenditures.	At present, the initiative only covers climate change measures (adaptation and mitigation) but the same approach could be adopted for DRM to get an overview of related spending.

Note: This table refers to disaster risk management (DRM) rather than disaster risk reduction (DRR) since DRM is the framing used by the three case study countries in their domestic policy and implementation processes.

5. Monitoring, evaluation and learning

Robust national reporting systems provide a strong basis for monitoring and evaluation of CCA and DRR, subject to data availability. In some countries, separate reporting systems are in place for CCA, DRR, and their related strategies and plans; in others, the reporting systems for the individual processes refer to established national reporting processes in place for broader national development strategies. While the former is more resource intensive and thus more challenging to implement, the information captured by the latter will be less detailed. Even when monitoring and evaluation systems are in place, it is not always clear how the information generated informs subsequent policy-making processes. This is not unique to the context of CCA and DRR but constitutes a wider challenge. The uncertain nature of projected climate change impacts and the importance of a flexible approach, however, highlights the need for continuous learning. Development co-operation can play a valuable role in supporting partner countries in strengthening data governance and the capacity of national statistical offices and agencies setting up and using monitoring and evaluation systems for policy-making processes.

• **Ways forward: Monitor, evaluate and learn from CCA and DRR**

- Map data and information available that can inform monitoring, evaluation and learning for CCA and DRR.
- Identify synergies between the reporting mechanisms for CCA and DRR to optimise resources.
- Establish mechanisms that allow lessons learned on CCA and DRR to inform subsequent policy processes.

The role of development co-operation in supporting coherence

Development co-operation also plays an important role in supporting partner countries in addressing climate and disaster risks while strengthening coherence and increasing efficiency. Development co-operation supports all three levels of coherence but plays a particularly significant role in supporting countries achieve operational and technical coherence. Development co-operation can also create a barrier for greater coherence in CCA and DRR, when the intersection between the two is not explicitly or sufficiently taken into account in the support provided, or when there is inadequate co-ordination between entities or providers of support for either CCA or DRR.

STRATEGIC

Support countries in aligning their visions, goals and priorities with those agreed upon as part of global commitments on CCA and DRR, e.g. through guided stakeholder consultations. Development co-operation can also support the mainstreaming of CCA and DRR visions into broader national development strategies, by raising awareness and fostering incentives across institutions on the benefits and limitations of enhanced coherence.

OPERATIONAL

Support countries in identifying opportunities for coherence in implementation through strengthened policy frameworks and institutional arrangements that support local implementation. Development co-operation is also well placed to fund and pilot initiatives that support coherence and are aligned with countries' domestic CCA and DRR priorities. There is also value in continuing, replicating or scaling up pilots that have demonstrated potential but that require time and continued support to fully mature.

TECHNICAL

Support initiatives to strengthen technical capacities to assess climate and disaster risks and opportunities, and to identify and prioritise CCA and DRR measures. Adequate time must be factored into the support provided to ensure that the stakeholders involved can assimilate the new skills and knowledge.

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