



Joining forces to improve DRR-CCA interaction

PLACARD workshop summary

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1. Background & introduction

Based on a recent Joint Research Centre study, weather-related disasters could affect around two-thirds of the European population annually by the end of this century. This could result in a 50-fold increase in fatalities compared to today, if no measures are taken ([Forzieri G. et al.](#), 2017, Joint Research Centre) .

Disaster risk reduction and climate change adaptation share the objective of reducing the impact of natural hazards and climate change on people, ecosystems and infrastructure. Because of the potential for synergies, considering their mandates, and complementary scope and activities, closer collaboration between the respective scientific, practice and policy communities will have significant benefits. Realising these synergies, however, can be challenging. For example, risks, vulnerabilities and solutions are framed differently in the different communities of practice, resulting in diverging policy, planning processes and practices in Europe. The relevant international agreements (Paris, Sendai and Agenda 2030) aim to strengthen coherence and reinforce development and climate action. This being acknowledged, the Paris Agreement, the Sendai Framework and Agenda 2030 depend on each other's successful implementation – and they explicitly refer to each other.

This summary reflects the workshop objectives, namely to identify and implement mechanisms that support and increase integration, coordination and cooperation in DRR & CCA. These are key elements, and essential to strengthening institutional capacities and synergies.

Representatives from EEA, DG ECHO and DG JRC first performed introductory presentations, Setting the Scene. This was followed by a brainstorming session on What are the challenges and barriers in collaboration? as well as What opportunities have you already identified/ made use of/started to integrate?. Based on this first brainstorming session, a brief presentation supported the following visioning exercise to develop A vision for 2030 for DRR and CCA, leading to the key message 2030 Vision: DRR & CCA are well integrated in the short-, mid- and long-term. Core elements of the joint Vision 2030 for DRR & CCA were identified, which are Climate risk management – CRM, Citizens, Common governance and issues related to Visualisation. In the last chapter, you can find the PLACARD Workshop results in a nutshell.



2. Setting the scene

Hans Bruyninckx, Executive Director of the European Environment Agency said at the launch event in Brussels of the new EEA report [Climate change adaptation and disaster risk reduction in Europe report – Enhancing coherence of the knowledge base, policies and practices](#): “The extent of devastation in the wake of forest fires, floods, storm surges not only in Europe but also elsewhere has shown that the costs of not acting on climate change, as well as adaptation and prevention are extremely high. Mitigation (DRR) is crucial as is ensuring effective action before, during and after a disaster. Our report (EEA) shows that European countries have started preparing, but there is still much to gain from better coherence to improve resilience and reducing the risks. This should be the main goal for experts working in the adaptation and disaster risk reduction fields”.

The [EEA report](#), presented at this PLACARD workshop by Sergio Castellari (EAA), highlights the [benefits of enhancing coherence between CCA and DRR](#), particularly through an [enhanced knowledge base; more effective and efficient policies; stronger collaboration; more efficient use of resources and better prevention and preparedness](#).

It also stresses the [need for more action](#) to improve the relationship between CCA and DRR in terms of: [EU, national and regional platforms; hazard mapping and risk assessment; climate services; long-term national approaches; nature-based solutions; risk prevention financing and monitoring and evaluation of policies](#).

EU policies linking DRR and CCA date back to 2013, for example, the [EU Adaptation Strategy](#) and the [Union Civil Protection Mechanism](#), which both focus on prevention and preparedness. Other related policies such as those focused on development, research, cohesion and infrastructure resilience also support DRR and CCA. Due to the [EU Sendai Action Plan](#), all EU policies shall be disaster risk informed.

There are many ongoing efforts to [increase the knowledge base](#) via science and analysis, sharing of knowledge, investing in research, capacity building and data collection and its use at different levels.



Laura Schmidt (DG ECHO) highlighted that within the [National Risk Assessments \(NRA\) overview](#) provided in 2017, climate change is a key trend besides cross-border risk and cascading effects. Work is currently underway in the area of “national risk management capacity assessments”. Key risks within Europe are floods, industrial accidents, extreme events, critical infrastructure disruption and forest fires. Thus, climate- and weather- related risks are of critical relevance in most national risk assessments.

EU funding, city networks and the **international context** are also key areas to enable linking DRR and CCA.

Another related and supportive initiative is the DRMKC (Disaster Risk Management Knowledge Centre), which focuses on disaster risk management of climate related hazards through joint efforts between the DRR and CCA communities. There has been a clear shift from disaster management to disaster **risk** management, through a better understanding of disaster risk. **Learning from past events is important to translate experience of disasters into knowledge.** Therefore, **data and a sound knowledge-base** are highly important in order to get a better idea of what could happen in the future, and to prevent losses. This is a **common factor of DRR and CCA that needs to be fed into policies.**

Better data leads to better risk assessment processes, and thus improved National Risk Assessments. In the longer term, these lead to better prevention and preparedness, and to improved resilience. The links can be characterised as DRR exploring exposure and impacts, while CCA looks at projected exposure and impacts.

The recently published report [Science for DRM 2017: Knowing better and losing less](#), presented at the PLACARD workshop by Montserrat Marin-Ferrer (DG JRC), was also developed in the context of DRMKC, and bears in mind the links between DRR and CCA. This elaboration of a periodical report summarises the state of the art in science, helps to identify gaps and needs, and helps to improve links between DRR and CCA. The report provides an overview from policy review to risk concept, going through hazard-by-hazard and continuing with a chapter on communications to finish with the DRM cycle. The CCA community was fully involved and the gaps identified and recommendations made included climate change aspects and perspectives.

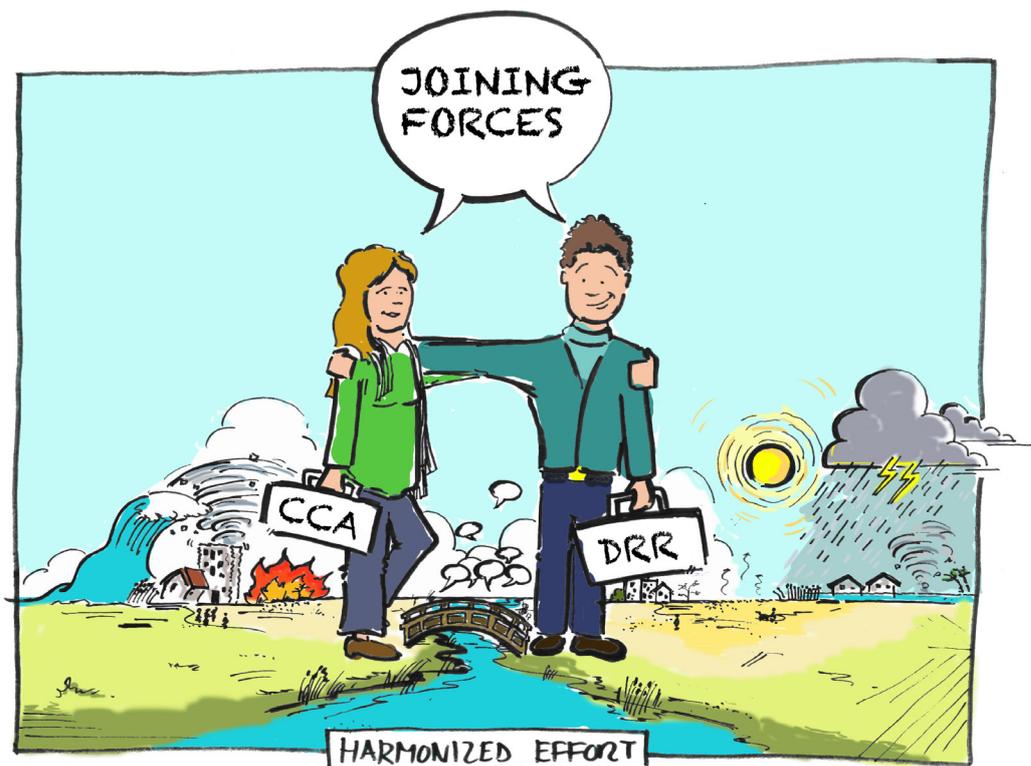
After these presentations highlighting ongoing and recent efforts in DRR & CCA integration, coordination and cooperation, the workshop participants focused on providing their perspectives on the **challenges and barriers** for collaboration and on **opportunities and successes** that had already been identified or were being initiated.



3. Opportunities

What opportunities have you already identified, made use of or started to integrate?

Opportunities show that there is definite potential for enhanced cohesion between DRR and CCA in European countries, through interoperability between levels (EU and national), and considering top-down and bottom-up approaches. In particular, mainstreaming of CCA into DRR practice is seen as having the potential to take advantage of complementarities and potential synergies and break existing silos. On the one hand, CCA can feed into national disaster risk reduction strategies, as requested by the [Sendai Framework](#) (Goal (e) and substantially increase the number of countries with national and local disaster risk reduction strategies by 2020) . On the other hand, more emphasis should be placed on the consideration of climate trends in National Risk Assessment for all Members of the Civil Protection Mechanism. When considering risk analyses in this context, climate projections or scenarios should be reflected.



In recent years, CCA research has already enhanced the knowledge base for DRR in terms of risk analysis and evaluation. Another potential entry point for further consideration of DRR aspects is the evaluation and revision of the EU adaptation strategy, and the support that can be provided to EU Member States.

In terms of support at a national level, a lead body (institution, organisation or cross-sectoral committee) is necessary to foster DRR & CCA integration in a combined and/or cross-sectoral approach. Collaboration and exchange between multiple actors needs to be facilitated, and joint funding options to increase resilience has to be considered.

The principle common goal of DRR & CCA is to ensure that people can live and prosper despite climate change and natural hazards. In order to inspire others, it would be useful to showcase good practices from the local to national level, and up-scaling these to other regions, where possible.

In addition, the potential positive role of insurance in risk management and risk communication, as well as nature-based solutions (ECO-DRR/ESB-Adaptation) was mentioned as being an important action to address both DRR & CCA.

Finally, the interlinkage between platforms focused on DRR and/or CCA should be further improved. It was suggested that a further advantage to improved linkages was that relevant actors and fields of action are more visible and there is increased collaboration.



4. Challenges & barriers

What are the challenges and barriers in collaboration?

Challenges exist in the area of finding common ground, which might be related to the time-horizons CCA and DRR look at (e.g. short- to long-term, forward looking and potential future developments) as well as the focus of incentives for action like funding for DRR and CCA.

Currently there is a significant mismatch in terms of languages and approaches, as well as confusion in the differing uses of terminology and in the concepts of adaptation vs. resilience. In addition, DRR is better established at a local level as well as within the private sector (industry, etc.).

Coordination for coherent policies across jurisdictions is an important challenge – how to collaborate and coordinate vertically and horizontally in terms of integration, and how to put that into practice. Often this collaboration is conducted on an “ad hoc” basis and not institutionalised in specific formats or on a regular basis.

Some institutional conflicts exist, but there is a clear role at EU-level to support integration with guidance and a common theoretical approach. This supports multi-hazard approaches and priorities. The use of **shared indicators for Monitoring, reporting and evaluation (MRE) can be seen as an opportunity**, as would be complementary efforts on the collection of loss-data.

Networks do have a specific role, but primary challenges remain like credibility and sustainable funding for such networks in the longer term. Data and knowledge must be shared between and within these networks, and as such, they support political priorities, providing evidence and a sound baseline.

There are signs that awareness is growing as well as empathy and the need to take action, especially the understanding of the need for collaboration as well as for the resources and capacities required for sound Disaster Risk Management (DRM). A barrier still seems to be the partial mismatch and issues of communication between the national versus local capacities.



5. A vision for 2030 for DRR & CCA

A presentation on global frameworks and how CCA, DRR, Sustainable Development Goals (SDGs) and the World Humanitarian Summit can be jointly tackled was provided by Margot Steenberg (RCCC). This served as the basis for a joint visioning exercise on what DRR & CCA integration and collaboration should look like in 2030.

2030 Vision: DRR & CCA are well integrated in the short-, mid- and long-term

In an interactive session, the participants explored what this vision should look like in terms of CCA & DRR integration and collaboration, and how it could be achieved by 2030.

In order to have CCA and DRR integrated by 2030, the following conditions (‘Core elements’) would be necessary:

- Goals, methods, and tools would need to be aligned under a joint framework e.g. **climate risk management (CRM)**. Appropriate **platforms and governance** structures are **implemented** to operationalise CRM in practice.
- Timescales are aligned between shorter-term DRR that governments undertake as core business and longer-term CCA.
- **DRR & CCA are acting as a complementary and synergistic community** – one framework that addresses gaps, policymaking, protection and resilience.
- **Common or shared governance** between CCA & DRR at all levels is in place.
- Implementation of **common DRR strategy taking CCA into account** – including risk assessment with long-term perspective – is happening.
- A single **policy for multi-risk impact reduction** – considering effective measures for different hazards able to take into account land use development and saving energy – is in place.
- **Climate compatible, resilient development – mainstreaming** of climate disaster risk **across all levels of government** – is part of the status quo.
- **Resilient citizens** – the citizen fully understand the importance of being resilient into the future.



6. Core elements of the joint Vision 2030 for DRR & CCA

Based on the joint Vision 2030 and its core elements (see above), four areas were further assessed in more detail in working groups:

- Climate Risk Management (CRM)
- Citizens
- Common governance
- Visualisation (e.g. terminology, language, good practices)

Participants examined each topic at relevant timescales: short-term (next 3–5 years), medium-term (5–10 years), long-term (10 plus years).

The following section describes the perspectives of participants raised during the discussion in four working groups (core elements, see above) at the PLACARD workshop.

Climate risk management – CRM

Monitoring and evaluation is essential across all timescales. In addition, the understanding and articulation of physical and socioeconomic sensitivities and thresholds (e.g. critical infrastructure) to climate variability and change is needed.

Mapping needs to take place for the short-, medium- and long-term regarding the application of tools and methods (if possible: existing, applied tools and methods) that are flexible and reflexive. Entry points can be existing adaptation strategies and action plans as well as land use governance.

Climate services can be beneficial, and its use and applicability should be assessed.

Short-term

Risk informed investments would help to avoid impacts from man-made disasters. Current investments must prepare for climate risks in 30 years (climate proofing at the project level).



Both CCA and DRR, as well as the interlinkages, should be part of educational programmes.

Prevention plans should be based on comprehensive risk assessments. Stakeholders from CCA should be part of the national risk assessment community.

A shared agenda across DRR and CCA is necessary, but is not the only agenda.

Since disasters and climate change do not follow national borders, a concerted planning effort is needed between Member States (MS) to have a holistic trans-boundary approach and response.

Additional research is needed to further develop conceptual CRM frameworks, and test and put them into practice. Moreover, additional research on the attribution of natural disasters to climate change is paramount.

Medium-term

It is important to **set up a body or agency at the national level** (e.g. multiple ministries/agencies with responsibilities across DRR and CCA), **which is in charge of connecting relevant ministries and actors on climate risk management, and develop a shared agenda**. Embedded in **participatory governance formats that recognise** and accept the difference in **roles and responsibilities (and response) of governments, communities and citizens** will help the **implementation of CRM** in the medium – long-term.

The development and use of common indicators to assess with the same metrics for impacts of climate and non-climate related risks can be applied across DRR and CCA. For example, a subset could be the assessment of the severity of climate change impacts on human and plant/animal health.

Another point where action is needed is related to the need to focus on forecast-based financing mechanisms.

An additional focus on risks with a low probability and high impact (fat-tail events) is needed, which can be linked to outputs of high-end climate scenarios.

Long-term

Climate change adaptation should be fully aligned with disaster risk prevention and integrated where possible. This means, for example, that **critical national / EU infrastructure is resilient to long-term trends in climate-related risks, including those associated with extremes**. Another underutilised approach to managing climate-related disaster risk is in sustainable land use, where spatial planning is used in long-term resilience schemes. There is increasing evidence where working with green infrastructure, for example, Room for the River in the Netherlands, can provide a sustainable approach to managing risks.



Citizens

For effective DRR & CCA, citizens play an important part. Below are some observations and recommendations of how people could become more involved in reducing their risk and adapting to the changing climate.

Short-term

There is a need for a better all-round understanding of changing risks and one's own responsibility. Practical ways of achieving this include bringing different stakeholders together, for example civil society organisations, citizens, technical experts and local authorities to explore and assess their risks. Such analyses can lead to hazard-specific actions plans in which citizens have a clearly defined role. One of the most effective methods of informing and mobilising citizens is through social media. In order to achieve all of this effectively, it is important to improve understanding between perception of vulnerability and risk, especially at the European level since many people feel that risk management is not something that is directly applicable to them.

Medium-term

In the medium-term, a sustained focus on the risk awareness and agency of citizens was seen as beneficial. Eventually it would be ideal for climate-smart disaster risk management (considering climate signal in risk management practices) to be fully integrated in the education sector. An example of a practical readiness plan is that used in former Yugoslavia – Nothing should surprise us – where relevant authorities together with citizens practice their plans on a regular basis. Large-scale exercises are an identified route to keep risk management at the forefront of people's thoughts. In addition, it will become increasingly important to have a solid understanding of what works and what does not work in involving citizens in climate risk management.

Long-term

If the ultimate ideal is a well-informed and well-prepared society, the previous ideas are good stepping stones. For a less incremental approach, one could consider the role of insurance companies, and transferring risk. There are numerous good examples to learn from for improving the resilience of citizens, for example, the Resilient Cities project.

Common governance

Common governance between CCA & DRR first requires political will for developing and working within a joint framework / strategy / protocol. It also requires an updated, forward-looking knowledge base throughout. This knowledge base would need to focus on issues such as risk assessment, solutions and best practices, not just on updating the climate change science.



Short-term

The first and one of the most important steps is to take stock of the current CCA & DRR frameworks, governance instruments and policies, and identify where they overlap. The consultation and participation of a diverse and representative group of stakeholders is essential in developing any joint framework, protocol or governance instrument. The capacity and risk assessment carried out in this consultation is an important element in developing adequate governance.

Medium-term

In the short- to medium-term there is a need to develop a joint framework / strategy / protocol for different governance scales, from EU, to national- and sub-national. The most immediate opportunity is to consider such common governance in revisions of the Civil Protection Mechanism and the EU Adaptation Strategy to climate change. Solutions to develop common governance should be considered at the pan-European level, not only nationally, requiring cross-border collaboration for effective development and implementation. However, the framework / strategy / protocol needs to be flexible enough to take into account particular contexts, and developed in such a way that it enhances collaboration.

The development of a joint framework / strategy / protocol should address implementation concerns, for example, the increase of institutional, technical, capacity and financial support. These will be important factors in essential reporting for indicators, and associated with the development and implementation of monitoring and evaluation schemes. Although less developed countries are an obvious target for such support, developed countries should be also considered, and how such support can be provided. The Disaster Risk Management Knowledge Centre (DRMKC) has been identified as a platform that can provide support to increase the collaboration in some of these aspects.

Taking into consideration the different international and European agreements, strategies and mechanisms, it is important that the necessary reporting be coordinated across them. It would be beneficial to expand reporting guidelines to facilitate the coordination.

In the discussion it became clear that efforts should not be put into creating a single EU institution to deal with CCA and DRR, but instead to promote and develop effective cross-national institutional cooperation.

Long-term

In the medium- to long- term there should be a monitoring and evaluation scheme in place to assess the development of a common governance process, and contribute to current practices and any subsequent revisions of frameworks, policies, strategies and protocols.



Visualisation

In order to better inform and connect different DRR & CCA communities, visualisation of networks and network activities and, more generally, an insight into the overall landscape of CCA and DRR could play an important role. The PLACARD project is developing a sustainable on-line connectivity hub that aims to reveal this landscape by linking different platforms and networks through a central hub, without creating “yet another platform”.

A workshop session aimed to collate requirements for such a hub, serving as a guideline for implementation and priority setting during and beyond the lifetime of the PLACARD project. Moreover, the workshop was used to test the concept of the connectivity hub with independent stakeholders, and with owners of platforms that could be connected through the hub. In general, participants could see the added value of such a hub and showed interest in connecting their platforms. The enquiry had an intentionally broad landscape, offering stakeholders the options of including whatever options they felt to be useful, which allowed the scope go beyond the initial aims of the PLACARD project. Collated needs were classified as: must haves, would like to haves and additional requirements, which have been translated to short-, medium- and long-term needs respectively.

Short-term

The main functions mentioned were in general very much related to:

- Providing insight into networks and communities, for example, an expert database, LinkedIn types of functionality, stakeholder database etc.
- Information on projects, legislation, standards, activities in other countries and specifically good practices and good processes.
- Providing clarity and / or harmonisation of language and terminology across the domains.

In addition, a range of aspects more focused on usability were mentioned, such as offering multi-lingual support, searchability across various dimensions and the option to provide different entry levels for different types of users.

Medium-term

Some functions were identified as relevant, but less important, such as information on and links to key processes and indicators and commercial initiatives, and the addition of more scientifically-oriented content for researchers. Moreover, communication and collaboration functions such as a forum and alert services for new information were considered to be useful.

Long-term

A few functions that could provide added value in the long-term were identified, the most common being data download services, Wikipedia-style knowledge sharing, and a database of actions for self-resilience.



7. Workshop results in a nutshell

Reaching the vision 2030 of a good integration of CCA & DRR in the short-, mid- and long-term:

- Enhancing coherence between CCA & DRR brings benefits
- Climate Risk Management (CRM) plays a significant role in bringing CCA & DRR together
- Shared risk governance is a critical part of successful cooperation and collaboration, coherence and integration
- A project or consortium can actively connect organisations, institutions, and CCA and DRR actors
- Citizens and local knowledge play an important role in participatory governance formats
- Regular exercises keep citizens involved and give a clear idea on what works and what does not work in involving citizens
- Roles and responsibilities of communities and citizens must be well represented in CRM
- Platforms, portals and hubs are vital for sharing knowledge, showcasing good practices, and visibility
- Developing shared or common indicators for monitoring, reporting and evaluation (MRE) is an opportunity to collect useful loss data
- National Risk Assessments must better reflect climate change impacts and trends in their revision cycles
- DRR strategies need to take CCA into account
- Critical national / EU infrastructure must be resilient to long-term trends in climate-related risks.



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PLACARD interchange – PLAtform for Climate Adaptation and Risk reDuction – is a hub for dialogue, knowledge exchange and collaboration between the climate change adaptation (CCA) and disaster risk reduction (DRR) communities.

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