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UN Office for Disaster Risk Reduction

Disaster Risk Reduction and Climate Change Adaptation:

COHERENCE PATHWAYS

IN EUROPE AND CENTRAL ASIA

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CONTENTS

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EXECUTIVE SUMMARY

In Europe and Central Asia, climate change increases frequency, intensity and complexity of hazards, thereby aggravating the underlying vulnerability of populations to disasters. In this context, there is an urgent need for countries to adopt a comprehensive approach to disaster and climate risk management – the one that, building on the synergies between climate action and disaster risk reduction (DRR), can enhance our understanding and action, as well as support systemic resilience-building efforts. Such an approach should be rooted in and operationalize the commitments made under the Sendai Framework, the Paris Agreement and the 2030 Agenda for Sustainable Development to foster risk-informed and resilient development.

To understand current progress in implementing this integrated approach, this report examines policy coherence in selected 16 countries across Europe and Central Asia, with a particular focus on four key coherence dimensions – namely, conceptual, institutional, operational and financial. It further highlights the areas where DRR and climate action converge in practice. The analysis reveals strengths in the conceptual and operational aspects of coherence. These strengths revolve around the increasing prevalence of framing resilience as a means for mobilizing diverse stakeholders and the widespread interest across governments to pursue risk reduction in early warning systems, resilient agriculture and critical infrastructure, among other areas. Despite challenges, particularly with regard to the integration on the technical level of operational coherence, there is clear evidence demonstrating advances in coherence between conceptual and operational aspects.

By contrast, coherence in institutional and financial aspects is rather limited. Responsibility for risk management frequently remains siloed across different public institutions, thereby limiting synergies in strategic planning. In some cases, this is further compounded by suboptimal functioning coordination mechanisms between DRR and climate action institutions. These findings highlight the need to advance the institutional aspect of coherence, including through platforms mobilizing diverse governmental stakeholders with a focus on resilience and the catalytic effect of international strategic processes such as the development of nationally determined contributions (NDCs), national adaptation plans (NAPs) and DRR plans. From the financial perspective, despite the examples of strong practice such as mutual financing instruments for DRR and climate action, there is limited evidence of systematic coherence in the region.

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RECOMMENDATIONS FOR STRENGTHENING COHERENCE

Capitalizing on the opportunities of a comprehensive risk management approach in Europe and Central Asia requires the following four key actions:

1. Strategic alignment

- DRR and climate action planning, developing common strategic processes and integrating existing mechanisms.
- Using resilience as a framework to engage and mobilise diverse stakeholders, including institutions involved in economic planning.

2. Institutional coordination

- Overcoming siloing between institutions responsible for DRR and climate action, as well as establishing and funding dedicated platforms for real-time coordination.
- Ensuring that DRR stakeholders are included in climate action, sustainable development and resilience decision-making spaces.

3. Technical collaboration

- Fostering cooperation through technical working groups focused on data sharing, methodologies and expertise.
- Developing joint action plans with clear roles, timeframes and budgets, along with embedding these action plans into all future risk reduction strategies.

4. Financial integration

- Mainstreaming risk reduction principles across government investment decisions, such as through joint financial instruments for DRR and climate action.
- Capitalizing upon opportunities for integrated finance provided by the international climate finance architecture.

These recommendations should be pursued based on the context of specific countries on different levels. Building resilience requires a more comprehensive understanding of available means of implementation to address gaps and challenges, along with addressing risk across timescales. Accordingly, public finance and budgetary mechanisms are to be revised, while private sector financing has to be explored so as to make a business case for resilience. International instruments on DRR, adaptation and loss and damage can be maximized through comprehensive risk management approaches.

LIST OF ABBREVIATIONS[1]

AF	Adaptation Fund
BTR	Biennial Transparency Reports
CCA	Climate Change Adaptation
CESDRR	Centre for Emergency Situations and Disaster Risk Reduction
COP	Conference of the Parties
CPT	Coherence Pathways Tool
CRM	Comprehensive Risk Management
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EbA	Ecosystem-Based Adaptation
Eco-DRR	Ecosystem-Based Disaster Risk Reduction
EEA	European Environment Agency
EWS	Early Warning Systems
FRLD	Fund for Responding to Loss and Damage
GCF	Green Climate Fund
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Development Agency)
IPA	Instrument for Pre-Accession Assistance
NAP	National Adaptation Plan
NbS	Nature-based Solutions
NC	National Communication
NDC	Nationally Determined Contribution
SDGs	Sustainable Development Goals
UCPM	European Union Civil Protection Mechanism
UNDRR	United Nations Office for Disaster Risk Reduction
UNDP	United Nations Development Programme
UNEA	United Nations Environment Assembly
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNSDCF	United Nations Sustainable Development Cooperation Framework

1 UNDRR has an online guide to Sendai Framework Terminology on Disaster Risk Reduction (as adopted by the General Assembly) available at www.undrr.org/terminology

INTRODUCTION

BACKGROUND

In Europe, the fastest warming continent in the world (EEA, 2024), climate change functions as a risk multiplier for disaster, particularly when combined with accumulation of risk through non-climatic social and political processes such as changing land use patterns, social inequality and loss of biodiversity. This makes Europe particularly vulnerable to cascading risks where disasters and shocks in one area lead to overspills and non-linear effects in various systems such as food, health and infrastructure (CASCADES, 2023). These adverse effects of global warming on intensity and frequency of natural hazards in in Europe, with their sprawling, society-wide impacts and risks, make the case for coherence between climate action and disaster risk reduction (DRR) a straightforward yet urgent one.

Similarly, in Central Asia and the Caucuses, the interaction between climate change and socio-economic, ecological and political systems is compounding risk. From the 1990s, the number of fatalities, affected people and economic losses caused by hydro-meteorological disasters in the region has steadily increased (ESCAP, 2020) – a trend set expected to continue as "extreme precipitation is expected to increase in major mountainous regions" (GIZ, 2024, p. 1). Furthermore, the risks associated with climate go beyond the realization of disaster events towards challenges "from water scarcity to changing weather patterns" (Green Central Asia, 2023), all of which aggravate vulnerability of affected populations. As "disaster risks converge with critical socio-economic vulnerabilities" in Central Asia (UNESCAP, 2019, p. 6), there emerges a clear need for adaptive action by both DRR and climate action communities that would be premised on a broader shift towards resilience.

Since the Europe and Central Asia region is profoundly diverse, with subregions characterized by pronounced differences in climate, geography and governance, this study aims to provide an overview of the range of contexts and approaches to comprehensive risk management in Europe and Central Asia, as well as to offer meaningful recommendations to accelerate resilience-building through potential coherent measures in the region.

Comprehensive (Disaster and Climate) Risk Management (CRM)

Comprehensive risk management (CRM) is a holistic approach to managing risks associated with climatic and non-climatic hazards. This approach intends to address and build long-term resilience among countries, vulnerable populations and communities, including resilience to loss and damage from extreme and slow-onset events. CRM is both explicitly and implicitly embedded in global multilateral treaties, particularly those related to climate change, DRR and sustainable development. For instance, Article 8 of the Paris Agreement articulates CRM as an area of cooperation and facilitation to enhance understanding, as well as action on and support to loss and damage. It also involves managing risks associated with extreme and slow-onset events through near-, medium- and long-term risk reduction and adaptation actions. Via fostering active collaboration among government institutions, non-state actors and other stakeholders, CRM ensures that coherence and synergies between climate action and DRR measures are sufficiently reflected in planning and implementation frameworks.

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Coherence of DRR and climate action agendas is underpinned by the following three aspects:

1. **Scope:** The close thematic interconnection between DRR and climate action, centred on reducing risk and building resilience, means that coherent planning and implementation unlocks a systematic approach capable of addressing risk accumulation and hazard events over different time horizons.
2. **Efficiency:** Coherence ensures that efforts are not duplicated and that scarce resources are maximized, which ultimately results in streamlined planning and implementation processes, as well as in amplification of resilient outcomes.
3. **Innovation:** The benefits of mobilizing a wider range of expertise, reaching across and between various stakeholders and sectors, include the development and implementation of transformative ways of supporting countries in coherent risk reduction.

The Political Declaration of the 2024 Europe & Central Asia Regional Platform for Disaster Risk Reduction provides a concrete agenda to advance coherence between DRR and climate action in the region. This declaration includes the following objectives focused on coherent implementation:

- Scale-up integrated DRR and climate action: DRR and climate change adaptation must be pursued in an integrated, mutually reinforcing manner to avert, minimize and address loss and damage. Aligning these efforts ensures a comprehensive response to the full spectrum of risks, enhances effectiveness of investments and policy interventions, as well as guarantees collaboration among all stakeholders.
- Breakdown silos between sectors: Considering that DRR is inherently cross-cutting, success depends on the collaboration of multiple ministries, including but not limited to interior, environment and finance. We must prioritize coordinated approaches to DRR that bring together expertise from across government sectors. By breaking down these silos, we can create more holistic, effective strategies capable of addressing complexity of disaster risk while ensuring that every relevant department contributes to building resilience.
- Enhance disaster and climate risk finance: Robust, data-informed disaster and climate risk financing is essential for effective risk management on both national and subnational levels. We call for increased international support to enhance equitable and transparent financial mechanisms responsive to the needs of all communities, particularly the most vulnerable ones (UNDDR, 2024).

These objectives jointly represent a commitment to the development of comprehensive and coherent approaches to DRR and climate action in Europe and Central Asia.

OBJECTIVES AND OUTLINE

This report aims to enhance our understanding of coherence of planning and policy implementation mechanisms of countries in Europe and Central Asia. This is achieved by assessing progress of the coherence agenda on the national level across the following four aspects: conceptual, institutional, operational and financial (see Box 1 for further detail). The results of this assessment will inform policymakers and decision-makers in Europe and Central Asia responsible for risk reduction and adaptation strategies, including those with a mandate for mainstreaming development planning, concerned with further integration of DRR, climate action and sustainable development planning so as to increase resilience to disasters and climate change.

The report is divided into two sections. First, drawing from the documentary profiles of selected 16 countries, we evaluate the state of play for each of the four thematic aspects of coherence and, based on this evidence, develop general recommendations. Second, we develop a series of Coherence Action Briefs focused on the analysis and recommendations specific to the 16 national contexts included in the report. Throughout the report, climate action and DRR are collectively referred to as "risk reduction" activities, agendas or processes.

Box 1 Aspects of Coherence

Conceptual coherence: Exploring how countries conceptually link DRR and climate action – in particular, through the concepts of risk and resilience and at the extent to which the two fields are jointly addressed.

Institutional coherence: Analysing whether coordination between DRR and climate action is envisioned, and if and how institutional arrangements support coherence.

Operational coherence: Considering measures, actions and activities that bring together DRR and climate action practices, as well as to which extent planning is considered cross-sectoral.

Financial coherence: Exploring whether and how funding strategies, financing and investments frameworks bring together DRR and climate action.

Box 2 Brief Methodology

The main methodology of this report is a desk review of national DRR, climate change (adaptation) and sustainable development strategy documents of 16 countries in the Europe and Central Asia region. This process is also supported by key informant interviews and an online expert consultation workshop. The documents identified and analysed as part of the research process are predominantly policies, strategies or action plans published in 2019–2024, with reference made to legal instruments or older strategy documents only when such instruments or documents were noted as relevant by national-level interviewees (see Annex 1 for a detailed description of the methodology).

This report focuses on the analysis of the following 16 countries: Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, France, Germany, Italy, Kazakhstan, Kyrgyzstan, Moldova, Montenegro, North Macedonia, Serbia, Tajikistan, Türkiye and the United Kingdom.

ASPECTS OF COHERENCE

CONCEPTUAL

C

Conceptual integration is the most advanced aspect in the region, with widespread proactive approaches to risk management. Conceptual integration is assessed as "substantial" in seven of nine DRR documents and eight of 14 domestic climate action documents, indicating a sophisticated understanding of the mutual interaction of climate change and hazardous events or an explicit commitment to mainstreaming.

1 FINDING 1

Assessment of strategic documents in the region reveals that the documents focused on DRR offer the strongest conceptual basis for coherent action. Seven of nine such strategies, including multi- or single-hazard DRR strategies and action plans, are evaluated as displaying substantial coherence. Such documents are characterized by a sophisticated understanding of the impact of climate change upon vulnerability, aim at comprehensive resilience to disasters and seek to advance the mainstreaming of risk reduction measures. However, detailed strategic integration with climate action institutions and strategies is less common, with only five of nine DRR strategies outlining concrete mainstreaming measures, and specific examples remain of DRR strategies framed exclusively in terms of protection and response. By contrast, conceptual integration is the weakest on the level of mainstream development planning, reflecting the peripheral role of DRR and, to some extent, climate action stakeholders in mainstream development planning on the national level: only three of 12 such documents provide a strong conceptual basis for coherence. Between these two poles, dedicated documents coming from climate action institutions and international strategy processes – such as National Adaptation Plans (NAPs), National communications (NCs) and Nationally Determined Contributions (NDCs) – display comparable levels of conceptual integration, with a good level of conceptual recognition limited by the lack of systematic mainstreaming and inclusion of DRR in action plans.

RECOMMENDATION 1

C 1.1 There is a need to capitalize on widespread concern for proactive risk reduction amongst DRR and climate action strategy documents, as well as international strategy processes, so as to develop joint or coordinated risk reduction strategies with mainstreamed milestones and clear timelines. The key challenge for conceptual integration is building upon the diverse calls for proactive risk management that already exist on the national level by drawing institutions together in concrete action planning.

C 1.2 In order to overcome the marginalization of risk reduction in mainstream development planning, governments should mandate the inclusion of both DRR and climate action stakeholders in development planning processes, with explicit requirements for their input in policy formulation and implementation.

Example 1
Mainstreaming DRR and Climate Action into Spatial and Urban Planning in North Macedonia

In North Macedonia, authorities have aimed to improve the mainstreaming of DRR and climate action concerns into other national planning processes. A key activity in this regard has been the development of a methodology for mainstreaming of climate change into spatial and urban planning, which has been applied in the development of the forthcoming Master Spatial Plan (Mary, 2020). Furthermore, in 2024, the United Nations Office for Disaster Risk Reduction (UNDRR) implemented the Disaster Resilience Scorecard for Cities in three municipalities in the country, working with local stakeholders to develop "tools for strategic disaster risk reduction and climate change planning" (Nedeljković, 2024, p. 4).

2 FINDING 2

Resilience has emerged as a key conceptual framing bringing together diverse stakeholders. The collaborative frame of resilience has inspired a strong level of mutual understanding between DRR and climate action actors, based on common terminology and objectives. Building or enhancing resilience to disaster or climate risk, which can facilitate connections with strategic planning at ministries such as infrastructure and economy, is mentioned as a priority in seven of nine DRR and 11 of 14 domestic climate action documents surveyed in the region. In addition, resilience to disaster and climate risk is framed in the region as part of a continuum that also includes economic systems risk, such as threats to energy supply, and national security risk, such as cyber-attacks (see, e.g., European Commission, 2023).

The widespread commitment to resilience as a common theme across diverse sectors of government in Europe and Central Asia indicates its significant potential to catalyse coherent action through the integration of risk reduction professionals in policy processes on all levels of government. Risk reduction professionals should also be conscious of diverse conceptual and practical interpretations of resilience stemming from alternative practice communities. Managing risk across timescales provides opportunities for pursuing integrated approaches.

RECOMMENDATION 2

C 2.1 It is necessary to develop and participate in institutionalized coordination mechanisms focused on resilience. Where such coordination mechanisms already exist, ensure the representation of focal points from disaster and climate risk reduction institutions. Where coordination platforms for resilience are noy yet in place, relevant institutions with the mandate to coordinate risk reduction should take the lead in developing them, working to secure a legal and policy framework for collaboration across the government.

C 2.2 There is a need to integrate risk reduction principles across development planning on the national level, including through the development of cross-governmental investment guidelines that account for disaster and climate risk. Conceptual integration could further be advanced by the development of sector-specific guidelines for mainstreaming resilience considerations into sectoral policy processes, with a particular focus on key areas of concern such as agriculture, critical infrastructure and early warning systems.

Example 2
Germany's multi-sectoral DRR and CCA Strategy for Strengthening Resilience to Disasters

In Germany, the German Strategy for Strengthening Resilience to Disasters 2022–2030 makes use of the framing of resilience to ensure operational and institutional buy-in from different institutions of the government. This strategy, jointly developed by all relevant government stakeholders and the interministerial working group on the implementation of the Sendai Framework, has been operationalized through a joint implementation plan in 2024. It includes 420 specific measures, many of which – such as those concerned with early warning systems, resilient agriculture and the resilience of critical infrastructure – integrate common stakeholders and produce compounding benefits across DRR and climate action communities. Distinctively, the strategy positions both DRR and adaptation to climate change on a spectrum that includes resilience to hybrid and military threats.

3 FINDING 3

International reporting processes, especially those meant to report the development and implementation of DRR strategies (e.g., Sendai Framework Target E and SDGs 1, 11 and 13), and NAPs have a strong potential to enhance conceptual integration in the region.

Each of the five NAPs assessed in this report revealed either a substantial (three) or a partial (two) basis for coherence, while ongoing NAP development processes in Montenegro, North Macedonia and Kazakhstan were noted as key opportunities for enhanced coherence by national-level interviewees. As a cross-governmental exercise frequently associated with political momentum and dedicated resourcing, NAP development provides a space for integrated planning between the environment ministries that often lead on implementation and institutions from DRR or other areas of government as implementing partners responsible for specific outcomes. A more varied basis for coherence is revealed by NDC and NC reporting, with 10 out of 22 relevant documents evaluated as offering a limited basis for coherence, frequently due to the prominence of climate change mitigation accounting and planning. However, 12 of 22 such documents are assessed as offering a partial or substantial basis for coherence, with elements of detailed and coherent planning for DRR and climate action. Ultimately, international reporting processes can catalyse strategic alignment for coherent implementation that risk reduction stakeholders must work to realize. The new-generation NDCs (UNFCCC, 2025) and Biennial Transparency Reports (BTRs[2]) provide new opportunities for coherent reporting and setting national vision on adaptation and loss and damage. The adoption of the UAE Framework for Global Climate Resilience, structured around thematic and process targets, under the Global Goal on Adaptation, also provide a strong basis for informing the NAPs and for coherent reporting once the indicators have been finalized (UNFCCC, 2024).

RECOMMENDATION 3

C 3.1 National authorities should establish formal mechanisms requiring DRR specialists to coordinate or participate in the development of integrated risk assessments within climate planning processes (NAPs, NCs, and NDCs),[3] drawing upon their capacity to conceptualize and operationalize coherent multi-hazard approaches. To support this endeavour, DRR specialists should substantively engage in conducting national risk assessments that combine both DRR and climate adaptation approaches, as well as update these assessments at regular intervals.

C 3.2 National authorities should mandate the integration of DRR, climate action and mainstream development planning actors in joint technical working groups to allow for concrete coherence in the implementation of international strategy processes, such as flood risk management and the development of early warning systems. To facilitate ongoing collaboration and joint evaluation, DRR specialists should be included in monitoring institutions.

Example 3
Coordinating Climate Action and DRR for Kyrgyzstan's Updated NDC

In Kyrgyzstan, the development of the Updated NDC 2021, coordinated by an interdepartmental working group that included representation from DRR institutions (e.g., the Central Asian Institute for Applied Geosciences, CAIAG) and climate action institutions (e.g., Climate Finance Centre at the Ministry of Natural Resources Ecology and Technical Supervision), was a catalyst for coherent strategic arrangements. This collaborative arrangement on the technical level reflects the operational planning within the NDC document, which includes a "Reduction of Risks of Climatic Emergencies."

2 BTR include information on national inventory reports, progress towards NDCs, policies and measures, climate change impacts and adaptation, levels of financial, technology development and transfer and capacity-building support, capacity-building needs and areas of improvement.

3 See also the commitment to Advocate for Ambitious NDCs as part of UNDRR (2024).

INSTITUTIONAL

I

Institutional integration is an ongoing challenge in the region. Approximately 65% of national-level interviewees identify coordination between DRR and climate action institutions as a challenge, while seven of 23 DRR and climate action documents are assessed as offering a "limited" account of institutional integration, which can result in the strategic isolation of DRR and climate change adaptation (CCA) activities. When successful, coherent institutions cascade into other aspects of integration, leading to the realization of conceptual integration in practice and the persistence of operational integration through time, while creating opportunities for integrated financial arrangements.

1 FINDING 1

Institutional responsibility for risk reduction remains siloed. Divergent histories of DRR and climate action remain powerful, ensuring that DRR work is performed by authorities with mandates for disaster response and civil protection, while climate action remains the responsibility of ministries with portfolios such as environment and economy. Consequently, there remains a significant obstacle to the coherence agenda – to the extent that each area of action is associated with a different institutional silo. At present, 14 of 16 institutional arrangements surveyed display this structure. The consequences are clear, with the lack of coordination between government ministries cited as a limitation by 65% of national-level interviewees. In addition, the civil protection emphasis of DRR institutions has limited integration into mainstream development planning, with seven of nine DRR strategies lacking specific details of resource mobilization by economic authorities. As a result, coherence is more frequently incidental than structural, characterized by elements of conceptual and operational integration without adequate institutional backing. This lack of alignment between different authorities with responsibility for risk reduction on the national level is associated with challenges such as resource inefficiency, duplication of work and limited data sharing.

RECOMMENDATION 1

I 1.1 There is a clear need to clarify institutional responsibilities to allow for a better alignment of actions in areas of common interest. This can be implemented through national guidance ensuring that strategic planning processes in DRR and climate action consider the institutional mandate and capacity of relevant institutions. The development of this guidance can be led by DRR institutions, working through existing coordination mechanisms to reconcile competing priorities.

I 1.2 National authorities should develop well-functioning coordination mechanisms bringing together DRR and climate action stakeholders. These mechanisms should host joint technical working groups to allow for concrete coherence in implementation of areas of common concern, such as early warning systems, resilient agriculture and critical infrastructure.

Example 1
Multi-stakeholder Coordination on Climate and Disaster Resilience in Armenia

In Armenia, a range of coordination mechanisms facilitate the collaboration between DRR and climate action stakeholders. Representative institutions such as the DRR National Platform Foundation (ARNAP) and the Climate Change Coordinating Council, revitalized in 2021, are complemented by initiatives such as the GREEN Armenia High-Level Policy Dialogue Platform. On the technical level, the National Centre for Hydrometeorology and Monitoring is located within the Ministry for Environment, but engages with DRR stakeholders by providing early warnings for natural hazards and contributing data for climate impact assessments.

2 FINDING 2

Coordination mechanisms with a focus beyond conventional disaster management are perceived as functioning more effectively. While 12 of 16 countries possess functioning DRR platforms, such platforms are not always perceived as effective spaces for the coordination of proactive risk reduction across government. In fact, only 58% of relevant national-level respondents note them as a key institution to pursue coherence. By contrast, in cases where risk reduction coordination mechanisms focus on climate change (eight countries) or sustainable development (seven countries), such spaces are always assessed as advancing coherence by national- level interviewees.

While the actual constitution of such mechanisms shows a significant variation – ranging from technical working groups to steering committees located within the executive office – each mechanism is perceived as advancing coherence on the national level. This pattern indicates that the contexts where DRR actors are integrated into the functioning of coordination mechanisms and have broader portfolios such as climate change adaptation and sustainable development are perceived as more effective spaces for institutional coherence than conventional DRR platforms.

RECOMMENDATION 2

I 2.1 In the short term, countries should work to enhance the effectiveness of DRR platforms as institutions for coordination on proactive risk reduction, rather than limit their scope to coordination of disaster preparedness and response. This should include mandating and resourcing of the presence of institutions with focus on climate action, as well as implementation of agendas focused on areas of common concern and working groups with specific agendas prioritizing joint planning and reporting.

I 2.2 In the medium term, national authorities should seek to ensure broadening of the mandate and functional scope of coordination platforms on climate change or sustainable development to systematically include disaster risk management institutions and stakeholders, operating both on the technical level and on high levels of government. Countries should also establish a formal mechanism for the inclusion of DRR and climate action stakeholders in the decision-making processes of the ministries traditionally associated with development, such as finance, economy and infrastructure, as well as seek to assign focal points for risk reduction in key institutions.

Example 2
The Role of the National Observatory for CCA in advancing DRR and Adaptation in Italy

In Italy, the National Observatory for Climate Change Adaptation, established in 2024, functions as the permanent governance structure of the National Climate Change Adaptation Plan and is responsible for the development and circulation of data related to climate change, vulnerability profiles and possible adaptation actions. Importantly, the Observatory is coordinated by a multi-stakeholder committee that includes representation from ministries across government and the Conference of Regions, as well as DRR institutions such as the Civil Protection Department and National Agency Italia Meteo.

1 FINDING 3

Strategic frameworks for coherent risk reduction in Europe and Central Asia provide a strong basis for regional cooperation and learning on coherence. On the strategic level, the European Forum for Disaster Risk Reduction (EFDRR) Roadmap 2021–2030 codifies mutual commitments of national governments, noting "progress towards coherence and leveraging global agendas is fragmented across regional, national and local-level strategies, actions and commitments" (UNDRR, 2021a, p. 6), thereby positioning the achievement of coherent implementation as an enabling approach for effective DRR across the region. Similarly, the Strategy for Development of Cooperation of Countries of Central Asia in Disaster Risk Reduction 2022–2030, adopted in 2021, expands the strategic alignment between the countries of the region "to promote joint coordinated risk reduction activities" (UNDRR, 2021b, p. 4). As part of this coordination, the Strategy underlines "measures to adapt to climate change, mitigate its consequences" (Ibid., p. 4) and includes a "successful response to climate change" (Ibid., p. 7) among its expected results. This is mirrored on the institutional level by the increasingly coordinated relationship between DG-ECHO and DG-CLIMA in the European Union. In Central Asia, an institutional venue for coherence is provided by the Centre for Emergency Situations and Disaster Risk Reduction (CESDRR) that brings together representatives from across the region with the objective to "develop cooperation in disaster risk reduction, climate action, prevention and elimination of emergency situations" (CESDRR, n.d.).

RECOMMENDATION 3

I 3.1 In the short term, national authorities should ensure a coherent implementation of existing global and regional strategic arrangements, mobilizing stakeholders from both DRR and climate action institutions as participants in action planning, summit meetings and monitoring arrangements.

I 3.2 In the medium term, it is necessary to capitalize on the existing basis for coherent international strategy to work across national borders so as to develop an integrated risk reduction action plan for the region, bringing together DRR and climate action institutions with mainstream development planning ministries to commit to long-term coherent implementation.

Example 3
Europe's Regional Approach to Integrating DRR and CCA

The European Union is a key voice catalysing a strategic focus on resilience in the region. The 2021 EU Strategy on Adaptation to Climate Change underlines the "need to act now" to ensure resilience, pushing for smarter, faster and more systematic adaptation processes. This strategy mainstreams DRR measures, with disaster conceptualized as a consequence of the intensifying effects of climate change and DRR as a core part of the broader project of resilient adaptation to climate change. Likewise, the five European Disaster Resilience Goals establish space for climate adaptive action within resilient DRR programming, using the framing concept of resilience to advocate disaster and climate work centred on anticipation, preparation and alerting populations. As The 2020 Strategic Foresight Report of European Commission identified "resilience as a new compass for EU policies" (European Commission, 2020). The 2024 European Climate Risk Assessment, led by Directorate-General for climate action (DG-CLIMA) and the European Environment Agency (EEA), clearly demonstrates the capacity of resilience framing to link stakeholders to provide a detailed assessment of the cascading impact across sectors including food, health and infrastructure.

OPERATIONAL

O There is a significant strategic basis for operational integration in the region, with eight of nine DRR documents and 10 of 14 climate action documents assessed as displaying "substantial" coherence in this area. However, national-level interviews reveal a perception that this potential for operational integration may not be fully realized in practice.

1 FINDING 1

The assessment of relevant documents reveals a strong framework for operational coherence in the region. Overall, 18 of 23 DRR and climate action documents are evaluated as displaying substantial coherence in this area, characterized by a multi-stakeholder strategy development process, a focus on mainstreaming across key sectors and significant areas of operational overlap. Key areas of this operational overlap concern the sectors and areas such as early warning systems, agriculture and water systems, and the resilience of critical infrastructure. Multi-hazard EWS play a key role in structuring priorities on the national level, with eight of nine DRR and eight of 14 climate action strategy documents positioning EWS as an outcome, action or priority area. Concurrently, 19 of 23 DRR and climate action documents detail specific activities in agriculture and 19 of 23 also do so with regard to critical infrastructure. These areas represent consistent strategic priorities across DRR, climate action and mainstream development planning in the region, and actors have the opportunity to create connections through coordinated action on the project level.

RECOMMENDATION 1

O 1.1 It is recommended to capitalize on operational synergies to create joint implementation teams and collaborative methodologies focused on key sectors. To this end, diverse stakeholders with technical and financial capacity to achieve concrete outcomes in areas such as early warning systems, resilient agriculture and critical infrastructure should be mobilized.

O 1.2 Countries should conduct national-level assessment exercises to better understand possible areas of collaboration and develop a joint strategic framework to coordinate risk reduction activities across all identified sectors of joint implementation.

Example 1
Fostering Coherence in Water Management: Collaborative Approaches to Flood and Drought Risk in Türkiye

In the domain of water management in Türkiye, coherence has emerged from technical collaboration between institutions with complementary mandates. The development and implementation of Flood and Drought Management Plans for 25 river basins were an outcome of technical coordination between the General Directorate of the State Hydraulic Works (DSI), the General Directorate of Water Management (GDWM) and metropolitan municipalities, based on the production of integrated flood and climate risk assessments. Similarly, the Flood Forecasting and Early Warning System (TATUS), managed and implemented by GDWM, was calibrated using hydro-meteorological data shared by DSI and Turkish State Meteorological Service (TSMS).

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2 FINDING 2

Systematic integration on the technical level is relatively rare in the region. Only ten of the surveyed 16 countries have coordination mechanisms characterized by representation of diverse stakeholders in a common entity, such as a platform, council or committee, with eight countries reliant solely on such mechanisms for the coordination of DRR with other agendas. By contrast, only five of the surveyed countries report the presence of interministerial working groups or other technical processes of coordination between DRR and climate action. This disjuncture between mutual representation and concrete joint planning is a key obstacle to the achievement of operational integration. In the absence of such engagement, even where mutual outcomes are concerned or where projects mobilize stakeholders from both DRR and climate action communities, the potential for coherent action can remain unrealized. This is underlined by the fact that only five of nine DRR documents and 10 of 14 climate action documents include dedicated action planning that seeks to converge stakeholders from DRR and climate action.

RECOMMENDATION 2

O 2.1 National authorities should create technical working groups with representation from both risk reduction and mainstream development planning institutions to share capacity, methodology and resources to link up ongoing risk reduction activities.

O 2.2 It is necessary to develop joint action plans as an inherent component of risk reduction strategy, including both DRR and climate action implementation and monitoring processes. Such plans should emerge from dedicated interministerial working groups and include joint monitoring, responsible institutions and dedicated resourcing.

Example 2
Integrated Climate-Resilient Flood Risk Management in the Drin River Basin in the Balkan

The "Integrated climate-resilient transboundary flood risk management in the Drin River basin" project from 2019–2024, which joins Albania, Montenegro and North Macedonia and is funded by the Adaptation Fund (AF) as part of the "Disaster Risk Reduction and Early Warning System" sector, demonstrates coherence on the technical level. Numerous outcomes of this project, including the creation of a tailored GIS-based flood risk model and upgrading of hydrometeorological monitoring networks, span the spectrum from DRR to climate action. Implementation of this project by UNDP was tailored to ensure the engagement of DRR practitioners in technical teams. Consequently, national-level interviewees for each of the three countries (Albania, Montenegro and North Macedonia) identified this project as an example of good practice, one which combined the activities and expertise of the DRR and climate action communities in concrete implementation.

3 FINDING 3

Capacity constraints are a key factor limiting the translation of potential operational synergy into coherent implementation. During the interviews, 43% of national-level respondents perceived capacity or expertise as a key obstacle to operational integration, citing factors such as the lack of standard operating procedures, insufficient technical expertise and limited institutional memory. As with limited technical integration, this lack of capacity limits the translation of the strategic framework for operational coherence into concrete mutual action. Ultimately, the pattern is of unrealized potential, where significant levels of strategic overlap have only a limited impact on coherent implementation.

RECOMMENDATION 3

O 3.1 In the short term, national authorities should implement a capacity-building program aimed at enhancing the skills of DRR and climate action practitioners in cross-sectoral collaboration, emphasizing the use of tools like scenario planning, joint risk assessments and co-creation workshops.

O 3.2 In the medium term, countries should work on building capacity across their governments through cross-training programmes led by DRR and climate action professionals, supported by an earmarked capacity development fund.

BOX 1: SANTIAGO NETWORK

The Santiago network, established in 2019 under the Warsaw International Mechanism with a mandate of catalysing technical assistance for averting, minimizing and addressing loss and damage, seeks to enhance knowledge, capacity-building and access to finance through organizations, bodies, networks and experts who serve as network members. The Santiago network provides a critical opportunity to develop countries in the region through technical assistance and building and enhancing capacities.

Source: Santiago Network

Example 3
Building National Capacity for DRR and Climate Change in Montenegro

In Montenegro, a national-level capacity development process has been initiated through the assessment of existing capacity in both DRR and climate change. The foundation for action is laid down by the National Capacity Building Assessment in Context of DRR and the National Capacity Building Assessment in Context of Climate Change, which jointly provide accurate strategic guidance for risk reduction institutions on capacity development. This foundation is part of a broader focus on risk reduction in Montenegro that also encompasses a national Vulnerability Assessment that includes a focus on climate change and efforts to integrate DRR perspectives into NAP implementation.

FINANCIAL

F

Financial integration is evaluated as the weakest aspect of coherence between DRR and climate action in the region. Only three of 23 DRR and climate action documents are assessed as displaying substantial coherence in this area. Despite several examples of good practice, they remain clustered within certain countries, rather than are evenly distributed across the region.

1 FINDING 1

There is limited evidence of financial coherence on the national level. This is frequently a consequence of dedicating limited or unspecified financial resources to risk reduction activities, both on the level of development planning and within DRR and climate action plans. For example, only two of nine DRR plans provide systematic details on financing, while only three of 23 DRR and climate action policies and strategies provide a substantial account of coherence in this aspect. This lack of concrete integration is linked to a perception that DRR activities rarely draw from the same budget or funding windows as climate action work – in fact, only 21% of national-level interviewees note even limited coherence in this area. In addition, there is limited evidence on other attempts to mainstream risk reduction financing on the national level, such as risk-sensitive budget reviews and innovative approaches to disaster and climate insurance. Ultimately, the situation on the national level in the region is clear: financial integration is not advanced.

RECOMMENDATION 1

F 1.1 In the short-term, national authorities should develop a joint funding instrument for DRR and climate action, with sustainable funding and the mandated objective of financing coherent risk reduction and adaptation to coherently manage risk across timescales.

F 1.2 There is a clear need to mainstream risk reduction principles into financial planning on the national level. This can be achieved by risk-sensitive budget reviews, risk assessments into investment planning and mechanisms to ensure risk-informed development cooperation.

Example 1
UK's Green Book Approach

In the United Kingdom, the "Green Book" demonstrates the mainstreaming of risk reduction principles into financial planning across government (HM Treasury, 2022). The Book contains guidance on the appraisal of government policies and projects. To ensure that policies and projects are resilient to the effects of climate change, as well as that such effects are being considered when appraising options, HM Treasury has issued a supplementary guidance on accounting for the effects of climate change.

2 FINDING 2

Insufficient funding for DRR remains a key perceived weakness in the region. National-level interviews reveal that resourcing for DRR is a key limiting factor in the effectiveness of risk reduction, with issues connected to the level of financing raised in 57% of national-level interviews and challenges in the coordination of investment noted in 17% more. This pattern is also mirrored in strategic documents in the region, with only two of nine DRR and one of 14 climate action documents including a specific outline of necessary funding sources for implementation. This obstacle is further aggravated by limited evidence of the systematic engagement of private sector partners in risk reduction in the region, which reduces the possibility of developing risk-informed investment practices beyond government.

RECOMMENDATION 2

F 2.1 National authorities should advocate with mainstream development planning authorities to enhance the levels of domestic investment in risk reduction, including through the use of risk modelling that outlines the economic consequences of risk accumulation and maladaptation.

F 1.2 Risk reduction specialists should collaborate with mainstream development planning institutions to host private sector risk reduction summits that clarify the business case for risk reduction and test possibilities for innovative financing methods, such as catastrophe bonds or state-supported risk transfer mechanisms.

Example 2
Coherent Risk Reduction Investments in France

In France, different instruments demonstrate the possibilities for boosting risk reduction investment through coherence between climate action and DRR. For example, the Fonds Vert finances projects on flood prevention, forest fire prevention, adaptation to increasing risks in the mountains and urban greening, with a budget of EUR $2 billion in 2023. Another example is the Major Natural Risk Prevention Fund (or the "Barnier Fund"), which is accessible for local authorities to proactively address hazards such as flooding and landslides.

3 FINDING 3

International processes offer an important opportunity for financial integration on multiple levels. On the strategic level, the presence of both climate action and DRR activities within international reporting documents such as NAPs, NDCs and NCs create the opportunity for risk reduction work to draw from common financial instruments mobilized for the implementation of those documents. On the project level, the global climate finance architecture also creates space to develop coherently-funded DRR and climate action activities. Instruments such as the Green Climate Fund (GCF) and AF offer project-based financing for adaptation activities, including the areas of work linked to DRR such as early warning systems and flood risk management: in fact, 77% of non-facility GCF and AF projects based in countries in the region have areas of thematic overlap with DRR.[4]

The newly established Fund for responding to Loss and Damage (FRLD) aims to address loss and damage to assist developing countries that are particularly vulnerable to the adverse effects of climate change in responding to economic and non-economic loss and damage, including extreme weather events and slow onset events. Together with the Santiago network, the FRLD can support vulnerable nations to access critical resources and technical assistance to help enhance responses to loss and damage. With national-level financial integration a persistent challenge, international instruments can function as a catalyst for improvement.

RECOMMENDATION 3

F 3.1 Countries should develop coherent approaches to international funding sources, such as the global climate finance architecture, developing project proposals that mobilize stakeholders and expertise from across risk reduction and mainstream development planning.

F 3.2 It is necessary to ensure that international planning and reporting processes such as NAPs, NDCs and NCs include specific and systematic information on the coherent financing of risk reduction activities.

Example 3
Advancing Climate Resilience in Azerbaijan: Multi-Hazard Early Warning Systems

In Azerbaijan, the Ministry of Ecology and Natural Resources is the Designated National Authority, in partnership with the GCF and UNEP, for the project "Strengthening Climate Information and Multi-Hazard Early Warning Systems for Increased Resilience in Azerbaijan," which will run from 2024 to "enhance disaster preparedness" (GCF and UNEP, 2024, p 31): "Gender assessment for SAP046: Strengthening Climate Information and Multi-Hazard Early Warning Systems for Increased Resilience in Azerbaijan". This $35.1-million initiative demonstrates the potential to capitalize on the global climate finance architecture to invest in projects bringing together DRR and climate action stakeholders and producing coherent risk reduction activities.

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4 Based on an assessment of completed and approved projects of the Global Climate Fund and the Adaptation Fund with activities in the Europe and Central Asia region, accurate as of October 2024.

AREAS OF JOINT IMPLEMENTATION

This section focuses on sectors of mutual interest between DRR, climate action and sustainable development planning. The following areas and sectors are found as consistent thematic focus and practical action across the aforementioned three domains: (1) early warning systems; (2) resilient agriculture; (3) critical infrastructure; (4) resilient healthcare; and (5) nature-based solutions (NbS). These sectors represent possible spaces for joint implementation, offering a potential for synergies by mobilizing diverse stakeholders towards common goals.

EARLY WARNING SYSTEMS

The implementation of early warning systems is the subject of significant momentum globally. Multi-hazard, end-to-end early warning systems have been recognized as a proven technique to limit damage and prevent disasters – acting on even 24 hours' notice of an approaching hazard can reduce the impact by as much as 30% (WMO, 2023).

The Sendai Framework, through Target G, aims to "substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to the people by 2030" UNDRR and WMO (2022) p. 12 "Global status of multi-hazard early warning systems: Target G", United Nations Office for Disaster Risk Reduction". "This target is also reflected in the Global Goal on Adaptation that, through the UAE Framework for Global Climate Resilience, stipulates that "by 2027 all Parties have established multi-hazard early warning systems". This recognition is mirrored in practice by the global Early Warnings for All (EW4All) initiative, which commenced its rollout stage in 2023 and includes Tajikistan in its first cohort of 30 countries for implementation (UNDRR & WMO, 2024).

Coherent approaches to risk governance provide a strong foundation for early warning systems. Accordingly, the countries with more comprehensive risk governance systems tend to have more comprehensive early warning systems (UNDRR & WMO, 2024).

The context and focus of early warning systems varies among the countries in the studied region. Some 11 of 16 countries refer to EWS in the context of hydrometeorological hazardous events such as floods and droughts, while four of 16 focus on EWS in the context of heat and another four prioritize forest fires and the forestry sector. From the sectoral perspective, five of 16 countries have public health as a focus of EWS, with two focused on energy systems and agricultural systems, respectively.

- Eight of nine DRR strategy documents position EWS as an outcome, action or priority area.
- Eight of 14 climate action strategy documents position EWS as an outcome, action or priority area.
- One of 12 mainstream development planning strategies references early warning systems

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RESILIENT AGRICULTURE

There is a widespread recognition that "agriculture and food systems must urgently adapt and transform in order to respond to the imperatives of climate change" (COP28 UAE Presidency, 2023, p. 2) and thus are fundamental to the achievement of the long-term goals of the Paris Agreement. In 2023, climate shocks were a key driver of food crises for 72 million people in 18 countries, while the past 30 years have witnessed an annual average loss of $123 billion of crops and livestock production due to disaster events (CRFS Alliance, 2024). In this context, the resilience of agricultural systems to climate change is a fundamental priority – the one that provides a clear opportunity for coherence planning in order to develop "risk-informed agrifood systems" (Ibid., p. 5).

In the documents assessed in this report, over 50 specific interventions are outlined to address agricultural resilience. Five areas in particular stand out: (1) the introduction of new crop varieties resilient to climate change (14 countries); (2) improvements in irrigation infrastructure (10 countries); (3) changes in cultivation techniques including crop rotation and measures to protect soil fertility (10 countries); (4) implementation of new agricultural technologies (9 countries); and (5) application of water conservation techniques (9 countries).

- Six of 9 DRR strategy documents position resilient agriculture as an outcome, action or priority area.
- 13 of 14 climate action strategy documents position resilient agriculture as an outcome, action or priority area.
- While sustainability of agriculture is a key emphasis across mainstream development planning strategies, only two of 14 such documents demonstrate a systematic focus on resilience of agriculture to climate change or natural hazards.

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CRITICAL INFRASTRUCTURE

Critical infrastructure systems deliver key services such as energy, transport, water and digital communications. These systems and are vulnerable to disaster and a changing climate. Accordingly, the Global Commission on Adaptation has highlighted the urgent and global environmental and economic imperatives to address the resilience and adaptation of infrastructure systems (The Global Commission on Adaptation, 2019), while UNDRR (2022) has developed Principles for Resilient Infrastructure. These principles explicitly state that, in order to develop resilience of critical infrastructure, nation states should adopt a "system of systems" perspective that pushes beyond a focus on individual sectors to recognize interlinkages and cascading consequences (UNDRR, 2022).

The most common focus for action to improve resilience of critical infrastructure systems to climate change is on energy systems (13 countries), followed by transportation systems (12 countries), water infrastructure (11 countries) and healthcare facilities (8 countries). This indicates that the emphasis on activities linked to resilient infrastructure pushes beyond the areas encompassed by Sendai Framework Indicators D1 and D2 – that is, those focusing on health and educational facilities – and centres instead on D3, which refers to "other destroyed or damaged critical infrastructure units" (UNISDR,2017, p.99): "Technical guidance for monitoring and reporting on progress in achieving the global targets of the Sendai Framework for Disaster Risk Reduction".

- Eight of 9 DRR strategy documents position resilience of critical infrastructure to climate change as an outcome, action or priority area.
- 11 of 14 climate action strategy documents position resilience of critical infrastructure to climate change as an outcome, action or priority area.
- Five of 12 mainstream development planning strategies reference resilience of critical infrastructure systems to climate change, with the evolving threats to infrastructure associated with climate change being part of a broader conversation about functioning and maintenance of core economic systems.

RESILIENT HEALTHCARE

Through explicit references to health in the goal, expected outcome, targets, and action priorities, the Sendai Framework places health at the heart of DRR. Emergencies and disasters may cause ill health directly or through damage and disruption of health systems, facilities and services. A good example of the profound risks inherent in specifically biological hazards is the COVID-19 pandemic. The complex interplay between population health, biological hazards and climate change implies that there is "an urgent need today for risk management approaches that account for the interconnected and cascading nature of risks" (UNDRR & WHO, 2023, p. 6).

The actions surveyed under this theme demonstrate a divide between a focus on emergency healthcare, operational functionality of healthcare systems during disaster events and a broader systemic assessment of

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the threats to public health posed by climate change, including changing patterns of disease. Overall, six of eight DRR documents that include this focus have activities linked to the emergency functionality of health systems, as opposed to three of eight that reference the systemic threat posed by climate change to public health. For climate action strategy, the dynamic is reversed: eight of nine such strategies evaluate the broader impact on health, as compared to two to nine that include activities related to the functionality of healthcare institutions during disaster. This is another pointer to managing risk across timescales that include short-, medium- and long-term actions to build resilience.

- Eight of nine DRR strategy documents include disaster- and climate-resilient healthcare as an outcome, action or priority area.
- Nine of 14 climate action strategy documents include a focus on disaster- and climate-resilient healthcare as an outcome, action or priority area.
- Four of 12 mainstream development planning strategies include a specific focus on resilience of healthcare to disaster and climate change.

NATURE-BASED SOLUTIONS

NbS are an umbrella concept referring to actions that seek to "protect, conserve, restore, sustainably use and manage natural or modified terrestrial, freshwater, coastal and marine ecosystems which address social, economic and environmental challenges effectively and adaptively, while simultaneously providing human well-being, ecosystem services, resilience and biodiversity benefits" (United Nations Environment Assembly, 2022, p. 2). NbS embraces diverse activities and approaches, with ecosystem-based adaptation (EbA) and ecosystem-based disaster risk reduction (Eco-DRR) being particularly relevant for the development of coherent approaches (UNDRR, 2023a). As a form of intervention characterized by compounding benefits, NbS bring together DRR with support to climate change mitigation, pollution reduction and biodiversity management.

The most consistent thematic area for the implementation of NbS approaches in the assessed strategic documents is forestry: 15 of 16 surveyed countries plan for the application of NbS in forestry, including through agroforestry, reforestation, afforestation and climate-smart forestry. Other areas of consistent focus include protection of wetlands, peatlands and riverine ecosystems (8 countries) and the restoration of ecosystems and biodiversity (8 countries). Other terms also mentioned in the assessed strategy documents referring to activities that encompass NbS approaches include EbA and environment-based solutions (EBS); of note, some countries do not use a collective term to group together such activities.

- Four of nine DRR strategy documents include actions or principles linked to NbS as an outcome, action or priority area
- 10 of 14 climate action strategy documents include actions or principles linked to NbS as an outcome, action or priority area
- Five of 12 mainstream development planning strategies include actions or principles linked to NbS approaches.

COHERENCE ACTION BRIEFS

ALBANIA

OVERVIEW

Albania offers a substantial strategic basis for coherence between DRR and climate action. The key sectoral documents dealing with risk reduction in Albania are the National Disaster Risk Reduction Strategy 2023–2030, the National Plan for Civil Emergencies 2023 and the 2019 NAP, which functions as the adaptation component of the National Climate Change Strategy 2019. All three documents are assessed as offering a substantial basis for coherent implementation, with strong conceptual framing and detailed action planning for risk reduction activities; in addition, an independent Disaster Risk Assessment, which refers to climate change in the context of flood and fire risk, was conducted in 2023. Beyond these sectoral documents, the National Security Strategy of Albania (2023–2028) addresses risks ranging from threats to national security to the impacts of climate change, emphasizing resilience to disasters, while the National Strategy for Development and European Integration (NSDEI) 2022–2030 includes the integration of DRR and climate action planning among its priorities. This demonstrates a broad and mainstreamed strategic base to pursue coherent implementation.

From the institutional perspective, the 2019 NAP and the National Plan for Civil Emergencies provide a clear account of arrangements that distribute responsibility for risk reduction between the National Civil Protection Agency (CPA) at the Ministry of Defence and the Ministry of Tourism and the Environment, including a framework for coordination mechanisms at the Qark and municipal level, and coordinating bodies such as the Inter-Ministerial Working Group on Climate Change (IMWGCC) and the Technical Advisory Committee at the CPA. However, implementation of the NAP provisions has been limited, with only 15% of adaptation measures reported as completed during the period 2019–2023, and 22% of all planned measures yet to be initiated (Ministry of Tourism and Environment, 2023, p. 28). While concrete activities were delayed in 2019, 2020 and 2021 by the 2019 earthquake and the COVID-19 pandemic, the "lack of an effective and sustainable national financing mechanism" caused by the fact that "actions foreseen in the plan have not been included in mid-term budget planning" (Ibid., p. 28) provides a more systematic challenge. In addition, the existence of parallel institutions is still perceived as causing a lack of harmony in implementation and limitations to data sharing.

SECTORAL READINESS ASSESSMENT

Early Warning Systems	Significant
Resilient Agriculture	Significant
Critical Infrastructure	Significant
Resilient Healthcare	Partial
Nature-Based Solutions	Partial

Limited: *Rare, isolated mentions; lacks sectoral support.*

Partial: *Frequent mentions; sectoral concerns exist, but integration is inconsistent.*

Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS

Substantial	C O
Partial	I
Limited	F

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

O 2.1 Realize the potential of Albania's strategic architecture through creating technical working groups with representation from both risk reduction and mainstream development planning institutions to share capacity, methodology and resources in order to catalyse implementation of existing strategic goals.

I 1.1
I 2.1 Capitalize on the intersectoral structure of the Technical Advisory Committee and the work of the IMWGCC to develop technical teams with specific agendas focused on joint planning and reporting, including with mainstream development planning authorities.

F 2.1 Advocate with mainstream development planning authorities to enhance the levels of sustainable, consistent investment in risk reduction on the domestic level, including through engagement with the Instrument for Pre-Accession Assistance (IPA) and the development of the Strategy of Finance for the NAP 2025.

Coherence Action Brief

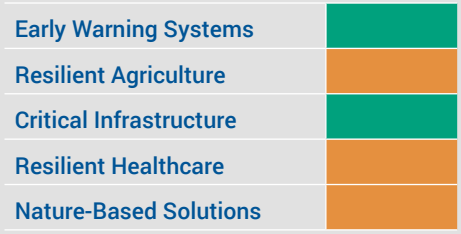
ARMENIA

OVERVIEW

Overall, Armenia offers a partial basis for coherence. The key document providing the framework for DRR action in the country is the DRR Strategy and Action Plan 2023–2026, which is assessed as providing a partial basis for coherent implementation. Although this document does not develop a detailed account of the relationship between climate change and disaster risk, it provides concrete action planning that engages climate action authorities on the development of joint methodologies to evaluate the impacts of disasters and a range of other government entities in support of implementation of DRR activities. Similarly, Armenia's 2021 NAP, characterized by a detailed cross-sectoral plan of action and a focus on institutional coordination of climate action activities, but relatively limited integration of DRR authorities, is assessed as providing partial support for coherence. On the level of mainstream development planning, Armenia's Development Strategy 2014–2025 does not significantly engage with either climate change or disaster risk, thus offering a limited basis for coherence, while Armenia's 2021 NDC is focused on mitigation at the expense of adaptation. Ultimately, while Armenia has made progress in linking DRR and climate action on both conceptual and operational levels, further efforts are needed to ensure that these links are strengthened and effectively implemented across various sectors.

From the institutional perspective, the Ministry of Interior, taking up the mandate of the previous Ministry for Emergency Situations, is responsible for DRR. The Ministry for Environment is responsible for the coordination of national climate policies and strategies, including climate adaptation actions. A key institutional link is provided by the work of the National Centre for Hydrometeorology and Monitoring, situated within the Ministry for Environment and responsible for monitoring weather patterns, providing early warnings for natural hazards and contributing data for climate impact assessments. Other coordination mechanisms operative on the national level include both long-term partnerships such as the DRR National Platform Foundation (ARNAP) and emerging institutions such as the Interagency Coordination Council for the Implementation of the UN Convention on Climate Change, chaired by the Deputy Prime Minister and revitalized in 2021, and the GREEN Armenia High-Level Policy Dialogue Platform. This institutional framework is bolstered by coordination on the project level, with Project Boards bringing together representatives and technical expertise from relevant ministries and authorities responsible for specific activities in areas such as early warning systems or critical infrastructure. Although strategic and financial integration remains a work in progress, this diverse but coordinated institutional framework offers a range of opportunities for further advances in coherent implementation.

SECTORAL READINESS ASSESSMENT

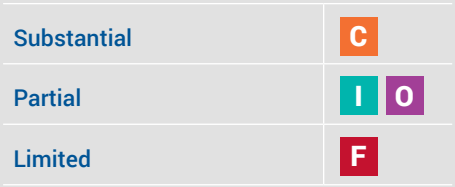


Limited: *Rare, isolated mentions; lacks sectoral support.*

Partial: *Frequent mentions; sectoral concerns exist, but integration is inconsistent.*

Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS



C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

O 2.1 Ensure coherent implementation of the DRR Strategy and Action Plan 2023–2026, including through the development of technical working groups with representation from both DRR and climate action institutions to share capacity, methodology and resources.

C 1.1 I 2.2 Capitalize on strong institutional coordination mechanisms to develop joint strategic processes for DRR and climate action institutions to ensure that strategies like the National Adaptation Plan and the Disaster Risk Management Strategy are mutually reinforcing, as well as to ensure the mainstreaming of DRR into development planning.

F 1.1 Explore possibilities for the development of joint funding instruments for DRR and climate action, with sustainable funding and the mandated objective of financing coherent risk reduction activity, linked to the implementing work of the Project Boards.

Using evidence-based analytics and recommendations of the Post-Disaster Needs Assessment (PDNA) conducted in the Lori and Tavush regions following the 2024 flood, ensure targeted interventions addressing the root causes of the vulnerabilities with integrated DRR and CCA solutions for rehabilitating critical infrastructure, restoring livelihoods and enhancing disaster preparedness in affected communities.

Coherence Action Brief

AZERBAIJAN

OVERVIEW

Azerbaijan offers a partial basis for coherence. The National Strategy on Disaster Risk Reduction (2019) and National Action Plan on Climate Change (2020) were not accessible for this study, although national-level interviews reveal that both of the aforementioned documents are perceived as engaging with the conceptual interconnectedness of DRR and climate action, as well as addressing areas of mutual concern. However, the 2022–2026 Social and Economic Development Strategy, characterized by a lack of focus with climate change and limited engagement with integrated institutional arrangements that include DRR actors, is assessed as offering a limited basis for coherence. Likewise, Azerbaijan's 2021 NDC and 2021 National Communication, each characterized by a lack of conceptual integration of disaster risk with climate change concerns that provides restricted room for integration on the operational or institutional level, provide a limited basis for coherence. This lack of strategic integration is linked to challenges perceived on the national level, including the lack of standardized metrics for data and limited stakeholder engagement. In this context, the ongoing process of support for the development of a NAP in Azerbaijan represents a crucial opportunity to more systematically articulate the goals, activities and institutions of DRR and climate action communities.

From an institutional perspective, the Ministry of Emergency Situations holds responsibility for disaster preparedness and response, while the Ministry of Ecology and Natural Resources focuses on activities linked to climate action and environmental management. National-level interviews reveal a perception that there is momentum for growing coordination between the institutions, manifest in participation in the Climate Change State Commission and joint activities as part of the Working Group on Adaptation. Furthermore, the Ministry of Ecology and Natural Resources, in partnership with GCF and UNEP, is the Designated National Authority for the project "Strengthening Climate Information and Multi-Hazard Early Warning Systems for Increased Resilience in Azerbaijan," which will run from 2024. This $35.1 million initiative provides a clear opportunity to build operational coherence through the integration of DRR authorities into the design and implementation of early warning systems, which are explicitly intended to enhance disaster preparedness (Green Climate Fund, 2024). The picture here is of developing opportunities on the institutional and operational levels, thus providing a basis for more systematic integration.

SECTORAL READINESS ASSESSMENT

Early Warning Systems	
Resilient Agriculture	
Critical Infrastructure	
Resilient Healthcare	
Nature-Based Solutions	

Limited: *Rare, isolated mentions; lacks sectoral support.*

Partial: *Frequent mentions; sectoral concerns exist, but integration is inconsistent.*

Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS

Substantial	
Partial	O
Limited	C I F

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

I 3.1
I 3.2

Capitalize on the ongoing NAP process to integrate DRR institutions in both formulation and execution of the NAP Action Plan, with specific actions, budgets and outputs associated. Ensure the systematic integration of DRR and climate action institutions within the implementation of projects with international funding focused on early warning systems.

O 2.2

Develop joint action planning as an inherent component of forthcoming strategy in both DRR and climate action. Such plans should emerge from dedicated inter-ministerial working groups and include joint monitoring, responsible institutions and targeted resourcing mobilizing diverse stakeholders in joint implementation teams and through collaborative methodologies.

I 1.2
C 1.2

Institutionalize coordination mechanisms between DRR and climate action institutions and explore possibilities for the integration of risk reduction stakeholders into mainstream development planning.

Coherence Action Brief

BOSNIA AND HERZEGOVINA

OVERVIEW

The state of Bosnia and Herzegovina demonstrates a limited basis for coherence. The country has not adopted a national DRR strategy and the 2008 Framework Law on the Protection and Rescue of People and Property in the Event of Natural or Other Disasters in Bosnia and Herzegovina does not offer a proactive approach to risk reduction. Likewise, the Development Strategy of the Republic of Bosnia and Herzegovina 2021–2027, as well as the 2020 NDC and 2023 NC, offer a limited framework for coherent implementation, while the 2021 NAP provides a systematic basis for mainstreaming climate action, but limited concrete engagement with DRR concerns. These strategic limitations are underwritten by a lack of institutional integration, with responsibility for risk reduction split between institutions and between national- and entity-level agencies: the Ministry of Security is responsible for national-level DRR, while the Ministry of Foreign Trade and Economic Relations handles the climate portfolio, with different institutions responsible on the sub-national level. National-level interviews reveal that coordination mechanisms are not perceived as functioning effectively, with limitations to institutional capacity, financial resources and integrated risk assessment also noted.

A key opportunity for coherent implementation in Bosnia and Herzegovina is provided by the 2020–2030 Climate Change Adaptation and Low Emission Development Strategy (Climate Action Strategy). This document includes a comprehensive plan of action for climate action outlining specific measures, indicators, estimated costs, implementation timeframes and responsible institutions across various sectors. Many of the adaptation measures are closely related to disaster risk reduction, including the improvement of early warning systems, extensive activities related to resilient agriculture, implementation of ecosystem-based approaches (EbA) to combat natural hazards and consideration of resilience of critical infrastructure. These measures are also found elsewhere in Bosnia and Herzegovina's strategic profile, with resilient agriculture in particular prominent in the Development Strategy, the 2021 NAP and the 2023 NC. These opportunities provide a framework for advancing coherence in Bosnia and Herzegovina, centred around joint implementation of the Climate Action Strategy and collaboration in areas of mutual interest.

SECTORAL READINESS ASSESSMENT

Early Warning Systems	Partial
Resilient Agriculture	Significant
Critical Infrastructure	Limited
Resilient Healthcare	Limited
Nature-Based Solutions	Partial

Limited: *Rare, isolated mentions; lacks sectoral support.*

Partial: *Frequent mentions; sectoral concerns exist, but integration is inconsistent.*

Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS

Substantial	
Partial	C O
Limited	I F

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

C 1.1	Develop and implement a national multi-hazard DRR strategy that will include risk reduction action planning with mainstreamed milestones and clear timelines coordinated with climate action and mainstream development planning stakeholders.
C 2.1 I 1.1 I 1.2	Address institutional fragmentation through the development of well-functioning coordination mechanisms with a focus on resilience, with the purpose of clarifying institutional responsibilities, facilitating areas of mutual action and broadening the institutional base for risk reduction to include mainstream development planning.
O 2.1	Capitalize on the substantial integration demonstrated by the 2020–2030 Climate Change Adaptation and Low Emission Development Strategy to develop technical working groups with representation from both risk reduction and mainstream development planning institutions to share capacity, methodology and resources during implementation.

Coherence Action Brief

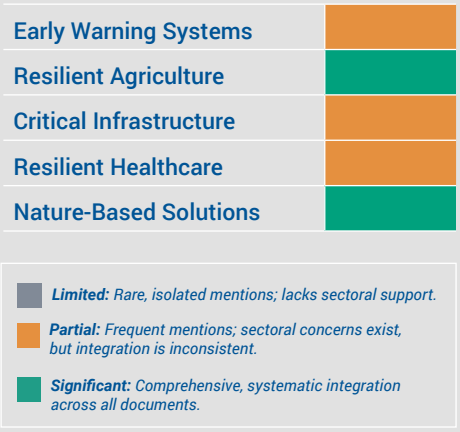
FRANCE

OVERVIEW

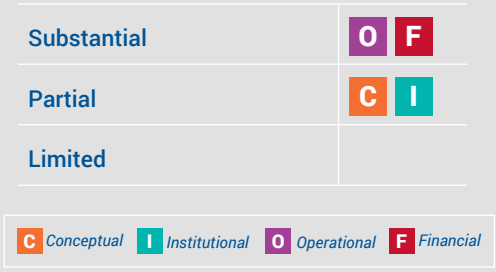
France displays a substantial basis for coherent implementation. From a strategic perspective, France's lack of a national multi-hazard DRR strategy limits its capacity for systematic action to achieve resilience to natural hazards. For instance, the 2023 draft update of the National Energy – Climate Plan of France is a document largely concerned with mitigation, rather than proactive risk management. However, France's Second National Climate Change Adaptation Plan (PNACC-2), which includes the mainstreaming of risk reduction principles across priority sectors such as agriculture and dedicated "Prevention and Resilience" actions that realize DRR outcomes, is assessed as providing a substantial basis for coherent implementation. An additional important catalyst for coherent implementation of risk reduction actions across government in France was provided in 2023 by the Reference Warming Trajectory for Climate Change Adaptation (TRACC), which establishes a national framework for climate adaptation by projecting climate scenario up to 2100 (+4 °C by 2100 in metropolitan France) and will serve as the basis for updating technical standards, territorial planning and economic activities across all domains of government. In particular, the TRACC was used in the development process of the forthcoming Third National Climate Change Adaptation Plan (PNACC-3) to ensure a common baseline for assessing climate and hazard risk.

This strategic picture is supported by institutional integration in France. The Ministry of Ecological Transition, Energy, Climate, and Risk Prevention oversees both natural risk management and the implementation of climate strategies through specialised directorates, including both the General Directorate for Risk Prevention and the General Directorate for Energy and Climate. This integrated arrangement is supported by coordination mechanisms such as the Secretariat General for Ecological Planning (SGPE), which operates directly under the authority of the Prime Minister, and the Climate Change Adaptation office (BACC), which coordinates between various government departments. This arrangement facilitates an exemplary level of financial integration, based particularly on the €2bn Fonds Vert instrument. Fonds Vert finances projects such as flood prevention, forest fire prevention, adaptation to increasing risks in the mountains and urban greening, while the Major Natural Risk Prevention Fund (or the "Barnier Fund") is accessible for local authorities to proactively address hazards such as flooding and landslides. Taken together, all these developments suggest that France displays an integrated system of institutional and financial mechanisms for risk reduction.

SECTORAL READINESS ASSESSMENT



COHERENCE LEVELS



RECOMMENDATIONS

Thematic Linkages

C 1.1 Develop a resilience-orientated multi-hazard DRR strategy on the national level to support DRR stakeholders to work towards resilience in a coherent and strategic manner, ensuring concrete integration of climate action stakeholders and making use of the TRACC to ensure a common baseline for risk assessment.

O 2.2 Ensure that the forthcoming PNACC-3 includes detailed joint action planning that associates DRR stakeholders with specific budgets, activities and timeframes.

F 1.1 Capitalize on strong levels of financial coherence by ensuring the systematic collaboration of DRR and climate action actors in the implementation of common investment funds.

Coherence Action Brief

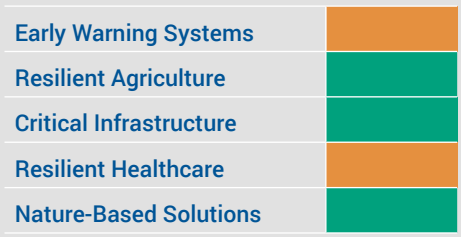
GERMANY

OVERVIEW

In general, Germany displays a substantial basis for coherent risk reduction. From the DRR perspective, the German Strategy for Strengthening Resilience to Disasters 2022–2030 ("Resilience Strategy") and its Implementation Plan (2024) provide a comprehensive plan of action for integrated risk reduction activities across sectors such as health, economy and energy, agriculture and forestry, and civil and military defence. This is supported by climate action planning, where Germany is in the process of appending a systematic focus on adaptation to a long-established legal framework concerned with climate mitigation. Key documents here include the Action Programme for Natural Climate Action 2023, which offers an extensive consideration of nature-based solutions for adaptation and protection, and the National Climate Adaptation Act 2023, which mandates the mainstreaming of adaptation principles throughout government (including on the sub-national level), as well as the creation of a National Climate Adaptation Strategy. The strong functioning of coordination mechanisms such as the Interministerial Working Group on Climate Change Adaptation (led by the Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection), and the Interministerial Working Group on the Implementation of Sendai Framework (led by The Federal Office for Civil Protection and Disaster Relief), ensure an institutional backing to this strategic alignment, bringing together actors with distributed risk reduction responsibilities.

The forthcoming National Climate Adaptation Strategy represents a two-fold opportunity to more closely link DRR and adaptation measures through alignment with the Resilience Strategy and to more systematically integrate adaptation measures with mainstream development planning. Moreover, as the National Climate Adaptation Act also mandates the development of state-level climate adaptation strategies and climate risk analyses, there is an opportunity to enhance sub-national technical capacity and deploy integrated risk assessment methodologies for a coherent devolved approach. In addition, Germany is at the forefront of a trend that sees resilience as an integrative framework spanning the spectrum from climate and disaster risk reduction to national security: for instance, the Resilience Strategy includes measures related to cyber security, hybrid threats and civil defence. This represents both an opportunity for integrating risk reduction concepts in new institutional contexts and a challenge to ensure that the distinctive concerns of DRR and climate action remain to the forefront.

SECTORAL READINESS ASSESSMENT



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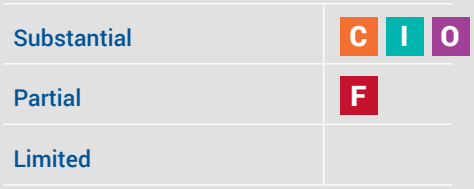
Partial: *Frequent mentions; sectoral concerns exist, but integration is inconsistent.*

Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS



C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

C 1.1 O 2.2 — Capitalize on existing strategy processes, such as the forthcoming National Climate Adaptation Strategy, to coordinate climate action with the Resilience Strategy, including through the inclusion of joint action planning supported by relevant coordination mechanisms.

C 2.2 — Work to mainstream risk reduction principles across mainstream development planning on the national level, addressing the limited integration of risk reduction into the 2021 Update of the German Sustainable Development Strategy.

C 2.1 F 1.2 — Capitalize on the strategic importance of the framing of resilience to mainstream risk reduction principles into financial planning on the national level, including through risk-sensitive budget reviews, inclusion of risk assessments into investment planning and a focus on resilience across government investment decisions.

Coherence Action Brief

ITALY

OVERVIEW

Italy displays a partial basis for coherent implementation. The Civil Protection Code 2018 and the National Sustainable Development Strategy 2022 offer only a limited basis for coherence, hindered by a lack of conceptual engagement with proactive risk management and few operational areas for integrated action, while the National Strategy on Adaptation to Climate Change 2015 is characterized by limited institutional and financial coherence. However, the National Plan for Adaptation to Climate Change 2023, developed as an implementation document for the 2015 National climate action Strategy, offers a strong basis for future work. In operational areas of interest such as resilient agriculture and nature-based solutions, there is a consistent focus on mainstreaming, systematic action planning (including through quantitative indicators). There is also an outline of institutional arrangements that will support coordination, such as the National Observatory for Climate Change Adaptation. Further opportunities for coherence are explicit in the National Action Plan for Policy Coherence for Sustainable Development 2022, which outlines mechanisms to ensure a whole-of-government approach to the realization of the SDGs, and the inclusion of activities linked to improving flood protection, reinforcing coastal defences and implementing nature-based solutions within its National Recovery and Resilience Plan (NRRP), which is part of the NextGenerationEU initiative.

Furthermore, there is an opportunity to capitalize on the momentum generated by the National Plan for Adaptation to Climate Change 2023 to expand coherent planning to DRR. The Civil Protection Code 2018 displays limited engagement with climate change and, while strategies for individual hazards such as flooding and forest fires offer some potential for expanding integration, there is a need for a national, multi-hazard DRR strategy with a more systematic focus on resilience. Moreover, despite the existence of coordination mechanisms for coherence between DRR and climate action stakeholders, there remains a perceived need for a more integrated approach to planning and financial resource management. This distinction between the integrated conceptual and institutional framework characteristic of climate action strategy and the more limited coherence demonstrated by DRR activities indicates a two-fold approach for coherent risk reduction: taking advantage of the opportunities offered by climate action institutions, on the one hand, and ensuring the development of DRR strategy that facilitates further integration, on the other hand.

SECTORAL READINESS ASSESSMENT

Early Warning Systems	
Resilient Agriculture	
Critical Infrastructure	
Resilient Healthcare	
Nature-Based Solutions	

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Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS

Substantial	
Partial	C I O F
Limited	

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

C 1.1 Develop a resilience-orientated multi-hazard DRR strategy on the national level, ensuring the concrete integration of climate action stakeholders and focusing on common areas of concern such as early warning systems and critical infrastructure.

O 1.1 Capitalize upon the inclusion of representatives from the Civil Protection Department in the Committee of the National Observatory for Climate Change Adaptation by creating joint implementation teams and adopting collaborative methodologies focused on priority sectors such as critical infrastructure and nature-based solutions.

F 1.1 Ensure the collaboration of DRR and climate action stakeholders in the implementation of the 1.53bn EU earmarked by the NRRP to manage the risk of flooding and reduce hydrogeological risks.

Coherence Action Brief

KAZAKHSTAN

OVERVIEW

Kazakhstan displays a partial basis for coherent implementation. The country's 2021 NDC is assessed as offering a substantial basis for coherence, with DRR positioned as a priority sector with an explicit commitment to the mainstreaming of both DRR and climate action measures. However, other strategic documents with a focus on climate change, such as National Project – Green Kazakhstan and the Environmental Code, are assessed as offering a limited basis, as these documents are characterized by a reactive approach to environmental protection rather than proactive resilience building. Similarly, the National Action Plan for Prevention and Mitigation of the Consequences of Sand and Dust Storms 2021–2024 offers a limited basis for coherence from the DRR perspective, with a lack of commitment to mainstreaming or resilience and operational actions mirrored by a fragmented institutional arrangement. Looking forward, the Ministry of Ecology and National Resources and UNDP jointly launched a GIZ-funded project aimed at integration of climate change adaptation issues into strategic planning in 2024. This project, which is expected to culminate in the development of a NAP document, provides a clear opportunity to improve Kazakhstan's strategic basis for coherence. In addition, in 2023, a Carbon Neutral Strategy was adopted, with the aim of achieving carbon neutrality by 2060, and an associated roadmap for climate adaptation is expected to be adopted in the coming years.

From an institutional perspective, the Ministry of Ecology and Natural Resources is the central executive body in Kazakhstan responsible for environmental protection, including implementation of the state policy on the fulfilment of obligations under international agreements and treaties, while the Ministry of Emergency Situations is the central executive body responsible for state policy in the fields of prevention and liquidation of natural and man-made emergencies. Coordination in crisis situations occurs by means of the State Commission for the Prevention and Liquidation of Emergency Situations, while a close working relationship between Kazhydromet RSE and the Ministry of Emergency Situations of Kazakhstan focuses on the exchange of information and dissemination of warnings about emergencies and adverse events. Ultimately, this amounts to a fragmented institutional arrangement for risk reduction, with a clear division and limited coordination between reactive emergency management and environmental protection. In this regard, a positive example is provided by the Centre for Emergency Situations and Disaster Risk Reduction in Almaty, which provides transboundary coordination for DRR and explicitly includes a commitment to "develop cooperation in disaster risk reduction, climate action, prevention and elimination of emergency situations" (CESDRR, n.d.).

SECTORAL READINESS ASSESSMENT

Early Warning Systems	
Resilient Agriculture	
Critical Infrastructure	
Resilient Healthcare	
Nature-Based Solutions	

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COHERENCE LEVELS

Substantial	C I O
Partial	F
Limited	

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

I 3.2 — Capitalize on the ongoing NAP process to integrate DRR institutions in both the formulation and execution of the NAP Action Plan, with specific actions, budgets and associated outputs.

C 1.1, O 2.2 — Building upon the existing National Project – Green Kazakhstan, develop a jointly owned strategy centred on proactive risk management for resilience, including a detailed action plan to engage diverse institutional stakeholders.

I 1.1, I 1.2 — Capitalize on existing coordination mechanisms by clarifying institutional responsibilities for proactive risk reduction and developing formal mechanisms for the inclusion of DRR and climate action stakeholders in the decision-making processes of the ministries traditionally associated with development.

Coherence Action Brief

KYRGYZSTAN

OVERVIEW

Kyrgyzstan displays a partial basis for coherence. The 2018–2022 Action Plan and Budget of the Concept of Comprehensive Protection of the Population and Territory from Emergency Situations represents a detailed and concrete strategy to advance DRR marked by a limited consideration of climate change overlaps. However, although an operational Plan of Measures addresses aspects such as early warning systems and the resilience of critical infrastructure, coherence is assessed as limited on the conceptual and institutional levels. The same dynamic is observed with regard to the National Development Program of the Kyrgyz Republic until 2026, where limitations to conceptual and institutional coherence contrast with stronger operational coherence, marked by references to agriculture and early warning systems, as well as specific projects such as Landslide Risk Management in the Kyrgyz Republic. The strongest strategic framework for coherent action in Kyrgyzstan is provided by the Updated NDC 2021, which is assessed as providing a substantial basis for coherence. The Updated NDC includes a sophisticated framing of the relationship between DRR and climate change and a detailed cross-sectoral plan of action and budget estimations for the implementation of resilience-building activities, all of which lay down the foundation for the forthcoming NDC 2025. Ultimately, the strategic picture is of strong levels of operational overlap and clearly requires further conceptual and institutional , with Kyrgyzstan's Updated NDC as an example of good practice here.

The Ministry of Emergency Situations of Kyrgyzstan is the institution responsible for coordination in disaster response and risk reduction, while the Ministry of Natural Resources, Ecology and Technical Supervision holds responsibility for climate change adaptation. Coordination mechanisms exist for both climate change and sustainable development activities. The Coordination Council on Climate Change, Ecology and Green Economy Development, formed to ensure the "integrated strategic management" (Republic of Kyrgyzstan, 2021, p. 16) of Kyrgyzstan's climate change processes and chaired by the Chairman of the Cabinet of Ministers, represents a strong potential coordination mechanism for risk management, with the Climate Finance Centre at the Ministry of Natural Resources operating as Secretariat. From the sustainable development perspective, the National Sustainable Development Council, chaired by the President, represents key institutions in charge of mainstreaming of risk reduction, with the Coordination Committee for the Achievement of the SDGs, comprised of representatives from Parliament, government offices, line ministries, development partners and the National Statistical Committee, responsible for implementation. The coordination of these diverse institutional forums towards coherent risk reduction is supported by Kyrgyzstan's UNSDCF 2023–2027, which prioritizes "inclusive approaches to climate action, disaster risk management and environmental protection" (United Nations, 2022)..

SECTORAL READINESS ASSESSMENT

Early Warning Systems	
Resilient Agriculture	
Critical Infrastructure	
Resilient Healthcare	
Nature-Based Solutions	

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COHERENCE LEVELS

Substantial	O
Partial	C I
Limited	F

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

C 1.1 O 1.1 O 2.2 — Develop a jointly owned strategy centred on proactive risk management for resilience, building on existing operational overlap by including a detailed action plan to engage diverse DRR and climate action stakeholders.

I 1.1 — Capitalize on the existence of diverse coordination mechanisms to clarify and align institutional responsibilities for proactive risk management, integrating climate action stakeholders into DRR strategy processes through the creation of joint technical teams.

C 3.1 C 3.2 F 3.1 — Capitalize on the ongoing NDC 2025 process and luse the role of climate action and disaster risk management in UNSDCF so as to develop an integrated strategic foundation for coherent action and investment in risk reduction with international partners.

Coherence Action Brief

REPUBLIC OF MOLDOVA

OVERVIEW

The Republic of Moldova (RM) displays a partial basis for coherence. RM is currently at a pivotal moment for strategic coherence, with the opportunity to transition from a reactive civil protection approach to risk towards a trajectory of risk-informed sustainable development. The 2023 European Union Civil Protection Mechanism (UCPM) Peer Review Report, produced on the accession of RM to the UCPM, notes that the National Commission for Emergency Situations is the key institutional tool for DRR, with an efficient, hierarchical structure including all key ministries (Alfonso et al., 2023), though both the General Inspectorate for Emergency Situations (GIES) under Ministry of Internal Affairs (MoIA and the State Hydrometeorological Service (SHS) under the Ministry of Environment (MoE) hold responsibilities for DRR (World Bank, 2024). This distributed institutional structure is limited in its capacity for coherence by a largely reactionary approach to risk management. Important progress in this regard is noted in the Programme for Prevention and Management of Emergency Situations 2022–2025, which seeks to institutionalize a proactive approach, focusing on activities such as risk assessment and improved disaster preparedness. Furthermore, RM has adopted a National DRR Strategy 2024–2030, a process led by the Ministry of Environment and aimed at improving the country's capacity to respond to disasters and climate challenges, strengthen civil protection infrastructure, and continue the development of an effective institutional framework for risk management. Ultimately, RM's DRR sector is marked by improving efficiency and capability

Furthermore, RM's 2021 NDC and 2024 Action Plan to the NAP, with their with systematic action planning and widespread references to sectors such as early warning systems and resilient agriculture, are each assessed as offering a substantial basis for coherent implementation. Considered a key instrument in the achievement of medium-term climate adaptation goals in RM, the NAP makes explicit reference to the need for shared data collection processes, as well as the need to "incorporate climate DRR into development planning and increase DRM preparedness" (Republic of Moldova, 2023, p. 14). The close alignment between the NAP process and the NDC targets provides a constructive feedback loop between national and international decision-making processes on climate change, thereby supporting momentum towards coherent risk reduction in RM. As the government moves to expand the capacity of the DRR sector – including in necessary areas such as equipment quality, legal framework and financial resilience (World Bank, 2024) – engagement with developed climate adaptation planning should be a priority to expand coherence.

SECTORAL READINESS ASSESSMENT

Early Warning Systems	
Resilient Agriculture	
Critical Infrastructure	
Resilient Healthcare	
Nature-Based Solutions	

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Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS

Substantial	
Partial	C I O
Limited	F

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

O 1.1 O 2.1	Systematically incorporate climate action stakeholders the implementation of the 2024–2030 DRR strategy, including through concrete joint action planning to achieve specific outcomes, with dedicated budgets.
C 1.2	Build upon provisions in the 2024 Action Plan to the NAP to create concrete coordination and technical mechanisms to integrate DRR and climate action principles into the mainstream development planning
O 2.1	Capitalize on the strategic basis provided by the 2024 Action Plan to the NAP to conduct a national-level assessment exercise to understand possible areas of collaboration and develop a strategic framework to coordinate risk reduction activities across all identified joint implementation areas.

Coherence Action Brief

MONTENEGRO

OVERVIEW

Overall, Montenegro displays a partial basis for coherent implementation. The National DRR Strategy and Action Plan 2018–2023 is assessed as providing a substantial base for coherence, with its integrated plan of action including budgeting and timelines, as well as elements relevant to climate action, such as early warning systems and risk assessment. However, the National Strategy in the Field of Climate Change by 2030 and the 2021 NDC largely focus on mitigation and are both assessed as offering limited opportunities for building coherence. Similarly, the 2020 National Communication offers a weak institutional and financial framework for integration. This is reflected in the perception that coherence between different aspects of the risk reduction agenda is incipient, with climate adaptation only recently "acknowledged as a national and sectoral priority" and a widespread lack of capacity for implementing risk reduction activities (World Bank, 2024, p. 20).

Institutional responsibilities for risk reduction in Montenegro also remain fragmented. On the national level, DRR is the responsibility of the Ministry of Interior through the Coordination Team for Protection and the Rescue and Protection Directorate, while climate action falls to the Ministry of Ecology, Sustainable Development, and Northern Region Development. Coordination mechanisms such as the National Platform for DRR and the National Council for Sustainable Development (NCSD) are in existence, and the government prescribes a methodology for the creation of strategic documents based on the inclusion of diverse stakeholders in working groups. However, there is a common perception that the practical impact is currently limited. This is linked to limitations in financial integration, as the country "lacks a strategy to incentivise crucial investments" (World Bank, 2024, p. 20) in adaptation and risk reduction.

In recognition of these limitations, Montenegro has produced the National Capacity Building Assessment in Context of Climate Change and the National Capacity Building Assessment in Context of DRR, providing a baseline for action in the coming years. Areas of potential joint implementation indicated by key strategic documents include early warning systems, critical infrastructure and health, all of which are areas of focus in Montenegro's National Strategy for Sustainable Development by 2030. In this context, a key opportunity for coherent implementation is presented by the ongoing NAP2 process in Montenegro: the project "Enhancing Montenegro's Capacity to Integrate Climate Change Risks into Planning," financed by the GCF, focuses on developing a comprehensive adaptation planning framework. Specific activities within this project include strengthening the institutional coordination framework through the revitalization of the NCSD, improvement of the legal framework, and guidelines for future NAP revisions and policy development.

SECTORAL READINESS ASSESSMENT

Early Warning Systems	
Resilient Agriculture	
Critical Infrastructure	
Resilient Healthcare	
Nature-Based Solutions	

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COHERENCE LEVELS

Substantial	O
Partial	C I
Limited	F

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

O 2.2 O 3.2	Build upon the strong foundation provided by the capacity assessment process in both DRR and climate action to develop joint action planning in key areas, with a particular focus on capacity building.
C 3.2 F 3.2	Capitalize on the ongoing NAP2 process to systematically integrate risk reduction activities throughout the design of the document, supported by both DRR and climate action institutions and resourced through dedicated funding mechanisms.
I 2.1 I 2.2 O 2.1	Develop sustainable functionality of key coordination mechanisms to ensure mutual representation of stakeholders so as to create collaborative working groups linking up existing risk reduction activities [I.2.1, I.2.2, O.2.1].

Coherence Action Brief

NORTH MACEDONIA

OVERVIEW

North Macedonia displays a limited basis for coherent implementation. Lacking a national DRR strategy to structure the focus of DRR activities, there has been a government decision in North Macedonia to initiate an institutional reform of the crisis management system of the country. Sectoral strategies in areas such as agriculture, water and human health outline adaptation measures that do not focus on resilience, while climate risk analysis is not adequately integrated into the design and implementation of comprehensive disaster risk reduction measures (World Bank, 2024). Yet, the National Development Strategy 2024–2044 and the Long-Term Strategy on Climate Action (2021), each demonstrating conceptual commitment to climate resilience and outlining some activities in areas such as nature-based solutions and early warning systems, provide a partial basis for coherence. However, these documents lack in institutional or financial underpinnings. In terms of international reporting arrangements, the country's NDC is assessed as offering a limited basis for coherence given a significant focus on mitigation, while the National Communication offers a partial basis, combining a strong conceptual and operational foundation with limited evidence of institutional integration. Ultimately, this strategic landscape does little to promote coherence between DRR and climate action, with the lack of a dedicated DRR strategy compounded by limited institutional integration evident in parallel documents, even though local DRR strategies do provide guidance for action on the sub-national level. The forthcoming development of a NAP in North Macedonia, which provides space to systematically integrate diverse stakeholders for proactive risk reduction activities, is a key opportunity in this regard. Concurrently, there is also an expectation that the forthcoming NDC 3.0 will provide an additional opportunity for integration through the inclusion of adaptation targets.

From the institutional perspective, the Ministry of Environment and Physical Planning is the responsible entity for the creation of climate change policy and for reporting processes to the UNFCCC and the European Environment Agency. Ministries such as Agriculture, Forestry and Water Economy are in charge of climate action within their respective sectors, while the Ministry of Energy, Mining and Minerals holds the mandate for climate change mitigation and leading the green transition process. Responsibility for DRR and DRM are distributed across a wide range of institutions and stakeholders, including between the Crisis Management Centre and the Directorate of Rescue and Protection; yet, there is an expectation that the two institutions could merge as reforms to the DRR system progress. Coordination mechanisms exist in the form of the national DRR platform and the Crisis Management Committee, even though the intermittent functionality of these mechanisms mean that productive coordination on DRR also occurs bilaterally between government institutions. Looking forward, it is expected that the Law on Climate Action will provide for the establishment of a National Coordination Council on Climate Action (NCCC) to coordinate the development and integration of climate action policy. Along with the ongoing reform to the DRR institutional structure, this NCCC offers an opportunity to enhance institutional coherence.

SECTORAL READINESS ASSESSMENT

Early Warning Systems	
Resilient Agriculture	
Critical Infrastructure	
Resilient Healthcare	
Nature-Based Solutions	

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COHERENCE LEVELS

Substantial	
Partial	C O
Limited	I F

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

C 1.1 O 2.2	Develop a jointly owned strategy centred on proactive risk management for resilience, including a detailed action plan to engage diverse institutional stakeholders.
I 3.2	Capitalize on the ongoing NAP process to integrate DRR institutions in both formulation and execution of the NAP Action Plan, with specific actions, budgets and associated outputs.
I 1.2 I 2.2	Institutionalize collaboration between DRR and climate action stakeholders within coordination mechanisms with a focus on proactive risk management, as well as within spaces dedicated to mainstream development planning.

Coherence Action Brief

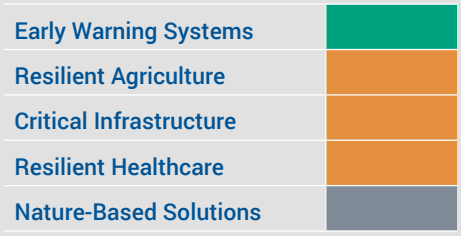
SERBIA

OVERVIEW

Since Serbia largely treats risk reduction through DRR and climate action as separate issues (Republic of Serbia, 2023), the country displays a limited basis for coherent implementation. The 2018 Law on Disaster Risk Reduction and Emergency Situation Management (Law on DRR) and the 2021 Law on Climate Change are assessed as providing only a limited basis for coherence, characterized by a lack of focus on proactive risk management and the prevention of new risk. Serbia's institutional arrangements also demonstrate isolation, with limited coordination on risk reduction between the Ministry of Environmental Protection, responsible for climate action at national level, and the Ministry of Interior Affairs, in charge of DRR and emergency response. In this context, the integration of the National Disaster Risk Registry and Digital Climate Atlas of Serbia, which facilitates synergy in knowledge management between climate and disaster risks, represents a key advancement. In general, "capacities for DRR within the institutions in charge of various sectors and domains remain low" (Popovicki, 2022, p. 57), while the levels of financing for risk reduction are perceived as inadequate, influenced by a division between financing responsibilities for prevention and preparedness (Ministry of Finance) and for recovery (Public Management Investment Office – PIMO), though the EU Accession Pathway provides opportunities for funding climate action.

The ongoing development of Serbia's national DRR strategy is an important strategic process to advance coherent risk reduction, as well as an opportunity to develop an Action Plan integrating climate action activities and closely align with the provisions of Serbia's 2023 NAP, adopted in 2023 as the Programme for Adaptation to Changed Climate Conditions. This NAP represents a strong strategic document that offers a substantial basis for coherent implementation, including a systematic focus on topics such as resilient agriculture, critical infrastructure, early warning systems and provisions for the integration of climate change factors into disaster risk assessments. The Law on DRR devotes significant attention to early warning systems and references the need for resilient agriculture, indicating shared areas of concern among risk reduction stakeholders. The NAP also outlines a detailed Action Plan that includes the outcomes related to DRR and highlights the role of the National Climate Change Council as a coordinating institution, indicating the possibility for NAP implementation to act as a catalyst for operational and institutional coherence processes. This implementation process should engage with and revitalize existing coordination processes, such as the National Emergency Management Headquarters that functions as a National DRR platform, as well as promote the ongoing development of thematic working groups and joint work plans between ministries.

SECTORAL READINESS ASSESSMENT



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Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

C 1.1 Ensure that the forthcoming national DRR strategy includes risk reduction action planning with mainstreamed milestones and clear timelines coordinated with climate action and mainstream development planning stakeholders.

C 3.2 / O 2.1 Capitalize on the strong integration demonstrated by the 2023 NAP by ensuring the integration of DRR, climate action and mainstream development planning actors in joint technical working groups for implementation, with a particular focus on common areas such as flood risk management and the development of early warning systems.

I 2.2 / O 3.1 Develop institutional coordination and capacity for integrated risk reduction outcomes, including through systematic engagement between National Emergency Management Headquarters and climate action institutions such as the Ministry of Environmental Protection.

Coherence Action Brief

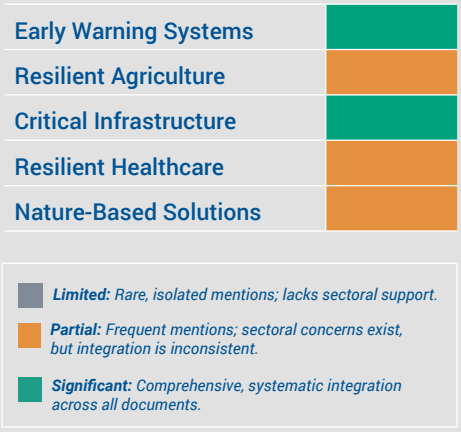
TAJIKISTAN

OVERVIEW

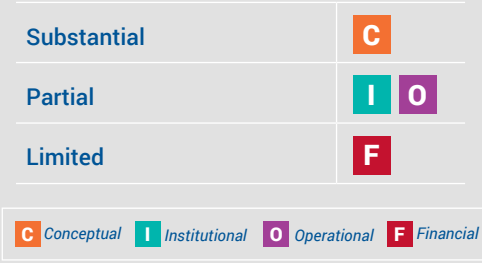
Tajikistan offers a partial basis for coherent implementation. The National Disaster Risk Reduction Strategy 2019–2030 (DRR Strategy) and the National Climate Change Adaptation Strategy 2030 (Climate Action Strategy), characterized by strong conceptual underpinnings and some operational integration, are assessed as demonstrating partial coherence; this being said, there remain limitations to institutional and financial coherence. The Action Plan for 2023–2025 (Action Plan) of the Mid-Term State Programme for the Protection of Population and Territories from Emergency Situations for 2023–2028 are also assessed as demonstrating partial coherence, with detailed action planning that includes some outcomes related to climate action, but limited institutional coordination. From the perspective of international strategic processes, Tajikistan's 2021 NDC offers the best opportunity for further coherence. The document identifies four priority adaptation sectors – namely, energy, water resources, transport and agriculture – with "emergencies" identified as one of seven cross-cutting areas for action. This structure facilitates the integration of DRR concerns into broader climate change themes, with significant attention on resilient agriculture, early warning systems and critical infrastructure. These sectors also prominently feature in the 2024 National Communication.

The aforementioned clear areas of operational overlap are a strength of Tajikistan's strategic profile, with activities such as early warning systems, critical infrastructure, resilient agriculture and health being a consistent focus across the range of strategic documents. These areas indicate an intersectoral consensus around priority risk reduction actions to be implemented on the national level, spanning documents such as DRR Strategy, climate action strategy, National Development Strategy and NDC. The key challenge is to push these areas of action, along with other coherent risk reduction measures, to work towards the phase of implementation through clear institutional ownership and adequate resourcing. Improved institutional coordination between the Committee of Emergency Situations and Civil Defence and counterparts at Committee for Environmental Protection (CEP) would offer a basis for such harmonized implementation, including through the work of the Agency for Hydrometeorology under the CEP. So too would further integration of climate action stakeholders into existing coordination mechanisms focused on DRR, such as the National Platform for DRR and the meetings of the Rapid Emergency and Assessment Coordination Team.

SECTORAL READINESS ASSESSMENT



COHERENCE LEVELS



RECOMMENDATIONS

Thematic Linkages

I 2.1 O 3.2	Work through the National Platform for DRR to raise capacity for implementation of risk reduction activities across government, including institutions with mandate for climate change and sustainable development.
O 2.1	Capitalize on intersectoral consensus on key activities to develop joint implementation teams and collaborative methodologies focused on key sectors such as early warning systems, critical infrastructure, resilient agriculture and health.
F 2.1	Advocate with mainstream development planning authorities to enhance the levels of sustainable, consistent investment in risk reduction on the domestic level, including through the use of risk modelling, addressing perceived funding gaps.

Coherence Action Brief

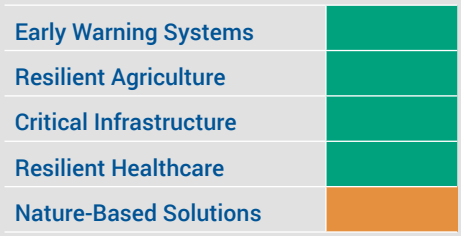
TÜRKIYE

OVERVIEW

Türkiye displays a substantial basis for coherent implementation. The National Disaster Risk Reduction Plan (TARAP) 2022, which integrates climate action institutions through dedicated action planning in sectors such as agriculture and forestry, health and infrastructure, is assessed as offering a substantial basis for coherence. Partial opportunities for mainstreaming also exist within Türkiye's 12th Development Plan 2024–2028, which includes a dedicated section on disaster risk management with a focus on early warning systems and flood management, and an integrated target of "increasing social resilience to climate change-related disaster hazards" (Presidency of Strategy and Budget, 2023, p. 210). Similarly, Türkiye's NDC is assessed as providing a partial basis for coherence, with opportunities emerging from a strong, resilience-centred, conceptual framing and engagement with key thematic areas, while obstacles manifest in the lack of institutional and financial coherence. The strongest basis for coherence is provided by Türkiye's National Climate Change Adaptation Strategy and Action Plan 2024–2030, a document characterized by clear institutional integration of DRR institutions, detailed action planning and operational areas of focus including risk mapping, early warning systems and infrastructural resilience. Türkiye's 8th NC is also assessed as offering a substantial basis for coherent implementation, with clear conceptual, institutional and operational integration. The substantial basis for coherence offered by strategy focused on climate change represents a key opportunity to move forward.

From an institutional perspective, DRR is the responsibility of the Ministry of Interior Disaster and Emergency Management Presidency (AFAD), while responsibility for climate action is distributed across various institutions such as the Ministry of Environment, Urbanization and Climate Change, Directorate of Climate Change, and the General Directorate of Water Management (GDWM), as well as sub-national authorities. Important coordination mechanisms between DRR and climate action include the Climate-Induced Disaster Risk Reduction and Prevention Working Group at AFAD, while the Climate Change and Adaptation Coordination Board and Climate Change Presidency offer opportunities for collaboration in the implementation of the National Climate Change Adaptation Strategy and Action Plan 2024–2030. This institutional arrangement facilitates mainstreaming efforts across the government; however, opportunities remain to enhance efficiency in resource utilization and strengthen data-sharing mechanisms for an even greater coherence. Practical possibilities of the system are demonstrated in practice by the ongoing process of updating Drought and Flood Management Plans, which is closely coordinated between the GDWM and the General Directorate of State Hydraulic Works, as well as with authorities on the basin and local levels.

SECTORAL READINESS ASSESSMENT

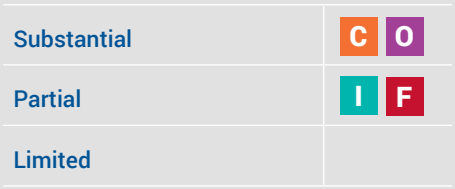


Limited: *Rare, isolated mentions; lacks sectoral support.*

Partial: *Frequent mentions; sectoral concerns exist, but integration is inconsistent.*

Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS



C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

I 1.1 I 2.1 I 2.2 Ensure the strong functioning of coordination mechanisms between bodies responsible for DRR and climate action, including through an integrated national framework that clearly defines the roles and responsibilities of institutions involved in both DRR and climate action, with particular attention on supporting local governments to adopt and implement DRR strategies with adequate capacity.

F 1.2 Continue work to apply the comprehensive climate change vulnerability and risk assessment produced in 2022 through investment decisions across government, including through supporting local stakeholders.

F 1.1 F 1.2 Establish joint funding mechanisms that will combine DRR and climate adaptation financing, thus allowing for integrated project proposals and budget allocations, and explore mechanisms to incentivize private sector involvement in risk reduction projects.

Coherence Action Brief

UNITED KINGDOM

OVERVIEW

The United Kingdom displays a substantial basis for coherent implementation of risk reduction activities, particularlythrough the adaptation planning mandated by the 2008 Climate Change Act. The third National Adaptation Programme (NAP3), which will cover the period from 2023–2028, is assessed as offering a substantial basis for coherence, with a detailed cross-sectoral plan of action for climate change adaptation focused on resilient agriculture, nature-based solutions and critical infrastructure. Building upon the third Climate Change Risk Assessment (CCRA3) and published in 2022, NAP3 includes approaches to Priority Risk Areas that recognize the systemic social, economic and ecological impacts of the increasing frequency and intensity of flooding, drought and heat. These recent instruments fit into the long-term vision for adaptation defined in the 2018 A Green Future: Our 25 Year Plan to Improve the Environment, a document assessed as offering a partial basis for coherent implementation. This vision is owned on the institutional level by the Department for Environment Food and Rural Affairs (DEFRA), which coordinates with the Cabinet Office Resilience Directorate on the strategic cross-government coordination of climate adaptation. DEFRA ensures financial coherence through collaboration with the Treasury that aims to build climate resilience into cross-government spending decisions, including through the Spending Review.

Strategic planning for DRR is distributed across different policies and instruments. The National Flood and Coastal Erosion Risk Management Strategy for England 2020 and its Strategy Roadmap to 2026, led by the Environment Agency (EA), are assessed as offering a substantial basis for coherence. These documents outline an extensive network of sub-national authorities and integrate them within a detailed cross-sectoral plan of action; however, the 2023 NDC, which largely focuses on climate change mitigation, offers a limited basis. Other national strategic documents relevant to different aspects DRR include the National Emergency Planning Framework, Green Infrastructure Framework and the UK Government Resilience Framework focused on bringing together government with industry and regulators to improve security and resilience of UK Critical National Infrastructure. Furthermore, the National Risk Register, the external-facing version of the National Security Risk Assessment, provides a resource for coherent policy making by offering a public assessment of key risks facing the United Kingdom, including those arising from climate change. In view of this diverse structure and the Lead Government Department model of risk reduction, institutional arrangements prioritize coordination, with regular engagement between technical teams at ministries such as DEFRA, the Ministry of Defence and the Cabinet Office, as well as cross-departmental initiatives such as the Climate Resilience Steering Board, that drive collaborative efforts on adaptation and resilience. Consistent collaboration across these bodies will be key in maintaining institutional coherence.

SECTORAL READINESS ASSESSMENT

Early Warning Systems	Limited
Resilient Agriculture	Significant
Critical Infrastructure	Significant
Resilient Healthcare	Partial
Nature-Based Solutions	Partial

Limited: *Rare, isolated mentions; lacks sectoral support.*

Partial: *Frequent mentions; sectoral concerns exist, but integration is inconsistent.*

Significant: *Comprehensive, systematic integration across all documents.*

COHERENCE LEVELS

Substantial	C I O F
Partial	
Limited	

C *Conceptual* I *Institutional* O *Operational* F *Financial*

RECOMMENDATIONS

Thematic Linkages

C 2.2
C 2.1

Capitalize upon the ongoing review of the Government's approach to resilience, catalysed by the Chancellor of the Duchy of Lancaster's initial response to the Covid-19 Module 1 Inquiry, to ensure the mainstreaming of risk reduction principles across government and the inclusion of DRR stakeholders within resilience-focused coordination mechanisms.

F 2.2

Engage private sector stakeholders to ensure an all-of-society approach to risk reduction, including by hosting risk reduction summits that clarify the business case for risk reduction and test possibilities for innovative financing methods.

I 3.1
C 2.1

Systematically include climate action and DRR stakeholders within the NDC reporting process, with a particular focus on the creation of joint monitoring and reporting processes for risk reduction activities.

ANNEXES

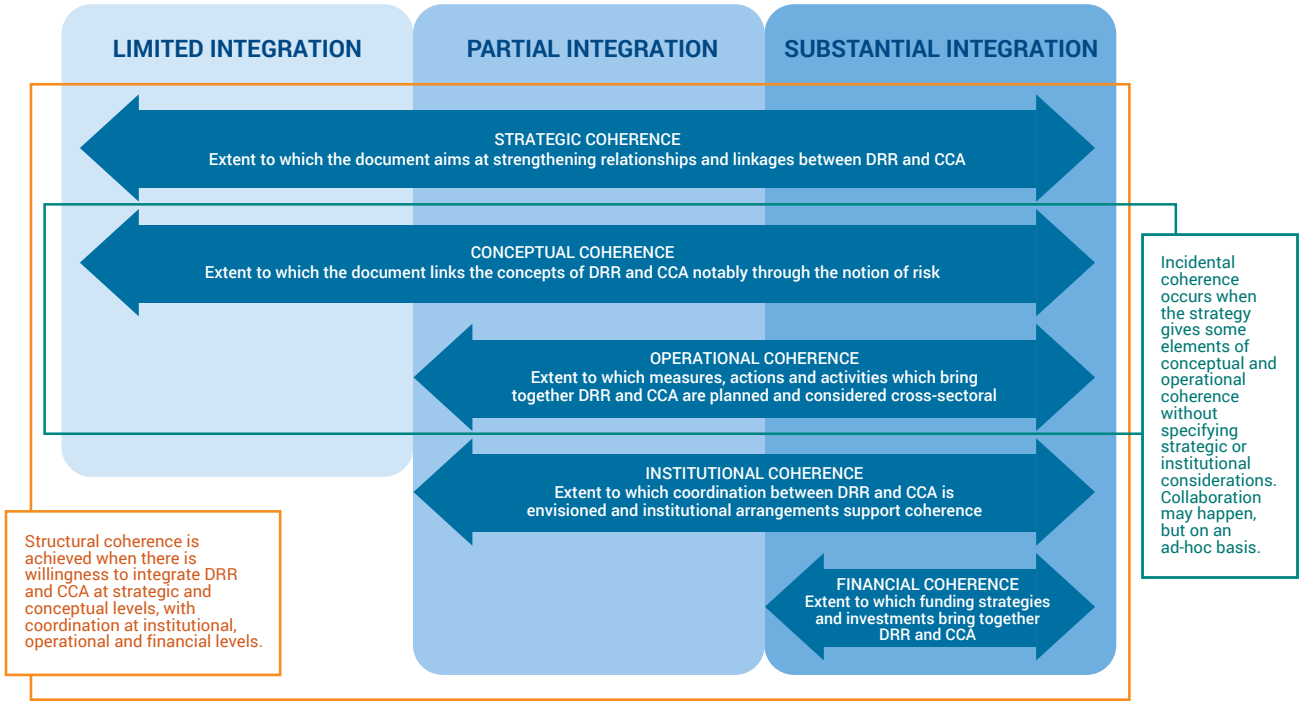
ANNEX 1:
FRAMEWORK AND METHODOLOGY

Framework

This study builds on previous Coherence Pathways Reports produced by UNDRR in Sub-Saharan Africa and the Caribbean. The report uses a conceptual framework similar to the one used to previous studies and considers coherence across the following four thematic areas:

- Conceptual coherence: Exploring how countries link DRR and climate action conceptually – in particular, through the concepts of risk and resilience and at the extent to which the two fields are addressed jointly.
- Institutional coherence: Analysing whether coordination between DRR and climate action is envisioned, as well as if and how institutional arrangements support coherence.
- Operational coherence: Considering measures, actions and activities that bring together DRR and climate action practices and to which extent planning is considered cross-sectoral.
- Financial coherence: Investigating whether and, if so, how funding strategies, financing and investment frameworks bring together DRR and climate action.

Figure 1: Conceptual framework of policy coherence



Source: UNDRR 2020. Disaster Risk Reduction and Climate Change Adaptation. Pathways for policy coherence in Sub-Saharan Africa

This report relies on the definition of coherence as "the approach and deliberate processes and actions within a country to integrate – as appropriate – the implementation of the Sustainable Development Agenda, Sendai Framework for Disaster Risk Reduction, and Paris Agreement; in order to increase efficiency, effectiveness and the achievement of both common (e.g., resilience) and respective goals" (UNDRR, 2023b, p. 13).

Methodology

The methodology used in this report includes a literature review on coherence between the SDGs, DRR and climate action, a desk review of national DRR, climate change (adaptation), sustainable development documents of 16 countries in the Europe and Central Asia region, key informant interviews and an online stakeholder consultation workshop. The strategy documents identified and analysed as part of the research process largely included policies, strategies or action plans published from 2019–2024, with references to legal instruments or older strategy documents made only when such instruments or documents were noted as relevant by national-level interviewees.

The reviewed documents included national DRR strategies, national climate change (adaptation) strategies, national adaptation plans (NAPs), national communications (NCs) to the UNFCCC, nationally determined contributions (NDCs) and mainstream national development plans. Along with the review of national development, DRR, and climate action policy and planning documents, this study also included a desk review of relevant regional and sub-regional plans and guidelines, as well as semi-structured interviews conducted in August–October 2024 with staff at national disaster management agencies, national institutions with responsibility for climate change adaptation and UNDP Country Offices in the relevant country. Furthermore, the qualitative analysis of coherence aspects presented in this report was co-developed and validated through an Expert Stakeholder Consultation conducted in September 2024.

The following 16 countries were assessed for coherence: Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, France, Germany, Italy, Kazakhstan, Kyrgyzstan, Moldova, Montenegro, North Macedonia, Serbia, Tajikistan, Türkiye and the United Kingdom. The assessments were primarily based on a desk review of key DRR, climate action and mainstream development strategy documents. The Coherence Pathways Tool (CPT) was used to evaluate the level of coherence displayed in strategy documents concerned with risk reduction (UNDRR 2020, 2023). The CPT assesses four thematic areas of coherence – conceptual, institutional, operational, financial – and evaluates each document as demonstrating limited, partial or substantial coherence in that area. Evaluations were then produced on the level of thematic areas of coherence, individual strategy documents and national strategic profiles.

Along with CPT assessment, the study also assessed five sectors to understand the potential for joint implementation on the national level. The five common implementation areas included early warning systems, resilient agriculture, resilient critical infrastructure, resilient healthcare and nature-based solutions. Each area was assessed across the following three levels:

- Limited potential (represented in grey): Non-existent or sporadic references across a limited range of strategic documents. Characterised by the absence of a sector or unsupported statements.
- Partial potential (represented in orange): Numerous references across a range of strategic documents. Characterised by a widespread presence of concerns linked to a sector that were not systematically integrated.
- Significant potential (represented in green): Comprehensive references across a wide range of strategic documents. Characterised by engagement across all document types or systematic integration between specific documents.

ANNEX 2:

INSTITUTIONAL ARRANGEMENTS AND ANALYSED POLICIES (AS OF OCTOBER 2024)

Country	DRR Institution	Climate Action Institution	Noted Coordination Mechanism	Analysed Policies
Albania	Ministry of Defence, National Civil Protection Agency	Ministry of Tourism and the Environment	Technical Advisory Commission	National Plan for Civil Emergencies, 2023 National Strategy for Disaster Risk Reduction, 2023–2030 National Adaptation Plan, part of the National Climate Change Strategy (NCCS), 2019 4th National Communication, 2022 Updated NDC, 2021
Armenia	Ministry of Internal Affairs	Ministry of Environment	Hydrometeorological Service, located within Ministry of Environment ARNAP. National DRR Platform Interdepartmental Coordination Council for the Implementation of the Requirements and Provisions of the UN Framework Convention on Climate Change and the Paris Agreement	Disaster Risk Reduction Strategy and Action Plan, 2023 Armenia Development Strategy, 2014–2025 4th National Communication, 2020 National Adaptation Plan, 2021 Updated NDC, 2021
Azerbaijan	Ministry of Emergency Situations	Ministry of Ecology and Natural Resources		Republic of Azerbaijan Social and Economic Development Strategy, 2022–2026 4th National Communication, 2021 Updated NDC, 2021
Bosnia and Herzegovina	**National level:** Ministry of Security of Bosnia and Herzegovina **Entity level:** • Federal and Republic Civil protection administrations • Department for Public Safety in the Brcko District BIH	**National level:** Ministry of Foreign Trade and Economic Relations **Entity level:** • FBiH Ministry of Environment and Tourism • RS Ministry of Spatial Planning, Construction, and Ecology		Framework Law on the Protection and Rescue of People and Property in the Event of Natural or Other Disasters in Bosnia and Herzegovina, 2008 Climate Change Adaptation and Low Emission Development Strategy, 2020–2023 Development Strategy of the Republic of Bosnia and Herzegovina, 2021–2027 Environmental Strategy and Action Plan, 2022–2032 4th National Communication, 2023 National Adaptation Plan, 2022 Updated NDC, 2021

Country	DRR Institution	Climate Action Institution	Noted Coordination Mechanism	Analysed Policies
France	Directorate-General for Civil Protection and Crisis Management, Ministry of Interior Ministry of the Ecological Transition, General Directorate for Risk Prevention	General Directorate for Energy and Climate	Guidance Council for the Prevention of Major Natural Risks (COPRNM) Secretariat General for Ecological Planning (under Prime Minister) The Climate Change Adaptation office (BACC) in the General Directorate for Energy and Climate	National Energy – Climate Plan of France – Draft Update, October 2023 National Climate Change Adaptation Plan (PNACC-2), 2018–2022
Germany	Federal Office for Civil Protection and Disaster Relief (BBK), Federal Ministry for the Interior and Community	Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection (BMUV)	Inter-Ministerial Working Group on climate action Inter-Ministerial Working Group on Implementation of Sendai Framework Joint Competence Centre for Civil Protection (national to sub-national coordination structure)	German Strategy for Strengthening Resilience to Disasters, including Implementation Plan, 2022–2030 German Sustainable Development Strategy Update, 2021 Action Programme for Natural Climate Action, 2023 National Climate Adaptation Act–Draft, 2023 Climate Action Programme of the Federal German Government, 2023
Italy	Civil Protection Department (DPC)	Ministry of Environment and Energy Security (MASE) Italian Institute for Environmental Protection and Research (ISPRA) - located within MASE	National DRR Platform coordinated by DPC National Forum for Sustainable Development National Platform on Adaptation to Climate Change (ISPRA)	Civil Protection Code, 2018 National Strategy on Adaptation to Climate Change, 2015 National Climate Change Adaptation Plan, 2023 National Sustainable Development Strategy (NSDS), 2022
Kazakhstan	Ministry of Emergency Situations	Ministry of Ecology and Natural Resources	National DRR Platform: Interagency State Commission for The Prevention and Elimination of Emergency Situations	National Action Plan for Prevention and Mitigation of the Consequences of Sand and Dust Storms (SDS), 2021–2024 National Project - Green Kazakhstan, 2021–2025 Environmental Code, 2021 Revised NDC, 2023

Country	DRR Institution	Climate Action Institution	Noted Coordination Mechanism	Analysed Policies
Kyrgyzstan	Ministry of Emergency Situations	Ministry of Natural Resources, Ecology and Technical Supervision	Secretariat of the National Platform for DRR Coordination Council on Climate Change, Ecology and Green Economy Development, with Climate Finance Centre as Secretariat Coordinating Council for Climate Change, Ecology and Sustainable Development National Council for Sustainable Development	Concept of Comprehensive Protection of the Population and Territory of the Kyrgyz Republic from Emergency Situations, including Action Plan and Budget, 2018–2030 National Development Program of the Kyrgyz Republic, 2021–2026 National Development Strategy of the Kyrgyz Republic, 2018–2040 NDC, 2021 Updated
Moldova	Ministry of Interior	Ministry of Agriculture, Regional Development and Environment (MARDE)	National Council for Sustainable Development Coordination Climate Change Coordination Mechanism (CCCM), National Climate Change Commission (NCCC)	National Development Strategy Moldova, 2018–2030 National Action Plan, 2020–2023 5th National Communication, 2023 Updated NDC, 2020 Action Plan to the NAP, 2024
Montenegro	Coordination Team for Protection and the Rescue and Protection Directorate, Ministry of Interior	Ministry of Tourism, Ecology, Sustainable Development, and Northern Region Development	National Platform for DRR National Council for Sustainable Development	Disaster Risk Reduction Strategy with a Dynamic Plan of Activities for the Implementation of the Strategy, 2018–2023 National Strategy in the Field of Climate Change, 2015–2030 National Strategy for Sustainable Development, 2016–2030 3rd National Communication, 2020 Updated NDC, 2021
North Macedonia	Crisis Management Centre (CMC) Protection and Rescue Directorate (PRD)	Ministry of Environment and Physical Planning (MoEPP)	National Platform for DRR National Coordination Council on Climate Action (to be established by end 2025)	Long Term Strategy on Climate Action, 2021 National Development Strategy, 2024–2044 4th National Communication, 2023 Updated NDC, 2021

Country	DRR Institution	Climate Action Institution	Noted Coordination Mechanism	Analysed Policies
Serbia	Sector for Emergency Management, Ministry for Interior Affairs	Ministry of Environmental Protection	Acting National Platform for DRR: National Emergency Management Headquarters	Law on Disaster Risk Reduction and Emergency Situation Management, 2018 Law on Climate Change, 2021 3rd National Communication, 2024 National Adaptation Plan, 2024 Updated NDC, 2021
Tajikistan	Committee of Emergency Situations and Civil Defence	Committee for Environmental Protection Ministry of Energy and Water Resources	National Platform for DRR	National Disaster Risk Reduction Strategy of the Republic of Tajikistan, 2019–2030 Mid-term State Programme for the Protection of Population and Territories from Emergency Situations, including Action Plan, 2023–2028 National Strategy for Adaptation to Climate Change of the Republic of Tajikistan, 2019–2030 National Development Strategy, 2016–2030 4th National Communication, 2022 Updated NDC, 2021
Türkiye	Disaster and Emergency Management Authority, Ministry of Interior	Directorate of Climate Change, Ministry of Environment, Urbanization and Climate Change	National Platform for DRR National Sustainable Development Coordination Board	National Climate Change Adaptation Strategy and Action Plan, 2024 - 2030 Twelfth Development Plan, 2024 - 2028 National Disaster Risk Reduction Plan (TARAP), 2022 Updated NDC, 2023
United Kingdom	Environmental Agency	Department for Environment, Food and Rural Affairs (DEFRA) Climate Change Committee	Civil Contingencies Secretariat in Cabinet Office Climate Resilience Board Sustainable Development Programme Board, with DEFRA Sustainable Development Unit	National Flood and Coastal Erosion Risk Management Strategy for England, including FCERM Strategy Roadmap, 2020–2026 Third National Adaptation Programme (NAP3), 2023 UK Government Sustainable Development Strategy - Securing the Future, 2005 A Green Future – A 25 Year Plan to Improve the Environment, 2018 Updated NDC, 2020

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