Land tenure rights in the narrative of climate change

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Today, an estimated 3.3 to 3.6 billion people live in contexts that are highly vulnerable to climate change.¹

In the Asia-Pacific region alone, over 213 million people were displaced by weather-related events – such as monsoon rains and tropical storms that caused floods and landslides – between 2010 and 2021.² The number of people directly affected by climate change is expected to rise further.

Meanwhile, we are only beginning to experience the *slow-onset impacts* of climate change, such as increasing droughts, melting glacial caps, and rising sea levels. From 2010 to 2021, these caused at least 760,000 internal displacements in 17 countries in the Asia-Pacific region.³

¹ IPCC (2023). Climate Change 2023: A Synthesis Report – Summary Report for Policymakers. https://www.ipcc.ch/ report/ar6/syr/downloads/report/IPCC_AR6_SYR_SPM.pdf ² IDMC and ADB (2022). *Disaster Displacement in Asia and the Pacific*. Internal Displacement Monitoring Centre and Asian Development Bank. https://www.adb.org/sites/default/files/publication/823176/disaster-displacement-asia-pacific.pdf ³ Ibid.

The poor and land-insecure

Climate change affects everyone, but it hits the poorest and those without secure land rights the hardest. Poverty pushes people to farm on difficult land or settle in areas prone to erosion, flooding, high tides and storms. And while poor people are aware of the risks they face, they have few options. Many are forced to accept or ignore their conditions, in order to survive and carry out their livelihoods.

Thus, when disasters strike, those who are poor and lack tenure rights are the *first* to be hit, and the *last* to recover.

Certain groups are especially vulnerable to climate change's impacts. These include women, children, people living by rivers or coasts, small farmers, and those who rely on farming for their livelihood. According to the UN Human Rights Council, climate change poses an immediate and far-reaching threat to human rights of people and communities all over the world.⁴

However, the links between land tenure and climate change are still not well understood or fully appreciated. Much of current literature focuses on the *macro* and *physical* impacts of climate change on land, with insufficient attention given to the *social* impacts of climate change from the perspective of poor people, and how it affects their welfare and livelihoods, social relationships, and security of tenure on the land.

This is because discussions on climate change are often framed by a global perspective, and focuses on the collective use (or abuse) of land and natural resources. On the other hand, land tenure — the relationship between people and land — is traditionally understood from the level and perspective of individuals, families, and communities. The connection becomes clearer only when viewed from a broader perspective, from which relationships can be observed.

⁴ UN Human Rights Council Resolution 7/23.

Meanwhile, public understanding of the links between climate change, disasters, and land tenure is still very limited, leading to poor prevention and wrong responses, while those without land or are near landless remain voiceless, and are often left out of climate change discussions.

The case studies

This publication includes 12 case studies involving local communities in Asia and Africa that highlight the links between land tenure rights, land and resources use, and climate change.

Eleven of these 12 studies were presented and discussed at the Conference on "Mainstreaming land rights in the narrative of climate change: views from the ground" held on 10 to 11 October 2023 in Dhaka, Bangladesh. The Conference was organized by the Asian NGO Coalition for Agrarian Reform and Rural Development (ANGOC) and the Association for Land Reform and Development (ALRD) in partnership with the Global Forum on Agricultural Research and Innovation (GFAiR), the Global Land Tool Network (GLTN), and the Land Portal Foundation (LPF).

These case studies were prepared in order to:

- illustrate how the lack of tenure security and resource rights increases the vulnerability of the rural poor, and reduces their capacity to cope with the changes brought about by climate change;
- identify and analyze climate change responses by authorities and other stakeholders that impact on land tenure security;
- illustrate the relationships between land tenure, climate change vulnerability and adaptive capacity; and,
- recommend policies and actions to address the identified issues/ gaps.

The case studies are presented in this book along five thematic areas:

Theme Description Women, land rights, and resiliency How women's rights, especially over land, improve the capacities of families and communities to implement resilience actions

Customary tenure, use, and governance	How recognizing customary land rights and practices of indigenous communities helps build local capacity to mitigate and adapt to climate change
Land rights and sustainable land/ resource use	How secure tenure rights encourages sustainable land use by communities in ways that protect and restore their environment
Coping with risks and preventing disputes	How those with secure tenure are less likely to be at risk of land disputes, which may affect their adaptive capacity
Rebuilding after disasters	How tenure security/insecurity affects the post-disaster capacity of people to recover and rebuild

Impact of climate-led disasters on land and people

When climate-led disasters strike, people may be directly affected by significant losses of land, due to erosion, landslides, flooding, salinization and loss of vegetation. Lives are affected and lost; families are displaced; homes and crops are destroyed; and, livelihoods disappear. There is a loss of potable water, and diseases proliferate, especially among children. Almost 90 percent of all climate change-related diseases are reported to be borne by children under the age of five. Other losses are not easy to quantify, such as those related to community and social ties, cultural heritage, and sovereignty.

Families lose important documents, including land certificates, contracts, and identity documents necessary to claim entitlements. These losses make it harder for people to find work or to restore their livelihoods. Widows and orphans become particularly vulnerable, especially in cases where women are denied inheritance rights, and lands are registered only in the names of men and male heads of households. And the tenure security of women is increasingly compromised as climate-related effects intensify.

Studies show that holders of *secondary* tenure rights – tenants and sharecroppers, pastoralists, and those who lease, use or occupy land – become particularly *vulnerable to evictions*.

Tenancy arrangements are often not documented, or recognized by the government. In the Philippines, tenants of coconut farms were evicted by their landowners after a typhoon had damaged their crops. Some landlords harvested the fallen trees and sold them as lumber, without giving the tenants a share. Some landowners also began to sell the lands without the knowledge of their tenants.⁵

Studies also show that women are several times more likely to die from climate disasters than men, and the greater the gender and economic inequality, the greater the disparity. An estimated 80 percent of people displaced by climate-related disasters are women, and instances of gender-based violence against women and girls tend to escalate following displacement, conflicts, and natural calamities.⁶

The link between land tenure insecurity and risks due to natural disasters is exemplified by the case of people who currently live on Bangladesh's river islands, known as char. Char dwellers live on land that is created by river deposits and could at any time disappear in the same way. Eighty percent of the inhabitants of the country's char lands have no land of their own and are considered as ultra-poor. They live on leased land and are vulnerable to various forms of exploitation.

Recovery from disasters

In the aftermath of disasters, sectors with no security of tenure have the least capacity to recover and rebuild. They often become trapped in recurring cycles of vulnerability. This can manifest

⁵ Alvarez, K. (2017). *Linking Land Tenure and Climate Change: The Case of Haiyan in Eastern Samar, Philippines*. Asian NGO Coalition for Agrarian Reform and Rural Development (ANGOC). Manuscript.

⁶ Fry, Ian (2022). *Promotion and protection of human rights in the context of climate change mitigation, loss and damage and participation.* Report of the Special Rapporteur on the promotion and protection of human rights in the context of climate change in accordance with Human Rights Council resolution 48/14. 77th Session of the UN General Assembly, 26 July 2022.

⁷ Sherajee, Rafique Ahamed (2023). *Land Emerges, Land Disappears: Char Dwellers Continue Fighting for Land Tenure Security*. Association for Land Reform and Development (ALRD).

in several ways: (1) sinking further into poverty and debt due to unrevived livelihoods; (2) returning to previous displacement areas or settling in unsafe land; or (3) becoming part of a lingering population without land or stable housing.

Climate change aggravates existing inequalities, marginalization and exclusion, and further increases people's vulnerabilities.

The case study of families in Melamchi and Helambu municipalities, located in Sindhupalchok District, Nepal, illustrates how the lack of land rights creates new inequalities following a climate-induced disaster. Since eligibility for aid is closely linked to land ownership, tenants, sharecroppers, lessees and occupants were excluded from disaster loss compensation, livelihood loans, and resettlement and shelter programs from government. After severe floods in 2021, affected families were forced to relocate to flood-prone and landslide-prone areas in Melamchi, exposing them to further risks.⁸

Families without land tenure rights are likely to face difficulty in reclaiming their occupied lands following a disaster. Where land is submerged or eroded, boundaries disappear, and conflicts arise.

The case study of Yusuf Matubbarer Dangi Village in Bangladesh shows how communities are rendered landless by constant river erosion and flooding. As people lose their land to river erosion, they wait for new land to emerge from the river in the simultaneous erosion and accretion of land when the river swells. They then hope that the government would grant them parcels of this newly-created land, in accordance with the law. But like many others, they are left landless because powerful people come to control the available land.9

Where landscapes are completely destroyed, or when adaptation is no longer feasible, families are forced to migrate.

 $^{^{8}}$ Deuja, Jagat (2023). Drowning in despair: The story of a dream washed away by a flood (Nepal). CSRC.

 $^{^{9}}$ Ripa, Shanjida Khan (2023). Communities face off with a river that swallows lands and homes. ALRD.

They carve out new spaces and livelihoods in unfamiliar places, leaving them worse off than before. Without social ties, many face the prospect of conflict and violence with existing residents over their newly-claimed spaces, and, they face the constant threat of eviction.

Indeed, natural disasters and extreme weather events can intensify conflicts over land. Drought and changes in rainfall patterns may cause traditional pastoralists to veer away from their migratory routes and bring them into conflict with farming communities. The loss of farms may force farmers to shift to livelihoods that offer immediate and short-term returns, such as charcoal-making, timber harvesting or quarrying – in ways that bring them into conflict with existing users of forests and public lands.

Disasters also provide opportunities for land grabs, especially where entire communities are wiped out. Land investors and elites grab abandoned land, use their influence to obtain State concessions, or else negotiate with poor people in distress. Cases show that disasters bring about a consolidation of State emergency powers, and given the displacement of large numbers of people without clearly defined land ownership, they enable private and government land grabs.

And in cases where the affected community has been almost completely destroyed, and there is no guarantee of successful in-place recovery and rehabilitation in the immediate aftermath of a disaster, the most important task may be to facilitate a managed retreat to the most suitable resettlement areas, guided by a plan that is developed jointly by the affected community, the government, and support organizations. This is shown in the case study of the sinking island of Ghoramara, in West Bengal, India.¹⁰

Official responses to disasters

Government responses to disasters, in turn, may also impact on land tenure systems and the resilience of people and communities.

¹⁰ Brown, Jennifer (2023). The sinking island of Ghoramara, West Bengal, India: a case study of community resettlement. LANDESA.

Government may take measures that prevent affected families from returning, including establishing prohibited zones and "no-go" areas. Entire areas may be re-zoned or designated for other use, and/or reassigned to other investors. For instance, in the immediate aftermath of Typhoon Haiyan in the Philippines, a "40-meter no-dwelling zone" along the coastlines of Eastern Samar and Leyte provinces, affected some 200,000 people who at the time faced the prospect of prolonged displacement. Yet, some of the same areas were later leased out to private investors and beachfront property developers.

Massive numbers of families may need to be relocated and permanently resettled elsewhere. However, only a small portion of displaced families are officially relocated or resettled; the majority are forced to relocate on their own. Many live with relatives, or else migrate to the cities to find work. It is found that weather-related disasters are a major cause of rural-urban migration. And climate change can impact both their places of origin and their destination.

Most government resettlement programs are beset by the lack of available public lands. Thus, families are often relocated on land that may be unsafe, in remote locations that lack basic services and far away from people's sources of work and livelihood. Oftentimes, fishing families are relocated inland, away from the coasts that used to provide their livelihoods. Many are forced to shift their livelihoods or seek low-paying work for which they have limited skills or experience.

For indigenous communities whose lives are inextricably linked to their ancestral home, uprooting exacts a toll on their identity and undermines the continuity of their culture and traditions.¹²

Without land, people affected by climate change may fall into spirals of homelessness and dislocation unless they find other sources of income and livelihood.

¹¹ Quizon, Antonio (2017). Climate Change and Land Tenure in the Philippines: A scoping of legislations, recent field experiences and their implications for land tenure and climate change policies. Quezon City: Asian NGO Coalition for Agrarian Reform and Rural Development (ANGOC).
¹² Ahmed, A.K.M. Bulbul (2023). Climate resilience in Munda Community in South Western Coastal Area of Bangladesh. ALRD.

Land tenure rights in adaptation

In climate change response, mitigation requires global commitment, while adaptation is immensely local. Security of land tenure becomes crucial for disaster prevention and adaptation to climate change.

When land tenure is insecure, the constant threat of eviction increases the vulnerability of households; it discourages people from investing in their homes and farms. On the other hand, those with secure land tenure are more likely to build better housing, embankments, terraces, dikes, canals, and drainage systems that reduce their exposure to damages and risks. **Adaptation is enabled by the presence of land tenure rights.**

In agriculture, the specific type of tenure (i.e., being an owner, lessee, tenant, agricultural worker, or landless farmer) can determine the whole range of options that farmers have in managing their farms – e.g., their choice of farming system, irrigation, inputs, what to plant, and when to harvest.

Farmers with permanent or long-term tenure are more likely to invest on improving soil fertility and protecting it from erosion, on planting trees, or on improving pastures by allowing them to regenerate.

Land tenure security can impact a farmer's risk management decisions through their perceptions of risks, and access to government services. For instance, in the selection of seed varieties and farming systems, rice farmers with land tenure security are more likely to focus on crop stability and consistency, rather than on maximizing short-term yields and profits.

The case study of farmers in Passi City, Philippines shows how having a land title helps farmers recover faster after a climate disaster. In Passi City, Philippines, farmers quickly bounced back from a supertyphoon in 2013 because they collectively owned the land and practiced organic farming. Their freedom to make decisions helped them rebuild their livelihoods, and to sell their organic rice at higher

prices, demonstrating how land security boosts resilience to climate problems.¹³

Securing land tenure rights for women is key for their social and economic well-being and in climate change adaptation and improving resilience. Women's concerns for nutrition and food security, economic stability, security of shelter, health, safety, and family well-being all represent significant areas for adaptation.¹⁴ When productive assets such as land rights are placed in the name of women, this enhances their tenure security and allows more benefits to flow to their children and dependents.

The case study of rural women in Analamanga Region, Madagascar shows how women have adapted to climate impacts by embracing sustainable land management, including the adoption of organic agriculture, and by replenishing forests and protecting natural habitats.¹⁵

When adaptation needs to be implemented on a larger scale, organization and collective action become indispensable. A common example is the establishment of community forests or the management of grazing grounds.

The key is building resilience by maintaining healthy and diverse landscapes, diversifying production systems, strengthening community institutions, and improving land tenure security. **Instead of centralized control, local efforts should be multiplied a thousand-fold by involving communities in managing natural resources, helping people acquire secure tenure on land (including property rights), improving access to markets, and strengthening the quality of governance.**

¹³ Demaluan, Marie Joy (2023). Land rights security improves sustainable rice farming: Increasing climate mitigation in upland communities in Passi City, Philippines. CARRD

¹⁴ David Mitchell and Darryn McEvoy (2019). *Land Tenure and Climate Vulnerability*. Nairobi: UN Habitat, RMIT and GLTN. https://unhabitat.org/sites/default/files/documents/2019-06/unhabitat-qltn-land-and-climate-vulnerability-19-00693-web.pdf

¹⁵ Ramaroson, Mino (2023). *Navigating Climate Change and Land Tenure Insecurity: A Case Study of Rural Women's Resilience Efforts in Analamanga Region, Madagascar.* Huairou Commission (HC).

Stories from rural communities in Bangladesh, Nepal, Sri Lanka, and Timor-Leste reveal how insecure land ownership worsens loss and damage resulting from the climate crisis. These individuals face similar challenges: without secure land rights, they cannot make the necessary decisions or investments to adapt to climate change. They also miss out on government support because they lack proof of land ownership. With few options for relocation, they are forced to stay in hazardous areas, increasing their risk of further loss and damage. Women and girls, often left behind as men seek daily labor, bear heavier family responsibilities. These stories highlight the urgent need for policy changes that prioritize land tenure security in climate responses.¹⁶

Some communities learn to cope, adapt and innovate in the midst of tenure insecurity and agrarian conflicts and natural disasters.

The case study of Trapeang Rumdenh Village in Cambodia illustrates how climate change affects communities through floods, droughts, and other extreme weather events. Each time, the villagers find a way to recover from setbacks, learning valuable lessons from each disaster, which help them prepare for future ones. They have learned the importance of diversifying their income sources, and the need to document their occupancy and use of the land, in order to secure their tenure rights to the land.¹⁷

In the coastal village of Ujung Baji in South Sulawesi, Indonesia, fisherfolk and farmers worked on small plots of land without legal rights, and gathered resources from mangrove forests. However, powerful groups, with help from local officials, destroyed the mangroves to make way for mining of sand from the ocean and coastline. This left the villagers without livelihoods. Despite this, the village has emerged as a major seaweed producer, preventing further poverty. New types of seaweed resistant to climate change now

¹⁶ Wickramaratne, Pubudini and De Silva, Rashmini (2023). *Land rights take center stage in Asia's fight against climate change.* Oxfam International.

¹⁷ Sokkhoeun, Te (2023). Through Deluge and Drought: A Village Overcomes. STAR Kampuchea.

provide a stable income for disadvantaged villagers facing unfair agrarian conditions. 18

Role of indigenous peoples and cusstomary use

Land is both a source and a sink of greenhouse gases (GHGs) that cause climate change. ¹⁹ Currently, people use over a quarter of the world's land's production potential for food, feed, fiber, timber and energy. ²⁰ Land also provides the basis for many other *ecosystem* functions and services, such as providing for clean air and water, decomposition of wastes, and erosion prevention.

Thus, the way in which land is allocated, used, managed and governed, impacts significantly on overall GHG emissions and climate change.

Much of the world's remaining forests lies in customary lands of indigenous peoples who depend on it for food, shelter and livelihoods. They have acted as stewards of the world's most valuable remaining ecosystems. In the Philippines, out of the 128 initially identified key biodiversity areas, 96 sites or 75 percent lie within the traditional territories of indigenous peoples.²¹

A 2016 study of 36 countries by the Rights and Resource Institute (RRI) showed that forest lands that are legally-owned or traditionallyheld by indigenous peoples contain *at least* 54.5 million metric tons of

¹⁸ Arimbi, Rizki Anggriana Arimbi, Irmawati and Indarto (2023). *Peasants and Fisherfolk Adapt and Innovate in the Midst of Agrarian Conflicts and Natural Disasters.* KPA.

¹⁹ On average, the land sector accounted for 13-21% of global total human (anthropogenic) GHG emissions in the period 2010-2019. IPCC (2019). *Climate Change and Land: an IPCC special report on climate change, desertification, land degradation, sustainable land management, food security, and greenhouse gas fluxes in terrestrial ecosystems.* https://www.ipcc.ch/site/assets/uploads/2019/11/SRCCL-Full-Report-Compiled-191128.pdf
²⁰ Ibid.

²¹ De Vera, Dave (2018). "Recognition of Indigenous Peoples' Ancestral Domains," in *State of Land and Resource Tenure Reform in the Philippines 2018*. Quezon City: Asian NGO Coalition.

carbon (MtC), or *at least* 24 percent of the total carbon stored aboveground in the world's tropical forests.²²

Securing the land rights of indigenous communities, along with education, will be crucial for the conservation and enrichment of these carbon reserves.²³ Integrating customary land tenure systems within formal land governance structures can also significantly strengthen community resilience.

In Kenya, pastoralist communities have long depended on their traditional land management systems to access grazing land and support their way of life during droughts. But now, they face a threat from new land laws that are replacing these traditional systems. These laws not only weaken the old customs but also allow wealthy individuals to take control of communal land. Without proper legal recognition, communities risk losing their land to large-scale development and unfair agreements.²⁴

Meanwhile, the welfare and protection of indigenous peoples must be addressed. Indigenous peoples account for just five percent of the world's population yet comprise about 15 percent of *all* the poor people in the world, and some one-third of the world's *extremely* poor.²⁵ Reducing poverty entails more than just delivering services; it requires addressing longstanding injustices, dispossession, and discrimination endured over many years.

The case study of the Yanadi and Yrukala tribes, two of India's Scheduled Tribes living in Andhra Pradesh State, shows how the

²² RRI (2016). Toward a Global Baseline of Carbon Storage in Collective Lands. Rights and Resources Institute (RRI). https://rightsandresources.org/wp-content/uploads/2016/10/Toward-a-Global-Baseline-of-Carbon-Storage-in-Collective-Lands-November-2016-RRI-WHRC-WRI-report.pdf

²³ Ibid.

²⁴ James, Arach David (2023). *Beyond Land Titles: Pastoralists Find Security Amid Climate Change in Community Land Governance Mechanisms in Kenya.* Namati-Kenya.

²⁵ UN DPI (2010). Indigenous Peoples Poverty and Well-Being. HYPERLINK "http://www.un.org/esa/socdev/unpfii/%20documents/SOWIP/chapter%20highlights/chapter%201/sowip-ch1-en.pdf"http://www.un.org/esa/socdev/unpfii/ documents/SOWIP/chapter%20highlights/chapter%201/sowip-ch1-en.pdf

impact of land tenure insecurity amid climate change is magnified among people who are extremely poor, have limited livelihood opportunities, lack education, and whose recovery from climate disasters relies on the charity of strangers. At the same time, this story underlies the critical role of civil society organizations, where government support is insufficient and slow.²⁶

Climate change from the lens of human rights

In an earlier resolution 7/23, the UN Human Rights Council had stated that climate change "poses an immediate and far-reaching threat to people and communities around the world and [climate change] has implications for the full enjoyment of human rights."

Communities lose their habitats, homes, and livelihoods. Displaced persons suffer from economic vulnerability, social exclusion, and sometimes even the loss of their ethnic and cultural identities. Furthermore, climate change threatens the full range of human rights: the right to life, safety, self-determination, development, health, food, water, adequate housing, and cultural rights.²⁷

And while climate change affects people everywhere, those who have contributed the least to GHG emissions (i.e., the poor, children, and future generations) are those most affected.

According to Oxfam and the Stockholm Environment Institute, the richest 10 percent of the world's population was responsible for more than half of the cumulative carbon emissions from 1990 to 2015, whereas the poorest half was responsible for (only) seven percent in the same period.²⁸

²⁶ Reddy, Rohini (2023). *Tribal Communities Fight to Lift the Yoke of Landlessness Amid Climate Change: A Case Study of the Yanadi and Yrukula Tribal Communities in Andhra Pradesh State, India.* SARRA.

²⁷ EJF (2022). In Search of Justice: How the climate crisis is driving inequality and eroding human rights. London: Environmental Justice Foundation. https://ejfoundation.org/resources/downloads/EJF-Climate-Inequality-report-2021.pdf
²⁸ Ibid.

GHGs can remain in the atmosphere for decades, and they therefore have a cumulative effect.²⁹ Thus, the world is only now experiencing the effects of GHGs that have accumulated in the atmosphere over the past several decades. And even if the world were to stop or minimize human-caused GHG emissions today, the effects of climate change will continue to linger for years.

Thus, States and entities that are primarily responsible for GHG emissions which bring about climate change should compensate the losses and damages inflicted on poor people, communities and States.

Also, the global community has an obligation to protect and address the rights and welfare of persons affected and displaced by the impacts of climate change. This task should not be left as the sole obligation of States where such displacements occur.

The face of climate change

Until today, much of climate change discussions have remained under the exclusive realm of scientists and governments.

Climate change is often discussed and presented in the form of graphs, maps, tables, and projections. We have failed to translate scientific findings into an equally compelling vision of how the consequences of global warming are being felt by people and communities around the world.³⁰

We were always taught to "think globally, and to act locally". However, today, the reverse message is equally compelling. We need to think locally, and act globally.

²⁹ Nunez, Christina. "Carbon dioxide levels are at a record high. Here's what you need to know." *National Geographic website.* https://www.nationalgeographic.com/environment/article/greenhouse-gases. Accessed 07 October 2023.

³⁰ Limon, M. (2009). Human Rights and Climate Change: Constructing a Case for Political Action. Harvard Environmental Law Review, vol 33, pp. 439-476.

Those most vulnerable to climate change – small farmers, indigenous peoples, local communities, women, and the poor and marginalized communities — should have the right to play a key role in the selection, evaluation, implementation, and monitoring of policy instruments for land-based climate adaptation and mitigation.

People who have historically been marginalized and unfairly treated as "victims" or "burdens on society" must be seen as crucial partners in the fight against climate change. A climate strategy grounded on human rights means safeguarding the most vulnerable, meeting their needs, and enabling them to strengthen their resilience. Those hardest hit by climate change deserve genuine and informed participation in decisions that affect their rights and very survival.

There is need to humanize the discussions on climate change. Furthermore, it is not enough to call for action to save humanity from climate disasters. We must give humanity an actual face — that of the rural poor — farmers and farm workers, fishers, women, indigenous communities, rural youth — who are the first and worst victims of climate change.

Only then will climate discussions be informed by the vulnerabilities facing millions of people in the world. Land tenure security must be central to these discussions and prioritized in strategies, policies, and programs to ensure the survival and resilience of those most at-risk to climate change.

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