

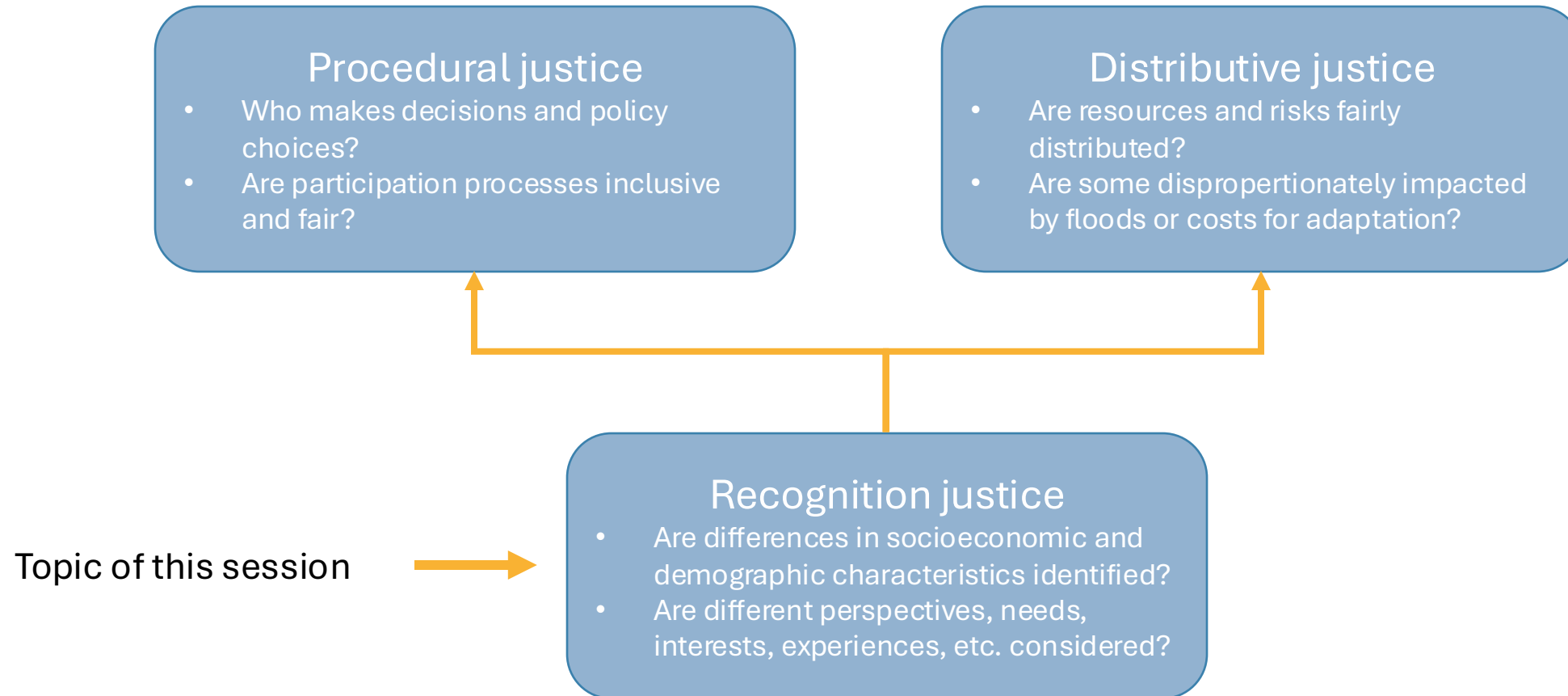


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How and when are issues of (in)equality and justice recognised and addressed in FRM? How does this compare to, for example, climate change adaptation policy?

Theoretical background, empirical results, implications for policy and discussion

Dimensions of justice



Results: shifting responsibilities in FRM

- **Advanced liberalism** – increased individualisation of FRM across the four countries with new responsibilities for business and property-owners
- Inclusion of other policy domains such as **spatial planning** and **emergency management**
- **Privatisation** of FRM – can the market offer solutions? (e.g., *build back better* in England)
- Presence/absence and role of intermediate organisations/actions



Floods in Geraardsbergen: <https://www.demorgen.be/tech-wetenschap/overstromingen-vervuilden-tuinen-geraardsbergen-met-zware-metalen~b8178dbc/>

Some justice implications for policymakers/practitioners

- Action increasingly reliant on the capacities and capabilities of homeowners.
- Some actors are prepared to acknowledge social differences more than others.
- Commonality of flooding increasing – should it be a matter for the welfare state? Rather than as a *force majeure*.

Results: recognition in flood risk policy



- Little **explicit** recognition of determinants of vulnerability, (in)equality, and justice in flood risk policy in the four countries
- Some recognition in **climate change adaptaton policy** – but often high-level and focussed on principles rather than practice
- Interest in justice is increasing among flood risk managers; some promising examples from practice (e.g., FCERM Grant-in-Aid calculator in England includes a vulnerability index)



Draft National Flood and Coastal Erosion Risk Management Strategy for England



Vision: a nation ready for, and resilient to, flooding and coastal change – today, tomorrow and to the year 2100.

Three examples explaining lack of recognition

- Diversification of FRM strategies → **unclear responsibilities**
- Decision making based on **cost-benefit analyses** with a focus on minimising flood risks and maximising properties and assets protected
- Stakeholder participation is often **symbolic** (further discussed in session 2)

Justice implications for policymakers/
practitioners

- Challenging to embed justice within FRM when framework for its recognition is largely absent
- FRM diversification not always positive for FRM justice – clarity of roles and responsibilities essential
- Recognition needs to be explicitly embedded into resource allocation and justification.
- Potential role of opportunity spaces

Opportunity spaces

Flood preparation

- Focus on emergency planning, disaster management, flood warning systems, evacuation plans.
- Stronger recognition justice.
- Links with disaster relief and health care, where work has been done to understand the factors that make some more vulnerable to disasters than others.

Spatial planning

- ‘Classical FRM’ often highly focussed on engineering and technical solutions.
- Multidisciplinarity in other domains such as spatial planning.
- Multidisciplinarity → importance of different needs, perspectives and experiences, strengthening recognition justice.

Path dependencies influencing justice outcomes

- **Path dependency** – clear examples where past decisions have justice implications long into the future or to different places – creation of justice path dependency
- Impacting not only future decision making but also flood outcomes/impacts
- In the same way now decisions now taken, have intended and unintended consequences in the future – recognising intergenerational equity
- Connection between recognition justice and restorative justice – redress the balance?



Construction of the flood retention area. Source: Province of Antwerp

Justice implications for policymakers/ practitioners

- Do more to acknowledge past impact on future decisions and outcomes – within and beyond FRM.
- Decision path dependency needs to be embedded into justice thinking
- Re-equalize instead of reinforcing injustice with decisions – i.e. can past decisions taken be embedded explicitly within decision-making

Explaining differences in recognition: philosophy of FRM and justice

- How can justice be operationalised in policy and practice?
- It depends on your philosophy on FRM and how justice is approached. This varies between different countries:
 - Dutch perspective on FRM (protectionist – has a set standard of safety)
 - British perspective (acceptability of some risks – resource allocation focusses on the highest cost-benefit).
 - Solidarity in France (flooding considered a public risk for which everyone is responsible)
 - Finnish perspective on FRM (minimising flood risks for society as a whole)

TABLE 1 Summary of the main characteristics of the countries included in the cross-country comparison.

| | Flood risks | Governance characteristics | Role of the state/public funding in FRM | FRM strategies prioritised |
|--------------------------|---|---|---|--|
| England (United Kingdom) | Fluvial, coastal, surface water and sewage and groundwater flooding. | Liberalist-pluralist with strong decentralisation. Large cultural and socioeconomic differences between areas, with poverty remaining a real issue. | FRM is decentralised, with high expectations on local governments for flood protection. Public funding is often limited to X pence/pound sterling. Additional funding is to be raised through local partnerships. | Prevention (through planning) and defence are prominent. Preparation, response and recovery are also strong through emergency response and insurance. Importance of mitigation (e.g., nature-based solutions) is increasing. |
| Finland | Most commonly seasonal fluvial floods, but also coastal and pluvial floods. | Strong public welfare state, despite gradual reforms in the last 30 years. Income inequality rates among the lowest in the EU but concerns around unequal development of opportunities. | FRM is based on cross-administrative cooperation. FRM is almost exclusively publicly funded. Division of labour between regional authorities (fluvial and coastal floods) and municipalities (pluvial floods). | Defence, prevention and preparation are key pillars. Mitigation is the least institutionalised but gradually becoming more significant through nature-based solutions. Flood recovery is based on private flood insurance. |
| Flanders (Belgium) | Mainly regular small-scale fluvial and pluvial floods. Surface water run-off is increasing with urbanisation. | Strong public sector in a federal structure. Low and stable income inequality rates but little prospect of eliminating inequality. | Pluralist, state-oriented decision-making in FRM. Although FRM is not legally a state responsibility, most FRM strategies are initiated and funded by the government. Recently, more interest in responsibility and cost-sharing with citizens. | Defence is the oldest and strongest. Preparation and recovery are mainly governed at the federal level and are well-developed, and prevention and mitigation have recently become more strongly involved in FRM. |
| France | Fluvial, pluvial and surface water run-off; coastal flood risks due to sea submersion and erosion. | Strong public sector with a tradition of centralisation until the 1980s (some decentralisation since). Poverty rates remain stable, and the welfare model addresses inequality effectively compared to other countries. | FRM funding is mainly a public task. Responsibilities are increasingly shared between the central and local authorities. Private responsibilities are limited. National flood recovery is financed via an additional premium on housing and car insurances. | Defence has a strong historical tradition. Prevention is the main strategy in terms of social and political legitimacy. Strong recovery system through an insurance based on solidarity. Mitigation is less institutionalised. |

Note: The table provides information on the types of flood risks, the cultural, political and socioeconomic context, the role of the state and public funding in FRM and the strategies prioritised in a national context (see Table 2 for an overview of the five FRM strategies).
Abbreviation: FRM, flood risk management.

Introducing Neelke Doorn



- Professor in **ethics and water engineering** at the Department of Values, Technology, and Innovation at the Technical University of Delft.
- Director of Education of the Faculty of Technology, Policy, and Management at the Technical University of Delft.
- Prof. Doorn's work focuses on **moral questions** in water engineering and policy relating to climate change more generally – often combining **philosophical approaches** with empirical investigations and **modelling techniques**



Questions to the discussant



- From your experience of working with justice issues – how relevant is Recognition Justice to the sphere of climate change adaptation policies?
- How do we normalize the consideration of justice and its recognition within FRM policies? Why do you think in FRM notions of justice are broadly absent from policy documents?
- Reflecting inequities in flood risk management was most commonly (and arguably best) undertaken in relation to investment practices (i.e. cost-benefit analysis). Any comment on why this might be the case? How does this focus in policy on economic elements limit our ability to recognize justice?
- What are your views on path dependency in justice and improving its recognition within decision-making?
- What are the critical factors in improving recognition of different groups within policy and FRM? How do we improve the capacities and capabilities of those working in the field?

Questions for group discussion

- Opportunity spaces for the discussion and recognition of justice were a positive element which emerged from the research? In your experience how important are these and do you recognize others from your research or experience?
- How relevant is intergenerational equity to these questions? How can the stakes of future generations best be recognized?
- How to overcome an economic-centric approach to recognizing justice within practice? Should or can we be doing more?
- Unclear responsibilities were recognized in the research as a barrier to recognizing and tackling justice issues? Will clarity around responsibilities be sufficient to improve justice outcomes?
- How should we best shine the spotlight on 'hidden' groups when tackling FRM/CCA and do the hidden groups vary between locations? A standardized approach to tackling justice v a bespoke individual situational approach?



Partners

