

# 1    **Health system resilience in the face of climate change: A**

## 2    **policy scoping review of Indonesia**

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## 17    **Abstract**

18    Indonesia has experienced more frequent climate-driven disasters and a rise in climate-sensitive  
19    diseases, underscoring the need for stronger climate adaptation strategies in health. This study  
20    assessed policies across health and supporting sectors to evaluate their contribution to building a  
21    climate-resilient health system (CRHS) and strengthening emergency response capacity. We  
22    conducted a scoping review of national-level policies published between January 2015 and  
23    October 2025 to examine how regulations and programs contribute to the development of a CRHS  
24    and resilient emergency response. The analysis applied the World Health Organization framework  
25    to assess CRHS and the World Bank Frontline Scorecard to evaluate health system capacity for  
26    emergency response and climate- and disaster-risk management (CDRM). Ninety-eight policy  
27    documents and nine datasets were included. Overall progress toward a CRHS and capacity for  
28    emergency response and CDRM remains at a moderate or emerging level. Stronger performance  
29    was observed in leadership and governance alongside integrated disaster-response regulations,  
30    primarily reflecting long-standing programs addressing infectious diseases and recurrent natural  
31    hazards. However, substantial gaps persist in resilient infrastructure and technologies, surveillance  
32    systems, financing, health workforces, and climate and health research. Policies also remain  
33    concentrated mainly at the national level, with limited translation into technical guidance,  
34    insufficient attention to emerging risks such as heatwaves, and inadequate consideration of  
35    vulnerable populations. These findings indicate that, while Indonesia has established a policy  
36    foundation for a CRHS, advancing climate resilience will require stronger government  
37    commitment, multisectoral and cross-country collaboration, better integration of climate  
38    information into existing policies, sustainable and equitable financing, investment in health and  
39    climate research, as well as development of more technical guidance.

40

41 **Introduction**

42 The gradual onset of climate change and ongoing debate over its impacts fostered a false sense of  
43 security that there is still time to mitigate its effects, leaving many sectors, including health,  
44 insufficiently prepared for its consequences. Furthermore, and somewhat ironically, although  
45 developing countries contribute relatively less to global carbon emissions, they are often the ones  
46 most significantly affected by its consequences [1]. Indonesia is no exception to this fact. Over the  
47 past three decades, the country's average annual temperature has risen by 0.6°C [2]. This warming  
48 has increased heat-related morbidity and mortality and intensified dengue transmission, with cases  
49 rising by 9.67% per 1°C increase [3]. Extreme weather events further compound these risks. In  
50 2024, hydrometeorological hazards accounted for 86% of recorded disasters nationwide [4]. These  
51 events have damaged critical health-supporting infrastructure, disrupted essential health services,  
52 and placed additional economic strain on already vulnerable households [5–8].

53

54 These pressures emphasize the urgency of strengthening health system resilience to climate change  
55 [9]. The World Health Organization (WHO) defines a climate-resilient health system (CRHS) as  
56 one that anticipates, responds to, recovers from, and adapts to climate-related shocks while  
57 sustaining population health [10]. Achieving a CRHS thus requires sustained investment to ensure  
58 that all six-health system building blocks can mitigate and adapt to climate risks. The Government  
59 of Indonesia (GoI) has ratified several policies, including the National Action Plan (NAP) for  
60 Climate Change Adaptation, which recognizes health as a priority sector. Previous studies have  
61 examined aspects of health system resilience, noting that while climate and disaster risk  
62 management measures incorporate health, climate-related disasters and health impacts remain

63 underrepresented in disaster policies [6]. Another study noted that existing approaches to  
64 infectious disease and disaster management at the primary care level only partially support  
65 adaptive capacity [11].

66 Despite this, evidence remains limited on how Indonesia's policies align with CRHS indicators  
67 and the health system's capacity to withstand shocks such as disasters and pandemics. These gaps  
68 can be addressed using the WHO indicators for assessing health system resilience to short-term  
69 climate risks and the World Bank (WB) Frontline Scorecard for evaluating health emergency  
70 response capacity [12,13]. In response to these gaps, this study aimed to evaluate policies across  
71 Indonesia's health and supporting sectors to assess their contributions to the development of CRHS  
72 and emergency response capacity.

73

## 74 **Methods**

### 75 **Study design and framework**

76 We conducted a scoping review of Indonesia's national policies using the Arksey and O'Malley  
77 framework and reported the process in accordance with the PRISMA-ScR checklist [14,15].  
78 Aligned with the objective, the review addressed the following question: '*How do policies across*  
79 *the health and related sectors contribute to the development of a CRHS and capacity for*  
80 *emergency response?*' We applied indicators from two established frameworks: the WHO  
81 framework, which assessed national health system resilience to short-term climate risks, and the  
82 WB Frontline Scorecard, using its rapid assessment version, to evaluate the health system's  
83 capacity to respond to climate-induced disasters and pandemics [10,12].

84

## 85 **Search strategy and selection criteria**

86 The search strategy was designed to capture national-level policies, grey literature, and datasets  
87 relevant to both frameworks. One reviewer (FFA) conducted the searches between October and  
88 November 2025 using the Audit Board Regional Database, relevant ministerial websites, the  
89 United Nations Framework Convention on Climate Change, ReliefWeb, and PreventionWeb.  
90 Keyword combinations in English and Indonesian included “climate change”, “health”, “health  
91 crisis”, “disaster”, “infectious diseases”, and “food security”, adapted to each source. Additional  
92 Google searches were conducted to capture Frontline Scorecard indicators not covered in the  
93 identified documents. Details of the search strategy are provided in **Table A** in **S1 File**. In line  
94 with Frontline Scorecard guidance, datasets and index scores were also sourced from the WHO,  
95 the WB, and Google Search.

96

97 Eligible records were publicly accessible documents published between January 1, 2015, and  
98 October 17, 2025, formally ratified by or developed in collaboration with the GoI, and  
99 implemented at the national level. Only the most recent policies that remained in effect were  
100 included. We excluded news, opinion pieces, meeting reports, temporary directives, and  
101 documents that described climate change impacts without detailing policies or programs.

102

103 Screening was conducted in three stages: title and summary screening, duplicate removal, and full-  
104 text review. Due to the imprecise search tools, titles and summaries were screened prior to  
105 duplicate removal. Records were compiled in a Google Sheet. Two reviewers (FFA and BWL)  
106 independently conducted full-text screening; disagreements were resolved through discussion and  
107 validated by other writers.

108

109 **Charting and extraction**

110 Selected documents and datasets were classified by record type and extracted in Google Sheets  
111 based on their characteristics and alignment with key health functions and pillars on both  
112 frameworks, as outlined in **Table B** in **S1 File**.

113

114 **Analyzing and summarizing**

115 The screening and selection process is presented using a PRISMA flow diagram. Extracted policies  
116 were analyzed in three stages to address the study objective, as shown in **Fig 1**. For assessments  
117 using the WHO and WB frameworks, we evaluated the extent to which selected records aligned  
118 with each indicator within the respective analytical components.

119

120 **Fig 1. Connections between the aim, the analyses conducted, and the indicators**

121

122 For scoring, we assigned numeric values to WHO resilience levels to calculate average indicator  
123 scores for each key health function and overall resilience (**Table C** in **S1 File**) [13]. Frontline  
124 Scorecard indicators were scored using the traffic-light system (**Table D** in **S1 File**). We assessed  
125 quantitative indicators through cross-country comparisons, index scaling, or benchmarking against  
126 WHO or global standards, and then averaged within each pillar and across CDRM domains [12].

127

## 128 **Results**

129 Of the 7,965 documents identified, 98 were included in the final analysis, comprising 75  
130 regulations and 23 reports or strategies. Nine datasets were selected for use with qualitative  
131 indicators in the Frontline Scorecard (**Table E in S1 File**). The whole selection process is presented  
132 in **Fig 2**. The PRISMA-ScR checklist is also outlined in **S1 Checklist**.

133

134 **Fig 2. PRISMA flow chart**

135

## 136 **Characteristics of Selected Records**

137 Selected records were classified into six types: Law, government regulation, presidential  
138 regulation or decree, ministerial or national agency regulation or decree, strategic and planning  
139 document issued by the GoI, and dataset. **Table F in S1 File** presents the definition and the record  
140 counts for each type. Most records were ministerial or national-agency regulations or decrees,  
141 primarily issued by the Ministry of Health (MoH) (n=36) and the National Agency for Disaster  
142 Countermeasures (BNPB) (n=12). This was followed by strategic and planning documents, mainly  
143 performance reports, guidelines, and strategic plans for climate- and disaster-related programs.

144

145 Details of the extracted information from selected records are presented in **S1 Table**. Our  
146 assessment identified that each of the ten health functions and four pillars was represented by five  
147 to thirty-eight policies (**S1 Fig**). Most policies were published between 2021 and 2025 (n=72),  
148 primarily addressing adaptation strategies (n=45). Across all policies, the most frequently  
149 addressed risks are extreme weather and natural disasters (n=64) and vector-borne diseases and

150 pandemics (n=40). In contrast, rising temperatures, heatwaves, and their impacts on mental health  
151 are not addressed in any identified regulations or programs.

152

## 153 **Health System Climate Resilience Analysis Results**

154 Details of the indicators, assessment results, and associated policies for each of the ten key health  
155 functions are presented in **S2 Table**. Our scoring of the 39 indicators resulted in a moderate level  
156 of climate resilience for Indonesia's health system (see **Table 1**).

157

158 **Table 1. Climate resilience levels and the number of records across the ten key health functions**

Key Health Functions for Climate-resilient Health System	n	Number of Indicators at Different Resilience Levels			Average Score*
		Low	Med	High	
Leadership and Governance	43	0	4	1	2.2
Health Workforce	24	1	2	0	1.7
Vulnerability and Adaptation Assessments	17	0	4	1	2.2
Integrated Risk Surveillance and Health Early Warning System	23	1	4	0	1.8
Health and Climate Research	7	1	2	0	1.7
Climate Resilient and Sustainable Technologies and Infrastructure	44	2	2	0	1.5
Management of Environmental Determinants of Health	36	0	3	1	2.3
Climate-informed Health Programs	33	0	4	0	2.0
Emergency Preparedness and Management	32	0	2	1	2.3
Climate and Health Financing	13	1	1	1	2.0

159 n: number of relevant policies or datasets; Med: medium/moderate; (\*): color represents the traffic-light system for  
160 level of resilience

161

162 Management of environmental determinants of health and emergency preparedness and  
163 management achieved the highest resilience score. These scores were supported by the inclusion  
164 of health co-benefits within the resilient food system strategy in the NAP [33,39–42], regulations  
165 on environmental health, water, and sanitation [16–23], and established disaster risk management  
166 systems reflecting Indonesia's high exposure to natural hazards, supported by decentralised  
167 mechanisms such as regional Health Clusters, which coordinate public–private contingency  
168 planning at the local level [17,24–31].

169

170 Leadership and governance, alongside vulnerability and adaptation assessment (VAA), ranked  
171 second. Our score for these were predominantly driven by the recent the VAA Report and the  
172 Health National Adaptation Plan for 2025 to 2030 [17,23,32]; the integration of CRHS-relevant  
173 targets that emphasize rising awareness of climate-related health risks, resilient health facilities,  
174 and integrations of CDRM into the MoH's 2025 to 2029 Strategic Plan [32,33]; and the designation  
175 of the Directorate of Environmental Health as the focal point for climate strategy and the Health  
176 Crisis Centre for climate-driven health emergencies [17,34,35]. However, in terms of governance,  
177 none of the identified records described an operationalized mechanism for multisectoral  
178 collaboration on climate change adaptation programs that involve diverse stakeholders, such as  
179 community organizations and private institutions.

180

181 Climate-informed health programs received a moderate score, with indicators reflecting the  
182 inclusion of campaigns and programs targeting climate-sensitive diseases, but also revealing

183 limited integration of climate and weather information, the absence of initiatives addressing the  
184 distinct vulnerabilities of different population groups, and a lack of technical guidance on how to  
185 effectively embed climate information into existing health programs [17,26,33,36–40]. Climate  
186 and health financing exhibited a similar pattern. Our analysis of the policies revealed that, although  
187 budget tagging was recently introduced in the MoH’s 2025–2029 strategic plan, funding for  
188 climate action in the health sector remains focused mainly on adaptation, is unevenly distributed  
189 across subnational levels, and relies primarily on national budget allocations [33,36,39,41,42].

190

191 Integrated risk surveillance and early warning systems for health, the health workforce, health and  
192 climate research, and climate-resilient and sustainable technologies and infrastructure received the  
193 lowest scores. These results reflect persistent gaps in integrating climate information, such as  
194 temperature, into surveillance systems to support forecasting and early warning [17,18,33,38,43–  
195 46]; limited routine and measured training for health workers on sustainable health facilities and  
196 on technical processes for incorporating climate change risks into health programs and services  
197 [5,17,18,26,29,33,35,40]; the absence of sustained mechanisms for climate and health research  
198 collaboration [17,18,43]; and weak standards and enforcement for climate-proof health facilities  
199 [16,17,23,47–49].

200

201 Furthermore, for infrastructure and technology, the analysis identified several technical guidelines  
202 for climate-resilient and sustainable health facilities that are partly linked to health facility  
203 accreditation standards [23,44,49,50], as well as efforts to expand laboratory capacity and  
204 strengthen local production of vaccines and other technologies for climate-sensitive diseases

205 [33,42,49]. Nevertheless, the availability of sustainable and climate-resilient products and  
206 technologies within health procurement systems remains limited [16,17,23,51].

207

## 208 **Health System Capacity for Shocks Analysis Results**

209 The assessment covered 84 indicators across nine categories within four pillars of supporting  
210 health system functionality during emergencies (see **S3 Table**). Overall, our scoring indicated an  
211 emerging capacity for the health system's emergency response, as detailed in **Table 2**. Consistent  
212 with previous findings, disaster management and emergency response are better supported by  
213 existing regulations and programs, whereas policies and programs for resilient technologies and  
214 infrastructure are less developed [28,30,31,48,52–55].

215

216 Our assessment indicated that policies addressing aspects of lifeline infrastructure resilience,  
217 including transport, water, and public facilities, do exist. Still, they focus mainly on earthquakes,  
218 floods, and fires, with no specific building code for climate-proof infrastructure that addresses  
219 other climate change risks, such as storms and extreme heatwaves [19,21,22,56–61]. The limitation  
220 of these policies is also emphasized by the moderate score received for indicators on quality of  
221 electricity, transport networks, and port [52], alongside persistent deficiencies in water, sanitation,  
222 and air quality that undermine health protection [53,62,63]

223

224 **Table 2. Average resilience scores across essential pillars for health system resilience in Indonesia**

Pillar	Essential Pillars for Health System Resilience	Records (n)	Average Score*
2	Health Facility	106	2.1
3	Health System	129	2.2

4	Integrated Emergency Response	121	2.5
5	Lifeline Infrastructure	49	2.0

225 n: number of relevant policies or datasets; (\*): color represents the traffic-light system for the level of resilience

226

227 For the health facility pillar, we found that national policies provide guidance on safe, resilient,  
228 and sustainable hospital design, including building codes, emergency operations, electrical surge  
229 protection, and internal communication systems [23,44,48–50]. However, few facility-level plans  
230 address disaster training, real-time monitoring systems, or protection of vulnerable communities  
231 [26,29,44,49,49,50]. Scoring for the health system pillar indicated a similar emerging capacity,  
232 supported by policies and funding mechanisms for integrated information systems and emergency  
233 response during pandemics and disasters [17,39,64–67], while indicators related to business  
234 continuity planning, preparedness for lifeline failures and cyberattacks, and coordinated  
235 emergency action across health facility networks received the lowest scores [26,30,44,61,68,69].

236

237 Among the nine CDRM categories, only two achieved a green score: codes, regulations, and laws,  
238 and public communication and warning capacity (see **Fig 3**; more details in **Table G** in **S1 File**).  
239 These scores were supported by widespread cross-sectoral regulations mandating disaster  
240 mitigation, response, and recovery actions [26,30,31,47,56,66,70], and high levels of internet  
241 access and use [71]. In contrast, policies on infrastructure standards that focus only on earthquakes,  
242 fires, and floods [44,47,49,56,58,72], limited logistics storage and distribution capacity  
243 [5,17,33,40,65], and information systems lacking real-time or predictive data on hospital capacity  
244 and climate-driven health emergencies [27,28,31,50,73] contributed to moderate scores for  
245 information systems, physical assets, and supplies and distribution (average scores 2.3–2.4).

246

247 The public health category received the lowest score, driven by low population health indicators  
248 that reduce capacity to respond to subsequent disasters or pandemics [53,62,63,74]. Financing and  
249 funding, as well as plan and planning, followed, reflecting limited technical guidance for facility-  
250 level and subnational governments to implement climate change adaptation programs, and a heavy  
251 reliance on national and international funding [17,28,30,31,35,68]. The personnel category also  
252 scored low due to inadequate regulations that integrate climate and health education and training,  
253 and the absence of sustained programs to strengthen CDRM capacity and support equitable  
254 workforce distribution [23,26,29,49].

255

256 **Fig 3. Scores for the nine categories of climate and disaster risk management in Indonesia's health system**

257

## 258 **Discussion**

259 This review showed that, although policies addressing key health system functions for a CRHS  
260 and pillars supporting emergency response capacity exist, capacity in both areas remains moderate  
261 or emerging. Based on scoring, policy efforts have focused mainly on disaster and health  
262 emergency management and on strengthening existing programs for selected climate-sensitive  
263 diseases, with more limited investment in climate-informed surveillance and climate-resilient  
264 technologies and infrastructures. Regulations and programs supporting enabling systems,  
265 including financing, health workforce capacity, climate and health research, and planning, also  
266 remain insufficient. These capacities suggest that existing policies may be insufficient to ensure  
267 an effective, timely, and equitable health system response to escalating climate-related risks.

268

269 With the rising threat of climate change, health sector adaptation is gaining momentum globally,  
270 particularly in countries with medium and low Human Development Index (HDI) [75]. Our review  
271 indicates that Indonesia is part of this shift, with policies addressing climate-related health risks  
272 identified in earlier research, including the increasing burden of vector-borne diseases and the  
273 impacts of extreme weather on sanitation, water systems, and health facilities [6,8,76,77]. Progress  
274 in adopting a national health adaptation plan and designating focal institutions further  
275 demonstrates Indonesia's advancement toward a CRHS, especially when compared with countries  
276 such as the Philippines and Iran, where dedicated CRHS focal points at national and subnational  
277 levels have yet to be formalized [78,79]. Nevertheless, the low to moderate scores across for CRHS  
278 and emergency response capacities indicate unresolved limitations in identified policies.

279  
280 Based on the results, the resilience scores are primarily driven by long-standing regulations and  
281 programs addressing natural disasters and communicable diseases prevalent in Indonesia,  
282 particularly dengue, malaria, and pneumonia, rather than by the systematic integration of a climate  
283 change perspective into health policies. This gap is evident in the limited incorporation of climate  
284 information within regulations and programs governing surveillance and early warning systems.  
285 Previous studies similarly note that climate-informed surveillance is limited by inadequate data  
286 and uneven health facility infrastructure [77,80], a pattern commonly observed in low- and middle-  
287 income countries such as Iran, the Philippines, Thailand, Viet Nam, and India [78,79,81–83]. By  
288 contrast, most World Meteorological Organization member countries (161 of 193) report routine  
289 provision of climate services to the health sector, highlighting Indonesia's lag despite its  
290 membership [75].

291

292 Another persistent gap concerns infrastructure and technologies, which remain underrepresented  
293 in the extracted policies, as reflected in the limited adoption of climate-oriented building standards,  
294 weak enforcement of existing regulations, and insufficient investment in resilient and sustainable  
295 technologies across health supply chains. At the health facility level, although technical guidelines  
296 for resilient health facilities have been developed and incorporated into accreditation standards,  
297 implementation remains uneven, with fewer than 60% of required standards met even among  
298 highly accredited hospitals [84]. These weaknesses are exacerbated by the moderate quality of  
299 lifeline infrastructure, which previous studies in Indonesia have shown to frequently fail during  
300 disasters, delaying emergency response, particularly in rural and informal urban areas where  
301 regulatory enforcement is weakest [85–87]. Similar challenges are reported in other limited-  
302 resource settings, where, despite the presence of building codes that partially address climate risks,  
303 health facility retrofitting remains constrained by limited technical guidance on how to implement  
304 the regulations, poor connectivity between health facilities and critical infrastructure, and  
305 insufficient monitoring of facility design and construction [79,82,88,89].

306  
307 In terms of technologies, resilient and sustainable health supply chains are essential not only for  
308 reducing emissions within the health sector but also for supporting effective climate adaptation.  
309 However, our assessment found that existing policies provide limited technical guidance and few  
310 incentives for health facilities and private actors to develop and adopt climate-resilient and  
311 sustainable technologies across procurement and supply chains, a gap also noted by Puspitasari et  
312 al. [90]. Similar challenges have been observed in other countries, with the mentioned barriers  
313 including inefficient use of resources and medicines, limited workforce capacity to operate new

314 technologies, unreliable power supplies, and low or declining private-sector engagement in climate  
315 and health initiatives [75,78,79,82,83,91].

316

317 Our results also highlight critical gaps in enabling systems that must be addressed to advance  
318 CRHS and strengthen emergency response capacity, particularly in the lowest-scoring health  
319 functions and CDRM categories. First, resource distribution remains uneven, with persistent  
320 constraints in financing and the health workforce. Low scores on indicators requiring substantial  
321 investment and multisectoral coordination, such as infrastructure retrofitting and sustainable health  
322 procurement, point to limited resources and uneven progress across provinces. The lack of  
323 dedicated, sustainable funding to accelerate climate adaptation at the subnational and facility levels  
324 is particularly concerning, as financing remains largely centralized within national budgets or  
325 reliant on international donors. These findings are consistent with previous studies that identify  
326 financing gaps and weak intersectoral coordination as major barriers to subnational climate  
327 adaptation in the health sector in Indonesia and other developing countries  
328 [8,11,75,78,79,83,91,91,92]. Other studies also highlight the absence of a clear financial strategy  
329 for CRHS and limited information on the costs of implementing CRHS-related programs, patterns  
330 also observed in Indonesia's policies, as barriers to the development of evidence-based and cost-  
331 effective interventions for CRHS [78,81,88,91,93]. Hence, research to expand financing options  
332 and strategies, particularly at the subnational and health facility levels, is essential.

333

334 Regarding health workforce capacity, our review indicates that while regulations and training  
335 programs are in place to enhance capacity, evidence of their effectiveness remains limited, with  
336 training frequency and scope still inconsistent. Similar gaps are reported in other studies, which

337 emphasize the importance of sustained professional education and practical, hands-on emergency  
338 response training to strengthen competencies [78,79,83,93,94]. Orhan et al. and Sorensen et al.  
339 further recommend integrating climate and disaster risk management into health and public health  
340 education curricula, as implemented in parts of Europe and the United States [95,96].

341  
342 Second, the scoring highlights the need for greater investment in climate and health research and  
343 stronger planning, particularly to provide technical guidance that supports the integration of  
344 climate perspectives into health systems and fosters multisectoral collaboration. Although recent  
345 regulations call for expanded adaptation research in priority sectors such as health, the assessment  
346 found no active collaborative mechanisms or ongoing research initiatives. This finding is  
347 consistent with studies identifying limited research and data to inform planning as a major barrier  
348 to advancing a CRHS in countries with resource and vulnerability profiles similar to Indonesia's  
349 [78,82,83,92,97,98]. The 2025 Lancet Countdown Report further shows low levels of scientific  
350 knowledge production and engagement on climate and health in medium- and low-HDI countries,  
351 reinforcing this gap [75].

352  
353 Planning gaps are reflected in the moderate scores across most indicators, as many regulations and  
354 strategies lack detailed technical guidance, insufficiently address the needs of vulnerable  
355 populations, and provide limited support for multi-sectoral collaboration. These findings are  
356 consistent with previous studies that highlight weak institutional coordination and the absence of  
357 enforceable operational guidance or shared frameworks for managing climate-related risks,  
358 particularly for vulnerable groups [6,8,99,100]. Similar challenges have been reported in Thailand  
359 and the Philippines, particularly regarding inadequate technical guidance, limited organizational-

360 level adaptation planning for specific climate risks, and weak policy enforcement for multisectoral  
361 and stakeholder collaboration [78,81].

362

363 Addressing gaps will require stronger commitment from the GoI and the MoH, alongside active  
364 cross-sector collaboration to better integrate climate and health considerations across policies,  
365 particularly in resilient infrastructure, healthy environments, and climate-informed surveillance  
366 systems. As discussed throughout this section, many barriers to developing a CRHS and  
367 strengthening emergency response capacity are common across resource-constrained settings.

368 Given that climate-related risks and emergencies often transcend national borders, scaling up  
369 national efforts through cross-country and regional collaboration could provide significant added  
370 value. Several studies have noted the benefits of coordinated approaches, including shared  
371 investments in climate and health research, regional early warning systems, and joint response  
372 mechanisms [75,89,91,93]. Based on the gaps identified in this study and supported by the broader  
373 literature, priority actions include diversifying funding sources through greater private-sector  
374 engagement, strengthening skills-based training and curricula for the health workforce, expanding  
375 community-based approaches that actively engage vulnerable groups, and refining national  
376 regulations to reflect climate risks better while ensuring their translation into clear, enforceable  
377 technical guidance at subnational levels [75,89,90,93,96,101]. This perspective is supported by an  
378 investigation by the Partnership for Health System Sustainability and Resilience (PHSSR), which,  
379 in its latest iterations, includes and underscores multifaceted environmental sustainability issues  
380 (among others, through good governance) [102].

381

382 Methodologically, this study has several limitations. First, the small body of literature on health  
383 system resilience to climate change in Indonesia limits comparative analysis, as most studies focus  
384 on vulnerability and exposure rather than adaptation. Second, access to policy documents was also  
385 constrained by fragmented databases, inconsistent ministerial search functions, and restricted  
386 access, which may have led to the omission of some documents. Nevertheless, the study offers  
387 essential strengths. It is the first to evaluate both CRHS and emergency response capacity through  
388 a policy scoping review, scoring relevant indicators drawn from established frameworks. By  
389 examining policies beyond the health sector and drawing on current national regulations and  
390 strategic documents, the analysis provides a practical baseline for the MoH, health practitioners,  
391 and development partners to identify priority health functions and sectors, inform program design,  
392 and strengthen cross-sector collaboration.

393

## 394 **Conclusion**

395 This scoping review highlights that Indonesia has established regulatory foundations and strategic  
396 plans to support the development of a climate-resilient health system (CRHS) and strengthen  
397 health emergency response capacity. However, persistent gaps in financing, health workforce  
398 capacity, research, infrastructure and technologies, climate-informed surveillance, and operational  
399 planning continue to constrain progress. The findings point to several priority actions, including  
400 stronger integration of climate and health perspectives into relevant policies, the development of  
401 more precise, technical guidance to ensure national policies translate into effective action at the  
402 facility and subnational levels, and the expansion of national strategies through cross-country and  
403 regional collaboration. Further research is therefore needed to examine better examine the enabling  
404 and constraining factors underlying these gaps and to identify effective and efficient strategies for

405 translating the abovementioned recommendations into concrete actions that strengthen health  
406 system climate resilience.

407

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## 773 **Supporting Information**

774 **S1 Checklist.** PRISMA-ScR Checklist

775 **S1 File.** Supplemental Materials

776 **Table A.** Database and Keywords or Strategies to Identify Policies and Grey Literature; **Table B.**  
777 Variables for data extraction; **Table C.** Scoring category for the World Health Organization's  
778 indicators on climate-resilient health systems; **Table D.** Scoring category for the Frontline  
779 Scorecard's indicators; **Table E.** The Frontline Scorecard indicators that require quantitative data  
780 or index scores, databases, and datasets; **Table F.** Type of records included in the scoping review;  
781 **Table G.** Scoring results for climate and disaster risk management capacity using the World Bank  
782 Frontline Scorecard.

783 **S1 Table.** Identified and selected policies and strategies

784 **S2 Table.** Assessment results and related policies for Indonesia's health system resilience to short-  
785 term climate change risks based on the World Health Organization's guidelines

786 **S3 Table.** Assessment results and related policies for Indonesia's health system capacity for  
787 climate and disaster risk management

788 **S1 Fig.** Number of records aligned with the ten key health functions for a climate-resilient health  
789 system and the four health pillars for responding to shocks

Evaluate regulations, strategies, and programmes across the health sector and its supporting sectors in Indonesia to assess their capacity in developing a climate-resilient health system (CRHS)

Broad assessment of selected regulations and reports' characteristics

Assessment of the CRHS level in existing policies through the World Health Organization (WHO) framework

Evaluation of the health system climate and disaster risk management capacity (CDRM) capacity through the Frontline Scorecard framework

**Characteristics:**

1. Document type
2. Year of publication
3. Issuing body
4. Primary climate-related health risks
5. Climate strategy type
6. Alignment with the WHO's key health functions for CRHS
7. Alignment with the Frontline Scorecard measured pillars for rapid assessment

**Key health functions:**

1. Leadership and Governance
2. Health Workforce
3. Vulnerability, Capacity, and Adaptation Assessment
4. Integrated Risk Surveillance and Health Early Warning System
5. Health and Climate Research
6. Climate Resilient and Sustainable Technologies and Infrastructure
7. Management of Environmental Determinants of Health
8. Climate-informed Health Programmes
9. Emergency Preparedness and Management
10. Climate and Health Financing

**Four pillars assessed supporting health system's emergency response:**

1. Health Facility
2. Health System
3. Integrated Emergency Response
4. Lifeline Infrastructure

**CDRM categories supporting the pillars:**

1. Codes, regulations, and laws
2. Financing and funding
3. Information systems
4. Plan and planning
5. Physical assets
6. Personnel
7. Public health
8. Public communication and warning capacity
9. Supplies and distribution

Identification

Records identified from:

The Audit Board Regulation Database (n=1693)  
National Government Website (n=6096)  
UNFCC (n=19)  
ReliefWeb (n=88)  
PreventionWeb (n=50)

Dataset or index:

WHO (n=4)  
World Bank (n=3)  
World Economic Forum (n=1)  
INFORM (n=1)

Screening

Records screened by title and summary on the website/database (n = 7966)

Full text retrieved to Excel Form (n = 285)

Policies included in review (n = 76)

Reports included in review (n = 23)

Policies and reports (n = 99)

Quantitative database or index (n = 9)

Records excluded (n = 7681)

Reason:

- Policy: revoked or superseded, for internal government management, not applied nationally
- Documents irrelevant to the indicators
- Outdated annual report
- Not issued by or in collaboration with the GoI
- News, articles, magazines, and incomplete reports or strategies

Included

Full text excluded:

Duplicate removed (n = 82)

Other Reason (n = 104):

- No relevance to any of the indicators
- No relevance to factors relating to health system resilience
- Report limited to exposure or vulnerability, rather than strategy

Fig 2

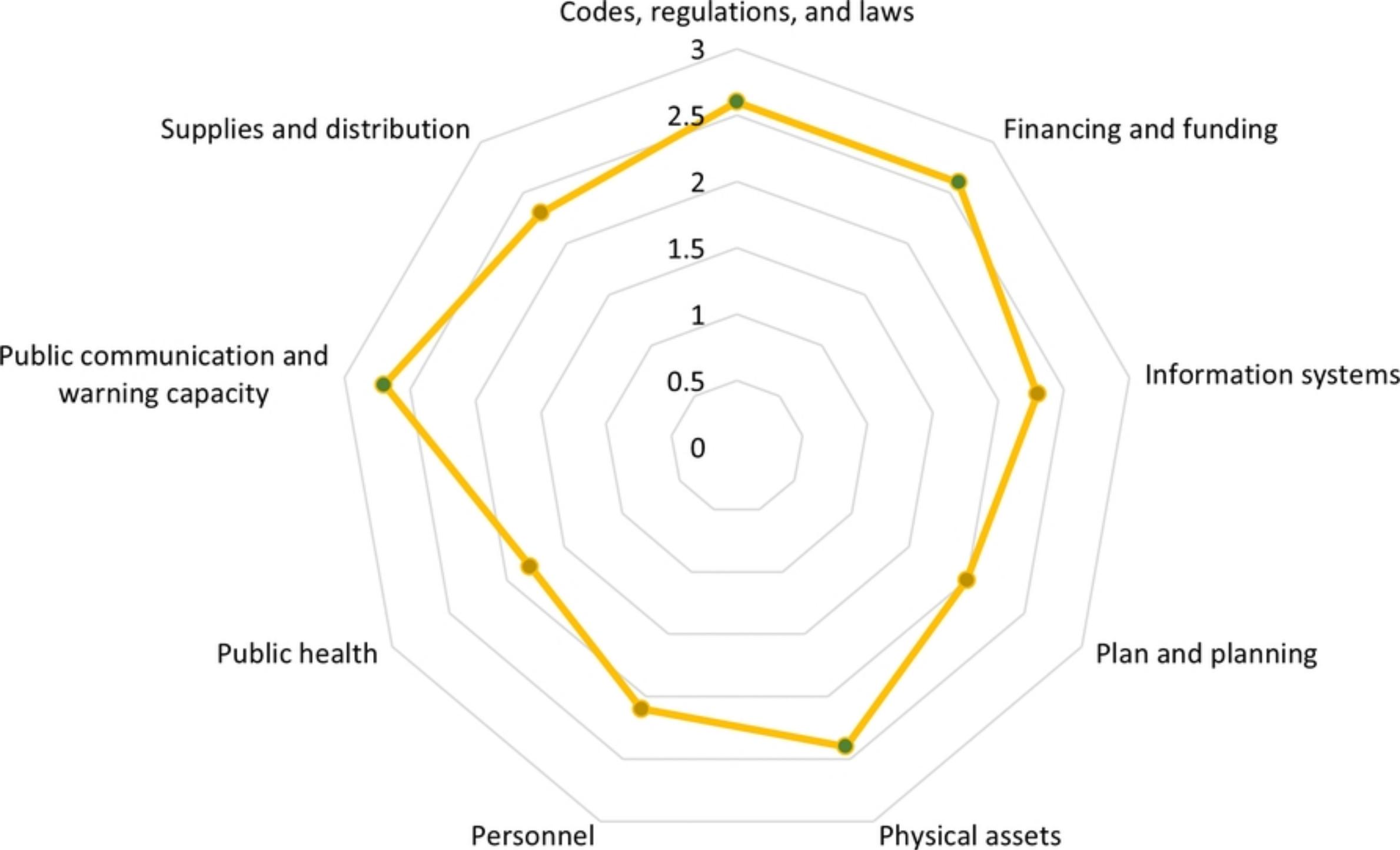


Fig 3