

ADAPTATION UNITED

Building blocks from developing countries on integrated adaptation



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This report is based on empirical research conducted by Tearfund and draws on the insights of many individuals and organisations. While their input has been extremely important, the recommendations made in this report are Tearfund's alone.

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Executive summary

All sectors and levels of all countries' governments and civil society need to make every effort to take a joined-up, harmonised approach to climate change adaptation, rather than siloed actions. Building on examples of some progress in developing countries, primarily Bangladesh and Nepal, Tearfund presents in this report, practical building blocks towards establishing integrated, cross-sectoral and multi-agency approaches to adaptation. It also urges developed countries to fund and support country-owned integrated approaches.

Efforts to work in integrated ways on climate change adaptation remain largely in their infancy. Given the very high degree of scientific certainty that climate change is happening, together with the observed impacts of climate change, it is alarming that developed countries have yet to fulfil their commitments, made under the UNFCCC, to provide funding for adaptation. It is also of concern that many developing countries have no working climate change adaptation plan in place, and have little recognition of the overlap between climate change adaptation plans and broader development and disaster management plans. Even if adaptation plans exist, it often falls to a few, relatively powerless government officials in environment ministries to attempt to lead any sort of coordinated, cross-ministerial and multi-agency response.

Non-government organisations and community-based organisations have significant roles to play in a country's climate change adaptation programme. The more they can be involved in the design, planning and implementation of adaptation programmes, the more sustainable those programmes will be in the medium and longer term.

Tearfund suggests that integration is not the same as mainstreaming, and that mainstreaming, though strongly desirable, is limited in its effectiveness, and is not enough on its own.

BANGLADESH

Rahima Begum is sitting on the remains of her house, having lost it to the ocean.



Peter Caton / Tearfund

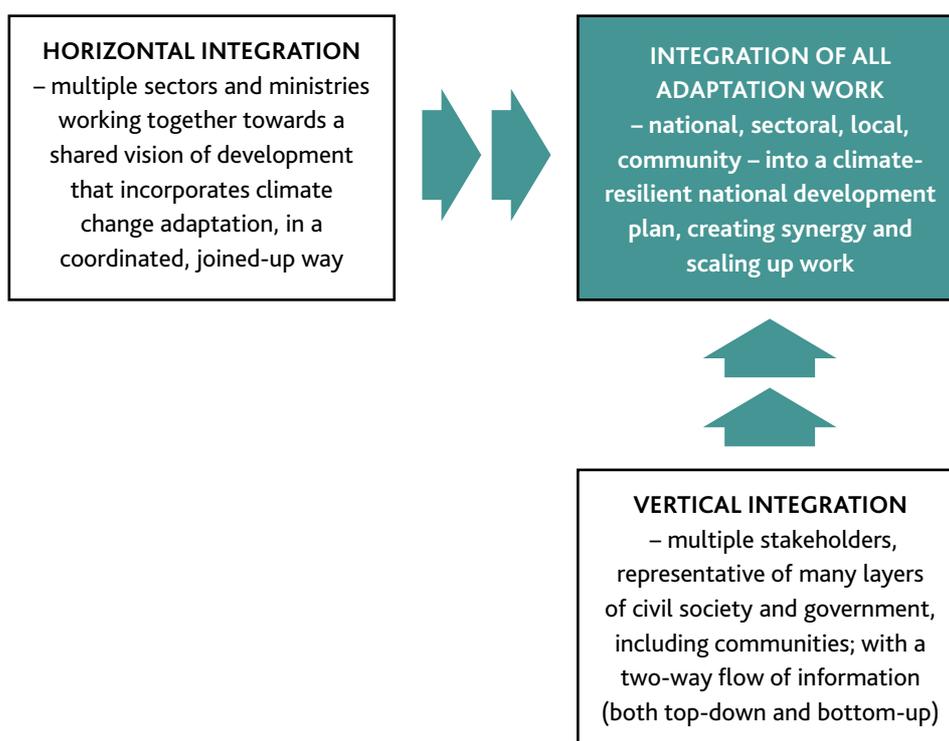
Tearfund's research in this area has been strongly influenced by local NGOs in some of the 45 developing countries where Tearfund works, officials in developing country governments and local expert advisors and academics. These people have reported a disconnect between government, developed country and (I)NGO policies and the real situation on the ground. Tearfund has therefore sought out the voices of governments, local NGOs and other stakeholders in order to identify practical ways of taking an integrated approach.

Tearfund defines climate change adaptation mainstreaming and integration as follows:

- **'Mainstreaming'** means including climate change adaptation in main political discourse and making sure each agency and sector considers climate change impacts in what it does and adapts its own programmes accordingly.
- An **'integrated approach to adaptation'** is a holistic approach which coordinates the interactions between different agency operations from the outset, rather than optimising them separately.¹

Two types of integration are needed and these should join together to form a whole of government approach that integrates climate change adaptation into national development planning:

- **HORIZONTAL INTEGRATION:** Integration of adaptation activities between sectors into national development plans
- **VERTICAL INTEGRATION:** Integration of adaptation activities between hierarchical levels, inclusive of multiple stakeholders at all levels of civil society and government structures.



¹ These definitions were derived from a range of sources, and were particularly influenced by: Thompson D (1995); Kirkpatrick B (1996); Jóhárt P et al (2008); Smith R (2005); and a blog article *Youth integration vs Youth mainstreaming* which can be found at <http://commonaction.blogspot.com/2010/07/youth-integration-vs-youth.html>

Main report recommendations – building blocks for achieving integration

Please note that these recommendations are not intended to be applied neatly, like a cookie cutter, to every situation. Tearfund recognises that the integration of adaptation activities into development activities can produce a synergy which will lead to a scaling-up of efforts in any country. The recommendations in this report can be selected and applied as building blocks, towards an integrated approach to adaptation.

Action is required by multiple agents:

POLICY DECISION-MAKERS IN DEVELOPING COUNTRY GOVERNMENTS are the focus audience for the following recommendations. They are the primary agents responsible for achieving a country-owned climate-resilient national development plan.

DEVELOPED COUNTRY AND MULTILATERAL AGENCIES must support country-owned processes for achieving these recommendations, through increased direct access financial and resource support and through aligning their own programmes with country-owned approaches (rather than the other way round).

LOCAL NGOS AND CIVIL SOCIETY must share ownership of the climate-resilient development plan. This ownership cannot be enforced, top-down, and will only be possible through the involvement of local NGOs and civil society at all stages in a country's adaptation design, planning and implementation.

INGOS AND EXPERT ADVISERS such as academics and scientists need both to align their work with national efforts to integrate development and adaptation, and to advocate for such integrated action to take place.

Developing country governments, with the support of the above stakeholders, need to:

- **Provide senior political leadership to drive activity from the top – based on an understanding of climate science and climate politics**

To date, nearly all developing countries leave their climate change adaptation work in the hands of a small number of officials in the ministry of environment; officials who have little authority to achieve a whole of government response. There is a pressing need for awareness-raising activities.

- **Undertake consultative and participatory evidence-gathering**

Participatory processes can lead to a country-owned climate-resilient national development plan and to greater government accountability for ensuring that action on adaptation reaches the poorest and most vulnerable people. Nepal's expanded NAPA process was effective in achieving countrywide ownership of a national adaptation plan.²

- **Improve communication around the science of climate variability and change**

There are huge uncertainties around climate science and a lack of information that is perceived to be practically useful or relevant at ground level. Good information on climate change is needed in more accessible formats because many development projects are at risk of failing due to negative impacts from climate change and because lack of information creates a barrier to involving local actors in adaptation planning. Building the adaptive capacity of communities also needs to be a policy focus, to enable communities to live with a high degree of uncertainty.

² See page 17.

■ **Develop robust, inclusive, country-strategic adaptation action plans**

Ad hoc actions in response to popular current issues highlighted by the media, such as one-off drought relief plans, may be vote-winners, and may also relieve short term stress, but they do not provide an equitable and sustainable solution. In order to move on from taking a siloed approach, where each ministry works towards its own goals, central government needs to take systematic efforts towards an integrated approach. This should involve forming a climate change strategy and action plan, as Bangladesh has already done.³ In addition, this plan should be incorporated into a climate-resilient national development plan, such as government five-year plans or Poverty Reduction Strategy Papers.

■ **Create plans for the short, medium and long term**

Developed country and multilateral agency programmes are notorious for short-termism⁴ and, of course, short-term adaptation responses are urgently required as climate change impacts are already devastating for many of the poorest communities in developing countries. However, due to the likely increase in intensity and frequency of climate change impacts, it is necessary to make adaptation plans that also take into account future risks and uncertainty. Given the uncertainty of the projected scientific climate change scenarios, these medium- and long-term plans should focus on building the adaptive capacity of communities and government services. Plans that are designed to increase resilience against uncertainty should be reviewed regularly against annual, decadal and centennial climate change projects. These 'distant and uncertain projections' will, by their very nature, change as time passes.

■ **Establish a national climate change adaptation (CCA) focal point**

National focal points should be established for designing, managing and implementing the country's climate change adaptation strategy and action plan, and for providing expert advice and support on how this is integrated into national development plans. The focal point should consist of a number of senior politicians and civil servants from priority ministries, as well as being representative of NGOs, civil society, academia and the scientific community. The focal point could sit in either the planning commission, finance ministry, prime minister's office (or equivalent), or in the ministry of environment.

■ **Appoint sectoral CCA focal points within each ministry**

Unhealthy competition for finance and power can exist between ministries, and development priorities can conflict directly with climate change adaptation priorities. Likewise, short-term economic benefits can distract from longer-term sustainability requirements. Each priority ministry should have its own climate change focal point, and this can be an individual or cluster of people, who have the job of looking after climate change as an issue, understand and support the primary development objectives of the ministry and ensure the ministry's policies and programmes are resilient to the impacts of climate change.

■ **Institutionalise knowledge within and across ministries**

The rapid rotation of politicians and civil servants has been noted as a primary obstacle to integration. This serious issue needs a concerted response because knowledge on climate change is lost when people change roles, with the result that adaptation programmes progress at a snail's pace. Climate change adaptation needs to be recognised as a vital, long-term issue, requiring long-term government investment.

■ **Align national development plans with the country-owned adaptation strategy**

Climate change is an unavoidable stressor, affecting all development goals in all sectors. All development plans need to be adapted to take account of current, experienced impacts of climate change, as well as future, predicted ones. Having a standalone country-owned adaptation strategy is not enough: climate-resilient national development plans are required for fully integrated adaptation planning.

3 See box on page 39.

4 See Section 4.11 on page 43.

■ **Establish a dedicated adaptation fund**

If there is no finance, adaptation cannot happen. The money needs to be additional, but then integrated into national development budgets. The ideal and most sustainable situation is that each country has its own transparent and accountable adaptation funding modality into which it can invest its own country's money and a range of bilateral and multilateral funding too (so that it is not reliant on one funding source). From this source, it would disburse the funding to multiple sectors and actors. Many developed country and multilateral agencies are reluctant to invest in country-owned funds and they argue that their fiduciary assessments raise concerns regarding developing country capacity and regarding corruption and mismanagement of funds. Developed countries also are accused of wanting to be in control, and the global increase in economic uncertainty means that developed countries are currently even less likely to take risks.⁵

■ **Build the capacity of local government and civil society**

The more local government and civil society organisations can be involved in the design, planning and implementation of adaptation programmes, the more sustainable those programmes will be for the medium and longer term. The individual, organisational, networking and financial institutional capacity of local government and civil society agencies must be increased, to produce an effective, integrated approach to adaptation. Capacities need to be increased to enable agents to have: improved knowledge of climate change impacts; and the necessary skills for incorporating climate change into their development processes, allocating their resources and identifying other stakeholders who can support them in this work. Agents also need capacity building to enable them to apply for funding, write project proposals, manage projects and fulfil monitoring requirements. Nepal's Local Adaptation Programme of Action is one mechanism for increasing local government and civil society involvement in the national adaptation programme.⁶

■ **Promote the alignment of developed country and multilateral agency adaptation programmes with the country's own adaptation strategy**

The country's climate change adaptation strategy and action plan should be supported by developed country and multilateral agency policies that also help set the standard for transparency and accountability. Nepal has set out a development partner compact that provides a good example of how governments can ensure bilateral and multilateral activity on adaptation is aligned with their own.⁷

5 Personal communications with developed and developing country officials, November 2010

6 See page 45.

7 See page 46.

Glossary, acronyms and abbreviations

Adaptation	Shorthand for 'climate change adaptation'
AWG-LCA	The Ad Hoc Working Group on Long-term Cooperative Action. At COP 13 (qv), this working group was established as a new subsidiary body under the UNFCCC (qv) to conduct the negotiations aimed at enhancing the implementation of the Convention up to and beyond 2012 as a matter of urgency.
Bali Action Plan	An outcome from COP 13 (qv), resulting in a commitment by developed countries to enhanced action on providing financial resources and investment to support action on mitigation and adaptation and technology cooperation in developing countries
BASIC countries	The group of countries: Brazil, South Africa, India and China
CC	Climate change
CCA	Climate change adaptation
Climate change adaptation	Taking action to adjust to climate change
COP	Conference of the Parties to the UNFCCC. COP 13 was the 13th meeting and took place in Bali in 2007; COP 16 was the 16th meeting, which took place in Cancún in December 2010.
CSO	Civil society organisation
DFID	The UK government's Department for International Development
DRR	Disaster risk reduction
Integration	Shorthand for 'an integrated approach to adaptation', which is a holistic approach that coordinates the interactions between different agency operations from the outset, rather than optimising them separately ⁸
LAPA	Local Adaptation Programme of Action
LDCs	Least Developed Countries – a United Nations classification
Mainstreaming	Shorthand for 'mainstreaming climate change adaptation', which means including climate change adaptation in main political discourse and making sure each agency and sector considers climate change impacts in what it does and adapts its own programmes accordingly ⁹
NAPA	National Adaptation Programme of Action
ODA	Official Development Assistance. The world's richest countries have repeatedly committed to work towards giving 0.7 per cent of gross national product (GNP) to ODA.
PPCR	Pilot Programme for Climate Resilience – one UNFCCC adaptation funding programme
SIDS	Small Island Developing States
TILZ	Tearfund International Learning Zone (http://tilz.tearfund.org/)
UNFCCC	United Nations Framework Convention on Climate Change

8 These definitions were derived from a range of sources, and were particularly influenced by: Thompson D (1995); Kirkpatrick B (1996); Jóhárt P et al (2008); Smith R (2005); and a blog article *Youth integration vs Youth mainstreaming* which can be found at <http://commonaction.blogspot.com/2010/07/youth-integration-vs-youth.html>

9 Ibid

1 Introduction

1.1 Overview

Climate change is already hitting the poorest people hard. Numerous climatic changes have been recorded globally, including changes in arctic temperatures and ice, widespread changes in rainfall and wind patterns, rising sea-level and increases in the frequency and intensity of extreme weather events such as droughts, heavy rainfall, heat waves and storms.¹⁰ These climatic changes are already affecting the poorest people in poor countries first and hardest, as they often live in the most fragile environments and are especially reliant on climate-sensitive sectors.¹¹

As an international NGO working through local partner agencies in 45 developing countries, Tearfund is impatient for adaptation funding to reach these poorest communities most impacted by climate change and least able to adapt to future climate-induced impacts. They are the rightful beneficiaries of adaptation funding and technology.

Tearfund is active in advocating for a fair, ambitious and binding international agreement on climate change. Tearfund recognises that rapid deep cuts in emissions in developed countries are essential to prevent catastrophic climate change. Without this, adaptation will be rendered difficult and, in some cases, impossible. Ambitious action to reduce emissions is therefore the best form of adaptation.

Integration is mentioned in outcome draft text of the Ad Hoc Working Group on Long-term Cooperative Action (AWG-LCA) from the latest international climate talks in Cancún (COP 16);¹² it is also often prioritised in policy discussions on climate change adaptation.¹³ However, any work towards practical implementation of integrated approaches is in its infancy. In a few developing countries, there are signs that good plans are now being put in place, and these are described in Section 2.2 of this report. However, to date, government-wide programmes have not succeeded in delivering sustainable adaptation projects to the poorest and most vulnerable people.

BRAZIL

Collecting water from a dried-up river bed.



Marcus Perkins / Tearfund

- 10 IPCC (2007)
- 11 Ninety-five per cent of all deaths caused by disasters occur in developing countries, and losses from natural disasters are 20 times greater as a percentage of GDP in developing countries than in developed ones – UNFCCC (2008).
- 12 Eg: Chapter 1, paragraph 1, and Chapter 2, paragraph 34, Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention http://unfccc.int/files/meetings/cop_16/application/pdf/cop16_lca.pdf
- 13 See Section 2.3 of this guide: 'Developed country and multilateral support for integration'.

For adaptation action to be genuine and lasting, affected citizens and local actors must have strong ownership of it and active participation in it. Indeed, it was requests for assistance from Tearfund's partner agencies that first attracted the organisation's attention to the links between climate change and development and disasters, in the 1990s, and since then Tearfund has produced a body of literature describing these interlinkages and has also adapted its own programmes to be more integrated. Section 2 of this report covers Tearfund's, developing countries', developed countries' and multilaterals' experiences of integration to date.

Section 3 of this report unpacks the terms 'integration' and 'mainstreaming', and looks at the benefits and challenges of integration. The main recommendations described in Section 4 of this report offer building blocks for enhancing intersectoral and multistakeholder alliances in achieving sustainable climate change adaptation programmes.

The remainder of this introduction sets out some international policy and financial prerequisites for any action on adaptation, and also briefly outlines the methodology for this report.

1.2 Prerequisites for action on adaptation

Tearfund's ongoing climate change advocacy work is conducted in partnership with other INGOs and pushes for the following actions. This report builds on this work, and the actions stated here are fundamental prerequisites for effective action on adaptation to climate change.

Developed countries must provide developing countries with climate change adaptation finance, technology and capacity building support

- Developed countries should not see their role as being 'donors' or adaptation funding as being 'donations': all parties to the UNFCCC should see their role as being to fulfil commitments made at an international level.
- The Green Climate Fund, which was established at COP 16, must have enough funding in it from reliable, innovative public sources, to support developing countries; and an international agreement on innovative public sources of climate finance is needed by the end of 2011.
- US\$15 billion in adaptation funding must be provided to developing countries in 2010–2012; this represents half of the promised US\$30 billion fast-start finance.
- Funding for adaptation must be new and additional to the level of Official Development Assistance (ODA) previously agreed internationally (set at 0.7 per cent of GNI (Gross National Income)).
- Funding for adaptation must include a direct access modality, as this would enable countries to receive funding direct to the finance budget, where all sectors could access it and it could be linked to national, regional and local development plans.¹⁴

Climate change adaptation funding must go to the most vulnerable countries as per the Bali Action Plan

- Climate change adaptation funding should be allocated to countries relative to the urgency and vulnerability of their situation, via an agreed adaptation resources allocation framework that takes into account increased climate vulnerability, poverty, gender inequalities and other factors.
- The Adaptation Fund Board and the AWG-LCA should prioritise the development of agreed definitions of vulnerability for the purpose of allocating adaptation funding.
- BASIC countries and others should voice their support for prioritising funding to the most vulnerable countries such as LDCs, SIDS and African countries – as per the Bali Action Plan.

¹⁴ See Sharma's proposed structure of a climate change finance mechanism, to benefit from civil society engagement at the local, national and global levels in Craeynest (2010) p20.

- Funding should not be withheld because vulnerable countries are perceived to have insufficiently advanced administrative capacity, eg for integrated approaches to adaptation (that is, there should be no conditionality).

1.3 Methodology

This report has been strongly influenced by Tearfund's partners (ie local NGOs in some of the 45 developing countries where Tearfund works) and developing country governments who have told us about the disconnect between government, developed country and (I)NGO policies and the real situation on the ground. Through its strong relationships in these countries, Tearfund has therefore sought out the voices of governments, local NGOs and other stakeholders to identify practical ways of taking an integrated approach – see Section 4. To this end, Tearfund has reviewed available literature on the subject of government and international policy on integrated approaches to adaptation, carried out web-based research into adaptation activities of developing country governments, and has also talked to many people in academic organisations and NGOs, including Tearfund partner organisations, when framing the boundaries and focus of this report.

In November 2010, Tearfund conducted the main field research for this report – visiting Bangladesh and Nepal – and carrying out semi-structured interviews with national government officials, representatives from DFID and experts from higher-level NGOs, academia and science, as well as with community members and locally-based NGOs. Tearfund has also conducted telephone interviews with people in similar roles in Uganda, Kenya and Bolivia, and has interviewed people from Honduras, Malawi and Nepal present at COP 16, Cancún, December 2010.

The recommendations and learning of these people form the basis of this report. Below are some of the questions their learning raised for Tearfund, which reflect the conversations with those interviewed.

- What part do developed country governments have to play in ensuring money for adaptation reaches those for whom it should be prioritised?
- How do developed countries move aside in favour of developing country leadership and ownership?
- How can developing country governments be open and fair in their own adaptation planning and implementation and funding flows for adaptation?
- What's the role of civil society and non-governmental organisations in achieving sustainable and fair adaptation actions?
- How can we reduce the need for middlemen so that funding goes straight to communities?
- How can Tearfund partner organisations and other local NGOs be involved (including in ensuring adaptation funding reaches the communities)?
- How can we ensure that all those who have suffered impacts are supported? Who decides whether the money goes to farmers, or to the health worker who helps families suffering from increased malaria (for instance)? Should those in low-lying cyclone-affected districts take precedence over those in the hills where the streams are drying up?
- If the stream has dried up, do we build adaptive capacity to prepare villagers for future stresses – or just build a well? Or both?
- How far into the future can we plan for?
- How can we make our adaptation work effective so that lives improve and how do we measure that?
- Will one thing work here and another there and/or can we benefit from sharing our lessons learned?

This report assesses the recommendations of the people Tearfund has consulted who have worked towards integrated adaptation. In light of this analysis, it makes recommendations to assist other country governments to learn from, build on and contextualise their experience. Rather than providing direct answers to the above questions, which vary according to context, this report focuses on providing practical pointers for policy-makers on how to take action and move forward.

2 Experiences of integration

2.1 Tearfund's journey towards integration

Tearfund is a UK-based aid and development INGO and one of its two corporate priority areas is environmental sustainability, which includes climate change. Tearfund has historically carried out a lot of work on, and research into, integrated approaches to adaptation. Others often enquire about this work, which is the reason for sharing it here.

2.1.1 Voices from the developing world

Requests for assistance from Tearfund's partner agencies (ie local NGOs based in the 45 developing countries where Tearfund works) first attracted our attention to the links between climate change and development and disasters. Several partners from different global regions reported an increase in the number of climate impacts and climate-related disasters, which culminated in a survey in the early 1990s so that Tearfund could determine the extent of this issue, develop its own approach and later a report, published in 2005.¹⁵

2.1.2 Environmental degradation and climate change in Sudan

In observing the international community's response to the complex emergency in Darfur, Tearfund recognised that the long-term conflict, internal displacement of people and livelihood practices are inextricably linked with, and have all contributed to, substantial environmental degradation. This has been further exacerbated by climate change, extensive deforestation, water resource depletion and a loss of other natural resources.

In addition, INGO and developed country responses to this complex emergency situation were observed to include unsustainable practices that caused more harm and increased local vulnerability to climate change.

MALI
A disaster time-line
exercise.



Samuel Hauenstein Swan

¹⁵ Tearfund (2005) *Dried up, drowned out. Voices from the developing world*

Tearfund report *Darfur: relief in a vulnerable environment*¹⁶ highlighted some of these harmful practices and suggested ways for climate-proofing and 'greening' emergency response activities. Now, the situation has started to turn around. Prasad, the WASH Coordinator for UNICEF, commended Tearfund's work, stating that it is 'of tremendous importance to us and has influenced all that we do here [Darfur]'.¹⁷

2.1.3 Adaptation programming

Tearfund has responded to partner requests for assistance by developing a number of tools and processes, combining CCA, environmental sustainability and disaster risk reduction (DRR), aimed at community, project and corporate (strategic) levels.¹⁸ Hundreds of Tearfund partner staff and community representatives have been trained and are sharing messages about climate change and environmental degradation in their communities. The communities themselves feel more equipped to respond. Partner projects include low carbon development, nature conservation, DRR, capacity building, awareness-raising, advocacy to local and national governments, and using adaptation technologies such as raised vegetable gardens and strengthened embankments to stop flooding.

'The size of the grain is getting smaller, the timing of planting is changing, the water resources are dried up. Before the [Tearfund] training, the community did not know why, but now they know. We ask the question – how do we save the climate?'

Tearfund partner International Nepal Fellowship and, specifically, Banke and Mugu district community facilitators, provided this personal communication (November 2010)

2.1.4 Policy development on integration

Tearfund has environmental sustainability, water, disaster risk reduction and food security policy advisers who meet together with programme staff in an Adaptation Group, to ensure a joined-up approach in its advocacy to the UK government, EU and UNFCCC, through various networks and alliances.

Tearfund has previously produced several related policy documents, which can all be found on Tearfund's International Learning Zone website (TILZ) – see <http://tilz.tearfund.org>:

- *Mainstreaming disaster risk reduction* (2005) and *Legislation for mainstreaming disaster risk reduction* (2006)
- *Overcoming the barriers – mainstreaming climate change adaptation in developing countries* (2006)
- *Adapting to climate change – challenges and opportunities for the development community* (2006)
- *Turning practice into policy – Linking good practice community-based disaster risk management with government policy and practice* (2007)
- *Prepare to live – strengthening the resilience of communities to manage food insecurity in the Sahel region* (2007) – linking DRR and food security
- *Linking climate change adaptation and disaster risk reduction* (2008)
- *Separate streams? Adapting water resources management to climate change* (2008) and *How to integrate climate change adaptation into national-level policy and planning in the water sector* (2010)
- *Changing climates, changing lives* (2010) – integrating CCA with food security and agriculture
- *Investing in communities: the benefits and costs of building resilience for food security in Malawi* (2010) – linking DRR, food security and climate change
- *The Four 'I's of Adaptation* (2010)

16 See <http://tilz.tearfund.org/Topics/Environmental+Sustainability>

17 Personal communications with UNICEF staff in July 2010

18 See <http://tilz.tearfund.org/Topics/Environmental+Sustainability>

2.2 Developing country experiences of integration

'We are trying to work with local government authorities, on health, for instance. They are still making the same measures for health treatment and prevention all around the country – in areas of heavy rain as well as dry areas, which have completely different needs from each other. No service provider is taking the arid lands' particular needs into account, despite their massive proportion in the Kenyan territory.'

Personal communication with Ced Hesse, Principal Researcher of Drylands, Climate Change Group

Countries, and indeed vulnerable communities, operate in different contexts and have very different starting points in terms of their natural environment, experiences of climate change impacts, governance structures and adaptive capacities. This report's recommendations on integration are not intended to be applied neatly, like a cookie cutter, to every situation. Tearfund recognises that the integration of adaptation activities into development activities can produce a synergy which will lead to a scaling-up of efforts in any country. The recommendations in this report can be selected and applied as building blocks, towards an integrated approach to adaptation.

In most developing countries, no real link is made at high political levels between climate change impacts and sustainable development. Nearly all the LDCs have now submitted a NAPA (National Adaptation Programme of Action). The process for formulating these may have succeeded, to some extent, in achieving a greater awareness of climate change adaptation among national stakeholders,¹⁹ but they have not yet resulted in the action their name would suggest. Tearfund asserts that this is partly because they were a developed country-led rather than country-owned initiative, but largely because funding for their adaptation priorities has not yet materialised. In addition, NAPAs were not designed to provide an integrated, whole-government approach to adaptation, and climate change adaptation plans such as NAPA are normally left to a small number of officials in environment ministries who do not hold much influence.

This report focuses on nine countries' activities on integration, because our scoping identified these countries as making national efforts towards cross-sectoral and multi-agency adaptation work.

The nine countries have taken different broad approaches to integration, and sometimes more than one approach, and these can be summarised in three categories:

- Progressing towards a whole-country adaptation strategy which has high-level political buy-in (Bangladesh, Nepal and, to a lesser extent, Honduras, Indonesia and Kenya)
- Initiating integrated sectoral responses on a local or district scale rather than a national scale – focusing on geographical zones which are most vulnerable to climate change (Nepal and Kenya again and, to a lesser extent, Bolivia)
- Working towards inter-sectoral cooperation, by creating small coordination units in environment ministries, but largely without higher-level political support to date (Uganda and Bolivia and, to a lesser extent, Malawi).

19 Bapna and McGray (2008) p11

2.2.1 Snapshot of developing country achievements towards integration

Bangladesh

- In 2009, the Bangladesh Climate Change Strategy and Action Plan (BCCSAP) was approved and has high-level political buy-in. The Bangladesh government's latest 'Five-year [development] Plan' incorporates all elements of the BCCSAP.
- In Bangladesh, 14 ministries have a CC focal point under the leadership of the BCCSAP. Their adaptation programmes will be funded following decisions by the country's own Climate Change Trust Fund Board (CCTF) and the government of Bangladesh has contributed to this fund US\$200 million of its own money.
- The BCCSAP and CCTF are hosted by the Ministry of Environment.
- The first US\$100 million from the CCTF is already allocated – in 2010, agencies submitted proposals relating to one of the six thematic areas outlined in the BCCSAP, and NGOs were invited to apply for funds up to a limit of US\$700,000. Thirty-six government agencies have been allocated 80 per cent of this first tranche of funding and 28 NGOs have been allocated the remaining 20 per cent.
- In March 2011, projects had not yet been implemented.
- Developed countries have, in addition, set up the alternative multi-donor Bangladesh Climate Change Resilience Fund, which will be managed by the World Bank.²⁰

Bolivia

- In 1995, Bolivia established the PNCC – National Programme on Climate Change and also awareness-raising workshops. The PNCC leads the adaptation process in Bolivia with the Climate Change Adaptation Mechanism, and from 2009 has been located in the Ministry of Environment and Water. It works closely with the Ministry of Rural Development and Territory-Land and the Ministry of Planning Development.
- At a local level representatives of these three ministries sit with local government, but so far activity has mostly been talking together to identify needs and no physical adaptation has been carried out.
- The PNCC has made rocky progress, due to changes in the government, high turnover of ministerial teams and commitments by other ministries which have not been fulfilled.
- However, attention appears to be shifting back to climate change adaptation, including towards how to build better engagement with civil society organisations (CSOs).²¹

Honduras

The Honduras Ministry for Environment and Natural Resources made considerable progress over an eight-month period in 2010. During this time, it has carried out a country-wide consultation and established an inter-agency committee. These processes have been headed by the Director for Climate Change and have been inclusive of most ministries, congress, civil society, environmental NGOs and INGOs, universities, industry and local government. In 2011, Honduras will continue to develop:

- a bid to the Inter-American Development Bank (IDB), focused on how Honduras can take action to show it is developing adaptation strategies through a transparent, measurable and verifiable approach and through active civil society participation
- an integrated national strategy on climate change, including an operational plan with clear goals.

20 Personal communications with stakeholders including government officials, NGOs and CSOs in Bangladesh; also see Lessons Learned from Bangladesh on page 39.

21 Personal communications with current and former staff working on the Bolivia PNCC.

Indonesia

Indonesia has, since 2007, made significant steps towards integrated approaches to adaptation (and mitigation). Focus sectors for adaptation are water resources, marine and fisheries, agriculture and health. Extensive government literature strongly promotes the integration of climate change planning with national and local development planning.

Steps towards integration include:

- In November and December 2007, Indonesia published two documents: National action on climate change and National development planning: Indonesia responses to climate change. The first of these contained 'initial guidance on multi-sectoral coordination and efforts to address mitigation and adaptation to climate change', with the second document intended more to strengthen national five-year development plans up to 2014.
- In July 2008, a National Council on Climate Change (NCCC, or DNPI), composed of 17 ministers and chaired by the president, was established to coordinate Indonesia's climate change policies and international positions. Within the DNPI, there is an Adaptation Working Group which focuses on 'agricultural adaptation, disaster risk reduction, climate change information dissemination, development of an integrated development plan on climate change, strengthening the infrastructure plan and design to the impact of extreme weather and climate change'.
- The Indonesia Climate Change Sectoral Roadmap (ICCSR) was also formulated 'to speed up the implementation [of the above documents] by the various relevant sectors'; this was published in December 2009 and inputs into the government's five-year Medium-term Development Plan (RPJM) 2010–2014, and also the subsequent Long-term Development Plan (RPJMN) until 2030.²²

Kenya

At a national level, Kenya has begun to address the adaptation needs of multiple sectors and in April 2010, following some participatory processes, a National Climate Change Response Strategy (NCCRS) was produced.

The NCCRS makes provision for a climate change secretariat to sit under the Ministry of Environment and Mineral Resources. This secretariat will supersede the current Environment and Climate Change Unit, which was seen to be ineffective in coordinating adaptation across sectors (and was headed by the office of the prime minister). The secretariat will provide secretarial functions for the National Climate Change Activities Coordination Committee and the National Climate Change Steering Committee.

In addition, in Kenya, a few awareness-raising and resilience-building projects are being developed by local government and communities.

The Ministry of State for Development of Northern Kenya and Other Arid Lands has an Arid Lands Resource Management Project (ALRMP) which has potential for leading on integration between sectors through its work with District Steering Groups that are representative of various ministries. In monthly meetings, water, agriculture, planning, development and other district government officials discuss issues and make decisions. It is possible that little integrated activity will follow, but potential exists for national ministries to build on this interaction at local level.²³

22 <http://adaptasi.dnpi.go.id/filedata/20100407031237.Synthesis%20Roadmap%20Dec091.pdf> – page ii
<http://adaptasi.dnpi.go.id/index.php/main/contents/54>

23 Personal communications with NGOs and government officials in Kenya and the document of the NCCRS:
<http://www.environment.go.ke/images/final%20complete%20nccrs%202010.pdf>

Malawi

In Malawi, Tearfund was told, senior government ministries understand the importance of climate change impacts on their development and disaster risk reduction (DRR) work.

The National Platform for Disaster Management has integrated DRR across government ministries. Separately, the Environment Ministry, Meteorological Office and Forestry Ministry are meeting together to try to appoint focal points on CCA in a number of ministries, as well as establishing a national focal point for CCA. To date, DRR officials and the CCA officials have not found a way of working together.²⁴

Mexico

Mexico has a joined-up climate change mitigation and adaptation strategy, which is set out in the Special Climate Change Programme 2009–2012 (Programa Especial de Cambio Climático 2009–2012, or SCCP/PECC). It is funded via a budget loan managed by the Ministry of Finance, and implemented by the Ministry of Environment and Natural Resources. It aims to form a coordinated climate change mitigation and adaptation strategy across sectors and promote inter-ministerial political dialogue.

SCCP/PECC adaptation stages of work:

Stage 1 (2008 to 2012) – Carry out an assessment of sector and regional vulnerability to climate change, plus a consideration of the economics of adaptation. Focus is on designing a comprehensive risk management programme for adaptation to climate change, with consideration of seven key vulnerable systems: water resources and agro-ecosystems; natural ecosystems; energy infrastructure; industry and services; transport and communications infrastructure; land use and development; and urban and public health.

Stage 2 (2013 to 2030) – Focus on building capacity in sectors and regions to address degradation in ecosystems and to develop sustainable agricultural production, strengthening the resilience of human settlements and infrastructure.

Stage 3 (2031 to 2050) – Strengthening capacities for: reforestation; sustainable development; and all national planning to be climate-resilient.

NEPAL
A community
sustainably managed
forest.



Sarah Wiggins / Tearfund

24 Personal communications with James Kalikwembe of EAM Malawi

Nepal

In Nepal, the government was one of the last Least Developed Countries (LDCs) to write its NAPA and decided to learn from the lessons of other countries by extending the NAPA to be a lasting document outlining the country's strategy on adaptation. Nepal conducted an extremely participative and consultative process resulting in its 'expanded' NAPA which has broad country ownership and focuses on ground-level vulnerabilities to climate change.

In April 2010, the government formed the Multi-Stakeholder Climate Change Initiatives Coordination Committee (MCCICC). Chaired by the Secretary of the Ministry of the Environment, this committee is 'designed to serve as a key national platform for ensuring regular dialogue and consultations on climate change-related policies, plans, financing, programmes/projects and activities' at the operational level. It has representatives from various government ministries, local government agencies, academic organisations, NGOs, INGOs, CBOs and developed country and multilateral aid agencies.²⁵

Nepal is developing Local Adaptation Plans of Action (LAPA), a process which aims to produce some mechanisms to implement the NAPA at local government level – forming local-level plans and building local government capacity.

Nepal's National Planning Commission is receiving Technical Assistance from the Asian Development Bank to make the three-year interim development plan (2011–2013) a climate-resilient plan, showing good intent to integrate climate change adaptation.

In addition, Nepal has established a compact to ensure developed country and multilateral agency commitment to its climate change response. It has also initiated a national Knowledge Management Portal in an attempt to share learning on climate change and adaptation.²⁶

Uganda

The Climate Change Unit was set up in 2009 and sits in the Department of Meteorology in the Ministry of Water and Environment. It works to assist the health, water, agriculture and energy ministries in taking a coordinated response to climate change issues, including adaptation and mitigation work. It wishes to develop further in two main areas: (i) developing climate change training programmes that staff from various ministries could attend – blending classroom training with a learning-by-doing approach and (ii) to establish a policy or strategy outlining country-wide commitments on climate change adaptation, and assign responsibilities to different ministries, so that everyone knows their obligations.²⁷

2.3 Developed country and multilateral support for integration

It is beyond the scope of this report to carry out a new and comprehensive evaluation of the extent to which ODA-funded programmes are climate-proofed, or an evaluation of the extent to which additional climate funds for adaptation are channelled in a manner that encourages integration with development and disaster management programmes. Evidence to date states that:

- Developed countries have declared the need to integrate climate change adaptation into development cooperation in high-level policy documents and a number of bi- and multilateral agencies have identified this as a strategic priority (see boxes below for some examples, and also OECD [2007]).
- A number of developed country and multilateral aid agencies have carried out portfolio screenings of their international programmes in order to understand the risks posed by climate change impacts. They

25 NAPA bulletin March – May 2010 downloaded from http://www.napanepal.gov.np/pdf_reports/NAPA_updates_Mar-May_final.pdf

26 See more detail describing lessons learned from Nepal on pages 36, 45 and 46.

27 Personal communication with Philip Gwange, Climate Change Coordination Unit, Uganda

have also developed tools to assess vulnerability and facilitate the integration of adaptation into their existing programming (a summary of such tools can be found at: http://www.iisd.org/pdf/2007/sharing_climate_adaptation_tools.pdf).

- Support for incorporating climate change adaptation into the national decision-making of developing countries is now the subject of developed country-funded programmes. There are a number of pilot projects that explore the integration of adaptation into national development planning, such as the EC's Global Campaign for Climate Action (GCCA), the UNDP/UNEP's joint Poverty and Environment Initiative (PEI) and the World Bank's Pilot Programme for Climate Resilience (PPCR).
- However, an integration of climate change adaptation and other environmental resilience-building has yet to be included in the majority of development programmes, with the result that many developed country-funded programmes, working towards the Millennium Development Goals for instance, have negative environmental impacts (SEI [2009] pp66–68).
- Policies promoting integration are inconsistent because developed country and multilateral agency adaptation programmes continue to be siloed from development programmes. In addition, there is concern that adaptation funding is 'donor' driven, which conflicts with the need for a country-led and civil society-led adaptation programme, as promoted in this report (see also SEI [2009] p92).

Helping or hindering?

'... a rapidly increasing proportion of ODA budgets [is] being spent on projects with a positive environmental impact. However, there is still a fundamental inconsistency in that, still, a larger proportion of the total ODA budget is spent on projects which have a negative environmental impact.'

'... Further, there is little discussion of the conceptual links between poverty and vulnerability. Whereas it is frequently emphasised that the poorest are the most vulnerable to climate change, none of the screenings to date provide much analysis of the potential synergies and conflicts between poverty reduction and vulnerability reduction.'

Source: SEI (2009) p68, p109

2.3.1 A snapshot of developed country support for integration

UK Department for International Development (DFID)²⁸

- DFID have put integration firmly on the agenda and have stated that the 'UK is committed to integrating climate change into its development policy and practice'.
- Staff expertise in DFID has been expanded and new tools and approaches developed for aid programmes, including climate risk assessment tools and making climate assessment part of mandatory environmental screening. This includes the ORCHID (opportunities and risks of climate change and disasters) methodology to screen programmes for climate risk. On a country basis, ORCHID helps screen ongoing and planned development projects and programmes, as well as national plans and strategies.
- A number of countries – including Malawi, Ghana, Tanzania and Mozambique – have started to develop climate-resilient development plans, assisted by DFID and others.
- DFID has shown strong support for the PPCR and, in allocating £225 million to the project, it is the major contributor of funds. It sits on the PPCR board and has been actively engaged at a country level in the design process.

28 *Our common future* (DFID's White Paper): <http://www.dfid.gov.uk/Documents/whitepaper/building-our-common-future.pdf> (see page 66)

French Agency for Development (AFD)²⁹

- AFD has integrated climate change as a core component of its strategies, and aims to demonstrate that it is possible to finance development (reduce poverty and inequalities and promote growth) and, at the same time, preserve the planet.
- AFD has – alongside other donors such as the Japanese development agency – developed an innovative approach involving budget support for countries that decide to adopt a national target to integrate climate into their development strategy. The aim of global financing for 'climate plans' is to encourage the development of public policies to combat climate change. For example, AFD has set a precedent by financing the climate plans of Indonesia, Mexico and Mauritius.
- France has Inter-ministerial Commissions on Sustainable Development and International Development, which are chaired by the prime minister. This is to ensure high-level political engagement with climate change and broader environment issues.

German Society for Technical Cooperation (GTZ)

– a private institution representing the German ministries for economic cooperation, and development and environment (BMZ and BMU)³⁰

- BMZ has launched the Climate Protection Programme for Developing Countries (CaPP) to initiate an integration process focused on German and international development cooperation, as well as partner countries' strategies and policies.
- In 2001, GTZ conducted an assessment of the level of integration of adaptation to climate change in German ODA to Africa. It concluded that, to date, climate change has played a negligible role in ODA projects aimed at the sustainable development and use of natural resources, although impacts of climate change could be substantial in many sectors and opportunities exist to reduce vulnerability to climate change as a secondary benefit of other activities.
- Since then, GTZ has made a concerted effort to ensure that its aid flows take climate change into account.
- BMZ has examined all its country strategy papers with the goal of getting a benchmark for the extent to which climate change concerns have been integrated into official development strategies.
- GTZ has developed Climate Check, a practical tool for integrating systematic climate risk screenings and necessary adaptation into project design and implementation. It is being integrated into formal procedures of programme preparation.
- GTZ has worked with the government of Tunisia to establish an intersectoral climate council, to bring together three key ministries: agriculture, environment and cooperation.
- GTZ also worked with COMIFAC (Central African Forest Partnership – Cameroon, DR Congo, Rep Congo, Chad, Central African Republic, Sao Tome & Principe, Equatorial Guinea, Burundi, Rwanda), to ensure the integration of climate change adaptation into the binding 'convergence-frame' guiding the partnership.

29 http://www.afd.fr/jahia/webdav/site/afd/users/administrateur/public/plaquettes/AFD-Changement_climat_GB.pdf

30 *Adaptation to climate change in German Official Development Assistance: an inventory of activities and opportunities, with a special focus on Africa* (2001): http://www.gtz.de/search/search?q=cache:h2S1okftwuYJ:www.gtz.de/de/dokumente/en-climate-adaptation.pdf+integrated+adaptation&access=p&output=xml_no_dtd&ie=UTF-8&client=gtz_sample&proxystylesheet=gtz_sample&site=www_gtz_de&oe=UTF-8
Mainstreaming climate change in the German Technical Cooperation (2007): http://www.gtz.de/search/search?q=cache:Wt6LAtPABAwJ:www.gtz.de/de/dokumente/en-climate-change-mainstreaming-schemmel.pdf+integrated+adaptation&access=p&output=xml_no_dtd&ie=UTF-8&client=gtz_sample&proxystylesheet=gtz_sample&site=www_gtz_de&oe=UTF-8

Climate Proofing for Development Tool: http://www.gtz.de/search/search?q=cache:iekdgzcCbMAJ:www.gtz.de/en/themen/umwelt-infrastruktur/umweltpolitik/31288.htm+integrated+adaptation&access=p&output=xml_no_dtd&ie=UTF-8&client=gtz_sample&proxystylesheet=gtz_sample&site=www_gtz_de&oe=UTF-8

The Netherlands' Directorate-General of Development (DGIS)³¹

- The Dutch government identifies 'forging policy coherence with development' as a key priority during the 2010–2012 period.
- The Netherlands has been supporting the implementation of the Colombian national environmental policy plan. The plan's main achievement has been the drafting of a policy framework for integrated water management, leading to more rational water consumption, and the protection of water-producing ecosystems. This will strengthen Colombia's resilience to global warming. The plan also introduces new strategies for protecting and using biodiversity in response to climate change. The national environmental policy plan makes Colombia one of the first countries in the world to carry out this Convention on Biological Diversity recommendation.
- The Dutch government has a strong commitment to ensuring that funds to tackle climate change are new and additional, and therefore that integration does not come at the expense of additionality.

Swedish International Development Cooperation Agency (SIDA)³²

- Sweden's Policy for global development integrates all Swedish policy areas into one coherent and all-encompassing country policy for global development. Climate change and environmental impact is one of six global challenges that have been identified as areas where Sweden, by acting in a coherent way across policy areas, can make an effective contribution to global development.
- Swedish Minister for International Development Cooperation Gunilla Carlsson chaired the Commission for Climate Change and Development, which produced a report – Closing the gaps (2009) – that promoted the integration of adaptation.
- SIDA set up the External Expert Advice Function in 1998 to assist with the integration of environmental and climate change issues in SIDA's Cooperation Strategy processes. The External Expert Advice Function also gives general advice on key policy documents being developed by SIDA, and provides training and reviews on Poverty Reduction Strategies (PRS) and other key documents.
- The Commission for Climate Change and Development called for the mobilisation of new and additional climate adaptation money, but not at the expense of ongoing development programmes. By 'additional', the Commission means additional to the commitment of 0.7 per cent of GNI for ODA. The concept of additionality applies to the raising of funds but does not prescribe how new funds must be spent.

USAID

- In October 2010, the US Climate Change Adaptation Task Force released its interagency report outlining recommendations for how all Federal Agency policies and programmes can better prepare the United States to respond to the impacts of climate change. Recommended actions include to 'develop a US strategy to support international adaptation that leverages resources across the Federal Government to help developing countries reduce their vulnerability to climate change through programs'.³³
- USAID has initiated pilot projects to assess the potential impacts of climate change on particular sectors or projects (eg studies looking at coastal development in Honduras, water resources and infrastructure in South Africa, agriculture in Mali, and rural livelihoods in Thailand). These assessments helped develop a guidance manual for development planners that promotes effective integration of adaptation.

31 <http://www.minbuza.nl/dsresource?objectid=buzabeheer:241977&type=org>

32 Sweden's policy for global development (2010): <http://www.sweden.gov.se/content/1/c6/14/69/66/6dd5c84c.pdf> (see page 11)

33 <http://www.whitehouse.gov/administration/eop/ceq/initiatives/adaptation>

2.3.2 A snapshot of multilateral support for integration

European Commission (EC)

- The EC has contributed through: being the first to propose that integration of adaptation actions be included in the UNFCCC Adaptation text (represented by France); highlighting the strong link between climate change and poverty; and providing adaptation capacity building support to developing countries eg through vulnerability assessments, NAPA development, guidelines on how to integrate activities and establishing the Global Climate Change Alliance (GCCA), aiming at the integration of climate change into national development strategies, among other things.^{34,35}

United Nations Development Programme (UNDP)

- Its Strategic Plan 2008–2011 identifies the integration of adaptation as one of four country office strategic objectives.
- UNDP's publication, *Charting a new low-carbon route to development*, seeks to advance the integration of climate change into development work through the engagement of local authorities.³⁶
- UNDP is implementing a series of pilot projects, in countries including Colombia, Nicaragua, Cape Verde, Malawi and El Salvador. The purpose of the project is to develop the capacity of UN staff and government stakeholders to integrate the risks and opportunities of climate change into national programming and development policies.

United Nations Environment Programme (UNEP)

UNEP's Medium-Term Strategy (MTS) 2010–2013 includes the objective to strengthen countries' ability to integrate climate change responses into national development processes. Expected outcomes are:

- That adaptation planning, financing and cost-effective preventative actions are increasingly incorporated into national development
- Processes that are supported by scientific information, integrated climate impact assessments and local climate data
- That country policy-makers and negotiators, civil society and the private sector have access to relevant climate change science and information for decision-making³⁷
- UNEP has also formed the China Climate Change Partnership Framework and the Philippines Climate Change Partnership Forum, both with the intent of helping to build a sustainable policy and investment framework in which adaptation can be integrated into national budgetary and investment plans.

34 Global Climate Change Alliance:
http://europa.eu/legislation_summaries/development/sectoral_development_policies/r13016_en.htm

35 Communication from the Commission to the Council and the European Parliament (2007) *Building a global climate change alliance between the European Union and poor developing countries most vulnerable to climate change*
http://ec.europa.eu/development/icenter/repository/env_cc_GACC_com2007_0540_en.pdf

36 UNDP Strategic Plan: <http://www.undp.org/execbrd/> and UNDP primer on integrated climate change planning: charting a new low-carbon route to development (September 2009):
<http://climate-l.org/news/undp-primer-on-integrated-climate-change-planning-charting-a-new-low-carbon-route-to-development/>

37 United Nations Environment Programme Medium-Term Strategy 2010–2013: Environment for development:
<http://www.unep.org/PDF/FinalMTSGCSS-X-8.pdf>

World Bank

- The World Bank's main focus on integration is via its administrative role for the Pilot Programme for Climate Resilience (PPCR).
- The purpose of the PPCR is to support developing countries in integrating climate risk and resilience into their core development planning and implementation. So far, developed countries have pledged \$920 million to the PPCR, and \$263 million has been delivered to date. Funding is focused on nine countries in two regions: Bangladesh, Bolivia, Cambodia, Mozambique, Nepal, Niger, Tajikistan, Yemen, Zambia, and the Caribbean and South Pacific regions.
- The World Bank set up the Vulnerability and Adaptation Resource Group (VARG), which is an informal network of bilateral and multilateral institutions. VARG's aim is to facilitate the integration of climate change adaptation in the development process through the sharing, assessment, synthesis and dissemination of existing knowledge and experience.

Multi-agency initiative: Poverty and climate change: reducing the vulnerability of the poor through adaptation (2003)

- Ten agencies were involved: AfDB, ADB, DFID, EC, GTZ, BuZa, OECD, UNDP, UNEP and World Bank.³⁸
- It led to agreement that, unless adaptation is integrated in national strategies for poverty eradication and sustainable development, it may be difficult to meet some of the Millennium Development Goals by 2015.

'Our priorities will depend on the funding criteria... As always... it's not what we want, it's what the donors want. NAPA is a prerequisite – a broad-brush document, it cannot set the priorities... When we know how much money and what it's for, we can then prioritise... We do as we're told. It depends on the support and services provided by the GEF or the UNDP. It is not in our hands. We don't have the assets, they do.'

Personal communication with a government official in Nepal, November 2010

38 African Development Bank; Asian Development Bank; Department for International Development, United Kingdom; Directorate-General for Development, European Commission; Federal Ministry for Economic Cooperation and Development, Germany; Ministry of Foreign Affairs – Development Cooperation, The Netherlands; Organisation for Economic Cooperation and Development; United Nations Development Programme; United Nations Environment Programme; The World Bank

3 Understanding integration

This section looks at the rationale for why climate change adaptation should be linked in to national development plans such as government five-year plans and Poverty Reduction Strategy Papers (PRSPs) and makes the following points:

- Mainstreaming is limited in its effectiveness.
- There are two types of integration – horizontal and vertical – and both are essential to achieve resilience and sustainability.
- Integration has many benefits.
- Development activities in all sectors must be made resilient to new climatic pressures.
- Development gains are less because of climate change plus other stresses.
- Climate change adaptation and sustainable development can share a focus on community capacity building.
- Integration is challenging but achievable, as lessons from developing countries show in Section 4.

In Section 4, the report goes on to look at practical steps developing country governments can take towards integrated approaches to adaptation, based on Tearfund research into experiences of integration in developing countries.

3.1 The limitations of mainstreaming

Tearfund suggests that integration is not the same as mainstreaming and that mainstreaming, though strongly desirable, has its limitations and is not enough on its own.

The terms 'integration' and 'mainstreaming' are widely used interchangeably, in verbal discourse, presentations and literature. IIED, for instance, in its useful document, *The challenges of environmental mainstreaming*, appears to consider the two terms to have the same meaning, although there is also the implication that integration is one step towards mainstreaming. UNDP also describes integration as a stepping stone towards mainstreaming when it outlines its programmatic approach to poverty-environment mainstreaming.³⁹

BANGLADESH
A community
fixes a dyke.



Peter Catton / Tearfund

39 Dalal-Clayton B and Bass S (2009) p19–20 and UNDP (2008)

Tearfund defines climate change adaptation mainstreaming as follows:

'Mainstreaming' means including climate change adaptation in main political discourse and making sure each agency and sector considers climate change impacts in what it does and adapts its own programmes accordingly.⁴⁰

Difficulties with mainstreaming gender

In 2005, ten years after the Beijing Conference where a landmark international agreement for women's rights was signed, the priority aimed at mainstreaming gender into national policies was cited as the most difficult to realise. Mainstreaming had brought some successes, such as requiring bureaucrats to think more about the gender dimensions of their decisions, particularly in countries where the political will to act already existed, but economic reforms had often taken precedence at country level over gender policies, and inherent weaknesses and limitations to the concept of gender mainstreaming were identified. Mainstreaming did not allow for a radical critique of existing power relations, and the top-down nature of gender mainstreaming, coupled with a lack of political will, meant that the justification of using gender mainstreaming as a tool for achieving gender equality was questioned. Alternative and additional action was suggested, such as fuelling a society-wide movement from the grassroots level to create political pressure from the society at large.

Source: Jójárt P et al (2008)

Policy-makers should recognise that mainstreaming climate change adaptation into sector plans is not enough because:

- Activities can remain siloed and sectoral in nature.
- Mainstreaming does not necessarily lead to scaling up of efforts through joining with and learning from other sectors, missing opportunities for economies of scale.
- Duplication can easily occur and this can result in maladaptation, despite mainstreaming efforts.
- Mainstreaming in practice is usually a top-down process, imposed on agencies from above, leading to lack of public support, political will and ultimately inaction.
- Mainstreaming adaptation can lead to overburdening participating actors through increased bureaucracy – 'mainstreaming overload'.
- Mainstreaming assumes the mainstream holds a desirable vision of a different, better world but this is not necessarily the case, and alternative visions for 'development' may be required.⁴¹

'I don't want to be mainstreamed in a polluted stream.'

Bella Abzug, a US feminist and previous leader of the Women's Movement, regarding gender mainstreaming.
Source: Jójárt P et al (2008), p28

40 Ibid. Also, see Footnote 1 on page 3, in particular Jójárt P et al (2008). Further sources were: OECD (March 2008) and a GEF web article *Mainstreaming global environmental issues into development*, which can be downloaded from: http://www.gefcountrysupport.org/report_detail.cfm?projectId=175;

41 Ibid

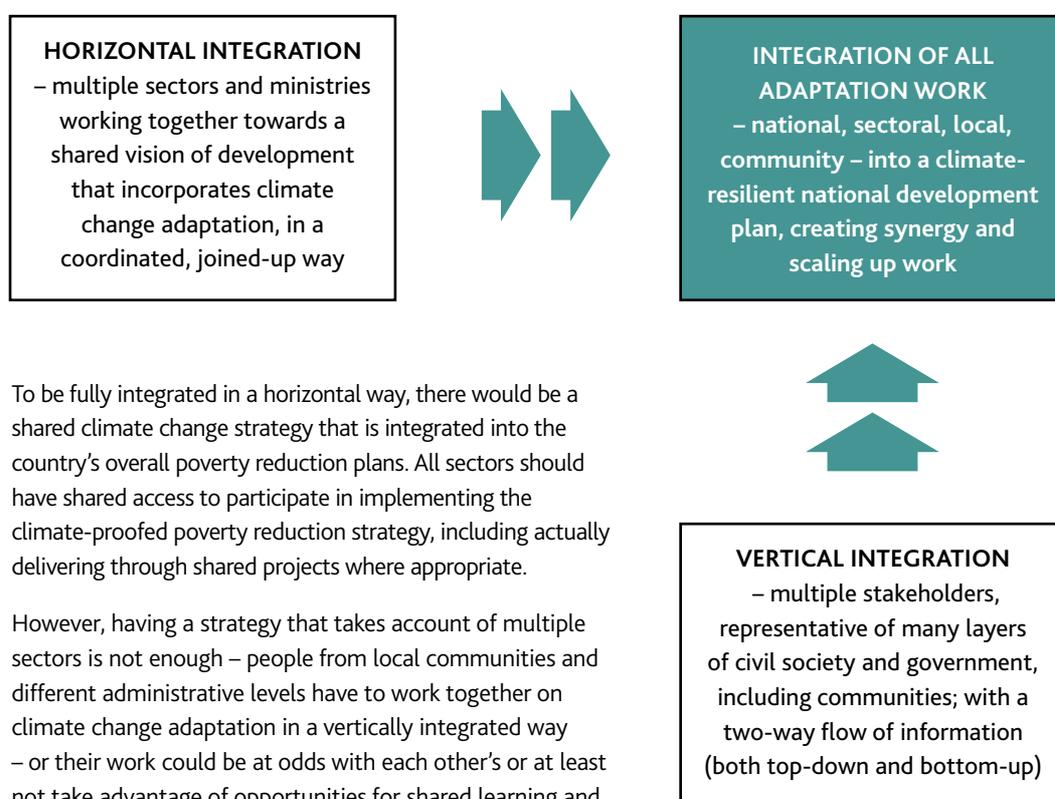
3.2 Horizontal and vertical integration

'An integrated approach to adaptation' is a holistic approach which coordinates the interactions between different agency operations from the outset, rather than optimising them separately.⁴²

Two types of integration are needed and these should join together to form a whole-government approach that integrates climate change adaptation into national development planning:

HORIZONTAL INTEGRATION: Integration of adaptation activities between sectors into national development plans – such as in Bangladesh, where the government's latest five-year (development) plan incorporates all elements of the climate change strategy and action plan.

VERTICAL INTEGRATION: Integration of adaptation activities between hierarchical levels, inclusive of multiple stakeholders at all levels of civil society and government structures – such as in Nepal's highly consultative and participatory process for writing its 'expanded' NAPA.



A national adaptation strategy must be formed through a participatory process, involving good civil society and community representation. A participatory process has many proven benefits, and if done in a transparent and accountable way, it can result in a plan which is fair and is focused on the poorest and most vulnerable people, has widespread public and political support and will lead to enthusiastic and well-measured action.⁴³

Developed countries and multilateral agencies must align themselves with such a plan, and must not carry out parallel programmes to fulfil their own country's agenda. This kind of siloed activity does not lead to action, but fuels inaction, duplication and frustration.

⁴² These definitions were derived from a range of sources, and were particularly influenced by: Thompson D (1995); Kirkpatrick B (1996); Jójárt P et al (2008); Smith R (2005); and a blog article *Youth integration vs Youth mainstreaming* which can be found at <http://commonaction.blogspot.com/2010/07/youth-integration-vs-youth.html>

⁴³ Chambers, R (1997) describes this as Participatory Rural Appraisal theory, a much tried and tested development theory; also backed up through personal communications with a number of government officials (Nov–Dec 2010).

Cross-dimensional integration

Integration needs to be done in a cross-dimensional way that spans multiple administrative levels (vertical integration) and multiple sectors (horizontal integration). For example, the Global Fund for AIDS, Tuberculosis and Malaria has stretched down from the international to community level, helping to reform national and regional health systems in so doing, to integrate its work into national health plans and Poverty Reduction Papers. However, it has been criticised for embracing a purely vertical approach that operates outside national government health approaches. Therefore, the Global Fund decided in March 2010 to consolidate various funding streams into one programmatic stream to support a national programme approach, and allow for improved alignment with national cycles and systems.

Source: Stake (ed) (2009); also Craeynest L (2010) p24

3.3 The benefits of integration

Activities can be joined up, coordinated and harmonised

- Addressing climate change and poverty together means that both climate change impacts and deep-rooted vulnerabilities are addressed, offering a much greater likelihood of achieving genuine development gains.
- Taking a multi-sectoral approach will help lead to policy coherence.

Efforts can be scaled up – increasing aid effectiveness – and unhealthy competition can be reduced, in favour of a shared vision

- Integrating adaptation activities across sectors means that tools, methodologies, approaches and resources can be shared between those sectors.
- Working together where common ground exists, for instance between national climate change strategy and action plans, and national development plans, will lead to a greater economy of scale.
- Sharing a vision for adaptation, through a country-owned strategy and action plan, could reduce fighting over scarce resources, as everyone has the same focus and works as a team (so that 'your gains are our gains').

Maladaptation and duplication will be less likely

- Development (and even adaptation) plans that do not consider climate change can do more harm than good. For example, clearing an area of rainforest in order to develop agricultural land could have multiple negative side effects, including contributing to climate change, local soil degradation, destruction of otherwise sustainable local livelihoods and reducing food security.⁴⁴
- Duplication can occur when national and sectoral development plans, and sectoral adaptation plans, are not aligned with separate 'national' adaptation plans.

Participatory processes can lead to a country-owned adaptation strategy and greater government accountability for ensuring that action on adaptation reaches the poorest and most vulnerable people

- Involving multiple sectors and multiple stakeholders from all levels of government and society increases accountability to and from national governments, ensuring promises on adaptation translate into action, and that promises of adaptation funding and technology working for the benefit of the poorest and most vulnerable communities are fulfilled.

44 SEI (2009) p61

Promoting the links between development and climate change will attract policy-makers driven primarily by poverty reduction – increasing momentum towards positive change

- As politicians and other policy-makers themselves start to prioritise action that addresses climate change in an integrated way, more stakeholders will become aware of the overlap, creating an increasingly positive environment for integration and adaptation to take place.

The administrative and financial burdens on participating actors can be reduced

- Integration can have cost benefits as it helps to: lower administration costs; optimise scarce financial, human and natural resources; and improve project sustainability.

A new and more sustainable vision for development can be built due to better communication and consideration of vulnerabilities at household level

- Participatory approaches to development fuel people-focused visions of development, which can offer more sustainable alternatives to a focus on economic growth.⁴⁵

3.4 Climate change adaptation should be integrated into development plans

Closing the gaps

This report, by the Swedish International Development Cooperation Agency, states:

- Action on adaptation 'must be fast, scaled, focused and integrated across sectoral divides'
- The aim should be to integrate adaptation activities into the normal planning and budgeting processes of countries
- Development must quickly reach rapidly growing numbers of people, focus on reducing vulnerability, and integrate adaptation, mitigation, and human development goals.

Source: Stake (ed) (2009)

BANGLADESH
A flood evacuation route in the Sundarbans area.



Peter Caton / Tearfund

45 Theos, CAFOD and Tearfund (2010) and Chambers R (1997)

Climate change is an unavoidable stressor, affecting all development goals in all sectors. All development plans need to be adapted to take account of current, experienced impacts of climate change and future, predicted ones. This argument is unpacked below.

3.4.1 Development activities in all sectors must be made resilient to new climatic pressures

The impacts of climate change can inhibit or reverse development, but in contrast sustainable, low-carbon development can reduce vulnerability to climate change. In other words, a healthier, better-educated population with improved access to resources is likely to be in a better position to cope with climate change.⁴⁶

Climate change affects all aid and development work

A study of aid flows to sectors vulnerable to climate change shows that a significant proportion of this aid is directed at activities potentially affected by climate change. Estimates range from 50–65% of total national official flows, in Nepal, to 12–26% in Tanzania.

Source: Agrawala et al (2008)

The United Nations Development Programme (UNDP) predicts that the progress in human development achieved over the last decade could be slowed or even reversed. For instance, climate change could increase the number of people facing water scarcity by 1.8 billion and malnutrition by 600 million by 2080.

Source: UNDP (2008)

3.4.2 Development gains are less because of climate change plus other stresses

The rationale that climate change affects development gains gets complicated, if consideration is also given to the wide variety of other potential interacting stressors. Current additional stresses include environmental degradation, pollution, water stress, population growth, rapid rises in food prices, globalisation and fragile states, for example. But longer-term, age-old stresses also need to be included in any risk assessment of development programmes – HIV, gender inequality, earthquakes, tsunamis, can all interrupt or hinder very good development programmes, making improvements in well-being or economic growth so much harder to achieve.

Shorter-term development and disaster risk reduction projects that take account of climate change impacts are good progress, but they are not enough. Development projects should not be adapted to address the stresses caused by climate change in isolation. A joined-up approach that takes account of multiple stresses is required and 'integrated risk management'⁴⁷ is needed.

3.4.3 Climate change adaptation and development should share a focus on community capacity building

In responding to climate change impacts, communities' capacity need to be increased to ensure they can develop their own appropriate adaptations which build on existing capacities and traditional coping methods.

Responding to specific climate impacts could involve, for instance, providing water storage tanks because streams are drying up, or elevating and strengthening river embankments to mitigate disasters due to flooding each year. These responses are still essential, as lives, livelihoods and well-being are already devastated, and the impacts are only going to become even more intense and widespread over time. Even

⁴⁶ Agrawala et al (2008) p183

⁴⁷ See presentation at <http://www.oxfamblogs.org/fp2p/wp-content/uploads/16-John-Beddington-NCI-29.04.09-web.ppt>

on their own, these responses can also be conducted in a participatory and coordinated manner that improves community capacity.

Due to the future projected impacts of climate change, these sorts of responses will often not provide lasting protection, and in 20 or 50 years' time, or even possibly five or ten years' time. So, in this example, more storage tanks may be needed or perhaps conditions will be so adverse that entirely different responses are required, such as population migration. This is a matter of great concern because for any dollars spent in making short-term responses to specific climate impacts, many more will undoubtedly be needed later. Taking such siloed adaptation actions, even if these are done through coordinated efforts, is not enough to ensure a safe and secure future for those communities hardest hit by climate change.

Although it is certain that there will be further climatic changes, the science on the exact nature of those changes is inherently uncertain. It is crucial that adaptive capacity is built to allow communities to take autonomous action in the face of those uncertainties. Development practitioners have great expertise in community capacity building techniques: national development plans that are resilient to climate change must also improve community capacity to adapt.

In many countries Tearfund found that it is increasingly understood that climate change and development interact with each other, and there are increased efforts to understand these linkages.⁴⁸

'When we are doing activities to minimise the impact of climate change and environmental degradation, farmers and the targeted community are benefiting simultaneously; for example, activities such as sustainable soil management practices and organic pest control, composting and using manure protect the natural resources of the environment on the one hand, and on the other hand productivity and soil fertility is increasing which will ultimately increase the crop yield.'

Personal communication with Tilak Bahadur Adhikari. Food Security Supervisor, International Nepal Fellowship, Mugu District, Nepal

Development issues are integrated at household level

'Adaptation planning and design is closely linked to development planning. In most practical cases, adaptation to climate change is naturally embedded in a development fabric, since all countries are addressing management of the main social, ecological and economic systems in one way or another towards sustainable development. These issues are often addressed separately, however, mainly as a result of separate sources of funding for the development of the plans and for implementing planned activities. If we focus on the beneficiaries of the adaptation or development, then it becomes clear that implementation should be closely coordinated and integrated with development efforts.'

Source: LDC Expert Group, GEF and its agencies (2009) p4

48 Eg: *Characteristics of a disaster-resilient community* <http://www.proventionconsortium.org/?pageid=90> ; IPCC's *Working Group II Summary for policy-makers* (2007) stresses the importance of sustainable development in reducing vulnerability to climate change, as well as the role of climate in impeding nations' abilities to achieve sustainable development; and the UNFCCC has also explored these linkages: http://unfccc.int/documentation/documents/document_lists/items/3179.php

3.5 The challenges of integration

'Everyone wants to keep control of everything.'

'People have vested interests.'

'Ministries are difficult territories, susceptible to many things and lots of politics and careerism is in the way.'

'Once there is adaptation funding, how do we know the Ministry of Environment will divide it between ministries and not keep it all for itself?'

'What's the point in creating the structure [for national adaptation programmes] if the funding programmes, whenever they eventually come, end up being designed [by donors] for something else?'

'How do we as donors know developing countries will spend the money on adaptation for the most vulnerable and not on other things [eg large river transport systems or nuclear power stations]?'

Personal communications with government officials and others consulted for this report

Integration is not an easy task. There can often be political, institutional and technical resistance, but integration is achievable. The main challenges of taking an integrated approach are described below. In contrast to the statements in the box above that imply discord, lack of trust, fear and inaction, words related to integration include 'coordinated', 'cooperation', 'coherent', 'harmonised', 'linked up' and 'unified'. Section 4 describes practical ways of taking an integrated approach and overcoming these challenges.

Lack of political commitment

Strong, senior political leadership, particularly from ministers in the finance and planning ministries, is necessary for integration, but to date nearly all developing countries leave their climate change adaptation work in the hands of a small number of officials in the ministry of the environment, officers who have little authority to influence a whole-government response.⁴⁹ This may be because:

- climate change was, until recently, seen as purely an environmental challenge, and the focal point for climate change issues has nearly always been the ministry of environment

BRAZIL
Collecting the daily water in the north east of the country.



Marcus Perkins / Tearfund

⁴⁹ See 'Developing country experiences' section on pages 13–17.

- other immediate political priorities and national concerns take priority
- top government officials can have a lack of knowledge of climate change science and the international politics of climate change (due to lack of involvement)
- a 'mainstreaming overload' equivalent can exist – an 'inward groaning' prompted by what's perceived to be the latest fad and drain on scarce resources.

Loss of institutionalised knowledge about climate change – particularly at higher political levels

Rapid rotation of politicians and civil servants has been noted as a main obstacle to integration, since people get involved, start to understand the science and politics of climate change, but then move on. The problem is made worse by uncertainties of climate science and a lack of information that is perceived to be practically useful.

Lack of capacity in national and local government structures and in civil society

Activation and coordination of all relevant government sectors and civil society participation can be hard to achieve. Individual, organisational, networking and financial institutional capacity must be increased to have an effective, integrated approach that includes local government and civil society. In some countries, networks of CSOs and NGOs exist, but often they are weak and need strengthening to be able to participate in accessing funding and implementing adaptation activities. The challenge of lack of capacity also means that it is hard to arrive at a funding modality which is country-owned and one towards which developed countries are happy to contribute.

Unhealthy competition for finance and power between ministries

In any country, development priorities can conflict directly with climate change adaptation priorities, and short-term economic benefits can distract from longer-term sustainability requirements. Government agents can lose sight of the national vision for development (which is climate-resilient) and, rather than working for the common good, they can fail to keep in mind the needs of the poorest and most vulnerable people. While incompetence and ambition can be found within any government organisation in any country, pressure to achieve objectives and to keep one's own job despite a lack of resources or effective structures often means that decisions are made for the wrong reasons. Integration therefore needs to be actively promoted, explained and incentivised.

Integration could lead to an increase in conditionality of developed country and multilateral funding

Political resistance exists to integration because it can be seen as a top-down, imposed 'donor' condition for funding. Developed countries have, indeed, provided leadership at UNFCCC talks and in their programmatic work on integration.⁵⁰ However, Tearfund would argue that households have always been integrated when developing coping mechanisms for dealing with climate change impacts, and an integrated approach is welcomed in grassroots situations.⁵¹

Integration could lead to less funding for adaptation

Tearfund and others are pushing for funding for adaptation to be additional to developed countries' longstanding aid commitments of 0.7 per cent of ODA, since the effects of climate change are in addition to existing development pressures and because developed countries have historic responsibility for causing

50 Ibid

51 Interviews with several Tearfund partner organisations in developing countries provided this observation.

human-induced climate change. Action on adaptation needs to increase to address those additional pressures, and funding for adaptation needs to be additional to the 0.7 per cent of ODA. Efforts are needed to ensure that this additional adaptation funding does not get downscaled, once adaptation plans are integrated with national development plans.

Difficulties with monitoring the outcomes of adaptation work if it is integrated into development work

One challenge to overcome is the fact that, once adaptation is integrated, it will become 'invisible' and therefore hard to monitor. The danger is a tendency to place an overemphasis on attributing monetary or other quantitative values on impacts, when often the most valuable results are evident only through qualitative measures of phenomena such as a community's sense of security about their future resilience. Another challenge is that because climate change impacts are unclear, it is not possible to know whether 'business-as-usual' development practices are adaptive or maladaptive (and that is why building adaptive capacity is crucial).⁵² This is a particular concern for developing countries that have identified a problem in monitoring levels of assistance for adaptation as opposed to assistance for other development activities.⁵³

Finding a solution to this problem is crucial if integration is to be successful and one option is to develop proxy indicators for desired resilience outcomes.⁵⁴ This avoids having to define adaptation activities very narrowly for the sake of administrative procedures.

52 Personal communication with Rachel Berger of Practical Action

53 Persson et al (2009) p52

54 Starke (2009) p41

4 Practical steps towards integration

This chapter sets out practical ways in which developing countries can take integrated action on adaptation, based on developing country experiences. They are not steps to be followed in a linear fashion, and not all are equally applicable everywhere: each country should choose what processes are best suited to its own context, in order to follow a country-owned strategy and instigate action on adaptation that reaches the poorest and most vulnerable people.

Integration should be a country-owned process which is supported by all priority⁵⁵ government ministries, local government agencies, developed country and multilateral agencies, INGOs, local NGOs, academia, business and civil society.

4.1 Provide senior political leadership to drive activity from the top – based on an understanding of climate science and climate politics

'Is climate change a scientific debate or a practical challenge? A nightmare or an opportunity? Is it 'the environment' at stake, or our security, our economy and our children?'⁵⁶

Governments at every level, as well as developed countries, NGOs and community organisations, the media, academic and scientific bodies, must all contribute to keeping climate change high on the political agenda. This includes promoting scientific evidence of climate change impacts, as well as raising awareness of the international politics of climate change. Activities could include:

- Formulating and promoting widely strong key messages on climate change which set out the need for ALL sectors and administrative levels of government to respond and which highlight the country's vulnerability to climate change, as well as providing hope for positive outcomes if constructive action is taken.

These messages can be promoted via high-profile events, such as the Maldives' underwater cabinet meeting and the Nepali cabinet meeting at Everest Basecamp, and via scientific documents which

BANGLADESH
Increased poverty for this fishing family, as more people turn from agricultural livelihoods to fishing.



Peter Caton / Tearfund

⁵⁵ See Section 4.2 on the next page.

⁵⁶ From Rowley S and Phillips R (eds) (2010) This publication provides UK-focused ingredients to help politicians 'communicate better and inspire us all'.

emphasise the multi-sectoral impacts of climate change. Tearfund commends the 4th IPCC report for doing this.⁵⁷

- Targeting government officials in environment ministries, as well as INGOs and civil society networks, identifying any politicians in influential positions who are already concerned about climate change, and forming alliances with them. New senior political commitment should also be sought through building relationships, lobbying and staging high-profile events where possible.
- Developed countries taking the initiative in funding ministers and government advisers and officials from developing countries to attend relevant conferences and training. Enabling processes are required to ensure this learning is retained within government ministries (see Section 4.8 on institutionalising knowledge, below).
- Civil society working through networks and consortia to push into action developing country governments and developed country and multilateral agencies; this work can be supported by INGOs as well as developed and developing countries.
- Awareness-raising at community level. Civil society has a key role here, to facilitate a two-way relationship between civil society and government – sharing community experiences with the government and raising awareness in the community of why changes are happening. This new community awareness can stimulate advocacy and put pressure on the government to take joined-up action.

Examples of strong climate change adaptation messages

'Nepal cannot escape from the consequences of climate change.'

Ministry of Environment, Nepal (2010) p3

'We believe that if we can implement the [Bangladesh Climate Change Strategy and Action Plan] in an integrated way and other countries join in similar efforts, we will be free of the "terror of climate".'

Prime Minister Sheikh Hasina, Bangladesh REF: MoEF, Bangladesh (2008)

4.2 Undertake consultative and participatory evidence-gathering

'[Any government consultative process on adaptation] needs to go beyond looking at the needs of the Department of Agriculture – to identifying the needs of the farmers. It needs to go beyond talk of climate impacts on the Department of Health or even hospitals – to ensure that any adaptation will address the health of the individual people.'

Personal communication with Shyam Jnavaly, Project Manager, ActionAid Nepal

Each government should develop a widely consultative process for carrying out a vulnerability assessment – to identify what capacity building and institutional building are needed, as well as what is required in terms of adaptation. The findings should be channelled to government bureaucratic officials and departments.

The findings in a country's NAPA (National Adaptation Programme of Action) are a good starting point for this vulnerability assessment, but countries should assess whether more information is required in order to make sound plans for a country-wide multi-sectoral adaptation strategy, and should also ensure that multiple layers of stakeholders have been consulted.

57 IPCC (2007), eg p18

'It was very challenging forming the [multi-stakeholder Thematic Working Groups] and it took a long time, but the delay was worth it to encourage buy-in from different ministries.'

'Representation of minorities and women and particularly farmers was very, very important in the TWG membership.'

'Even ministers went into the community and saw climate change impacts. During the transect appraisal exercise, they realised that climate change is really happening in the community. It really created the environment for ministers to understand and have an enhanced awareness of the experiences of various stakeholders.'

Tearfund's personal communications with people involved in the Nepal expanded NAPA process

Vulnerabilities in the following sectoral areas should be considered and prioritised according to the needs of the vulnerable and poorest people (see priority ministries listed in Bangladesh's 'pillars' in the case study on page 39 and the Nepal NAPA Thematic Working Group sectoral foci in the case study on page 36):

- Agriculture
- Disasters
- Education
- Energy (for both adaptation and mitigation purposes)
- Environment
- Fisheries
- Forests
- Health, including nutrition
- Local government
- Meteorology
- Natural resources and biodiversity, including coastal resources
- Rural development
- Urban settlement
- Water
- Women and children

Nepal has undertaken a consultative and participatory process to inform its 'expanded' NAPA. This process is described in the box on the following page.

BANGLADESH
Durgapodo Roy has lost his home four times to cyclone Aila and flooding.



Peter Caton / Tearfund

LESSONS LEARNED
Nepal's expanded
NAPA process

Stages in the Nepal NAPA process	Notes
25–26 May 2009	
Inception workshop attended by 110+ people from government, INGOs and NGOs, private sector, academia, media and developed countries.	From the start, Nepal's Ministry of Environment led this process and was seeking an integrated, cross-sectoral and multi-stakeholder process.
June 2009 onwards	
National- and regional-level consultation with stakeholders	Consultations were carried out to give consideration to, for example: youth and media; forestry and biodiversity; indigenous community, particularly indigenous women; and climate and disaster. Wider Reference Groups were formed for broader consultation with experts.
September 2009 onwards	
Mobilisation of six Thematic Working Groups (TWG), coordinated by line ministries. 1. Agriculture and food security 2. Climate-induced disasters 3. Public health 4. Forests and biodiversity 5. Water resources and energy The above five were identified at the Inception Workshop and the following one was added: 6. Urban settlement and infrastructure	There were also cross-cutting theme leaders who focused on gender and social inclusion, governance and tourism. The TWG were set up primarily to support the NAPA process through gathering information, and analysing it in order to prioritise adaptation options. However, they were also given the long-term mandate of forming part of the institutional framework for mainstreaming CCA into development initiatives in Nepal. ⁵⁸
Desk review, scoping and stocktaking	'The first activity of the TWGs was to stock-take and synthesise key literature and policy documents relevant to climate vulnerability and adaptation under each theme.' ⁵⁹
Climatic vulnerability assessment	This identified the most vulnerable regions, due to heavy pressure from climatic impacts coupled with low adaptive capacity and food and nutrition insecurity.
November 2009	
Transect Appraisal Exercises in three major river basin regions by TWG members	More than 60 government and NGO TWG members took part. Findings analysed by agro-ecological zone and thematic area.
Six thematic and two cross-cutting reports on climate vulnerabilities and adaptation options	
Consultation with Wider Reference Group of each TWG	
End of May 2010	
Adaptation options prioritised	Common criteria were used that were approved by the TWGs.
NAPA drafting	

Source: Adapted from Ministry of Environment Nepal (2010) p16

58 Nepal's *Draft NAPA Project Inception Report*, June 2009
http://www.napanepal.gov.np/pdf_reports/Inception%20Report%20August%2009%20for%20circulation.pdf

59 Ministry of Environment Nepal (2010) pxi

4.3 Improve communication around the science of climate variability and change

Tearfund consultations showed that there is discontent amongst community-based organisations about the lack of available, useful scientific information on climate change. It was commented that, even where weather stations keep records of information, it is often sold to other countries to help with weather forecasting, but that local people in country have very little access to it (unless they are willing to pay).

Good information on climate change is needed in more accessible formats because many development projects are at risk of failing. Farmers do not need to know what the '50 precipitation projections' are, but they need to know, for example, whether crop planting dates can be reliably forecast. They also need accurate seasonal forecasts for their local area, not just the whole country.

There will never be enough scientific information and false scientific certainty should not be offered because this can easily lead to maladaptation. Therefore, it is crucial to have a focus on building the adaptive capacity of communities, to enable them to live with a high degree of uncertainty.⁶⁰ However, rainfall predictions are increasingly accurate and these, alongside other less certain scientific scenarios, must be made available to communities if they are to be mobilised to adapt to their uncertain futures.

Late in 2010, Nepal launched a Knowledge Management Portal: www.climatenepal.org.np. It is very new and has yet to prove itself, but it could be a useful way of sharing and coordinating information, not just about the science of climate change but also about which adaptation programmes are being used to address the impacts of climate change. Other websites provide similar support.⁶¹

'We know of one community that is harvesting fish – they are doing a good job. But the water was becoming deoxygenated. So the community went to the government's fisheries department and were told: "We don't have experts and can't provide any support with this."

This kind of poor capacity, low outreach, of local government agencies means that local people don't trust them.'

Personal communication with NGO official, Nepal

4.4 Develop robust, inclusive, country-strategic adaptation action plans

Ad hoc actions in response to popular current issues highlighted by the media, such as one-off drought relief plans, may be vote-winners, and may also relieve short term stress, but they do not provide an equitable and sustainable solution.

In order to move on from taking a siloed approach, where each ministry works towards its own goals, central government needs to take systematic efforts towards an integrated approach. There is a need for action to set up effective, transparent governance frameworks for the integration of adaptation activities across ministries. Government processes on integration must embrace the actions of multiple stakeholders, particularly giving room for civil society involvement.

Most NAPA are not sufficient for developing countries' needs, though they can be fed into the development of the action plan and some of the work will not need to be repeated. The exception to this, as has been the case in Nepal, is the scenario where, if an 'expanded' NAPA process is initiated from the outset, it takes into account longer-term planning and government-wide interests.

60 Ensor J, (forthcoming 2011)

61 See <http://www.adaptationlearning.net/> and <http://tilz.tearfund.org/Topics/Environmental+Sustainability/Country+Climate+Profile.htm>

The climate change adaptation strategy and action plan should:

- Be country-owned: formed through a participatory, transparent process involving stakeholders across government, including local government, as well as developed country and multilateral agencies, NGOs and communities. It should therefore be country-owned (see Section 4.2 above). If sufficient expert input is not available in country, it may need to be 'brought in' eg via contracting INGOs. However, care should be taken to use government officers first, and in-country experts second, with external experts only used as a last resort. This is to enable learning and skills to stay in country, as well as for the sake of country relevance and country ownership
- Systematically address the issue of climate change and address both the 'urgent and immediate needs' (eg the flood is already happening) – as mandated by the NAPA – but also the medium- and long-term needs of the community (eg you know your country will suffer from significant flooding in the future)
- Coordinate adaptation responses across ministries – prioritising shared actions and providing mechanisms to prevent duplication and actions which, by acting in the interests of one ministry, create problems for another
- Include a mandate that all government projects should be screened by the planning commission (or equivalent government ministry) for their vulnerability to climate change and for their potential for harming the local environment and also for their carbon footprint
- Include a mandate that all ministries' plans and all level of government's plans (not just for adaptation) should be made climate-resilient and incorporate plans not to harm the environment
- Look at climate change adaptation through a human rights lens and an ecosystems survival lens – acknowledging vulnerability issues such as the rights of women, as set out in the Bali Action Plan
- **Not** stand alone but should be incorporated into national poverty reduction, development and economic growth plans eg government five-year plans, and Poverty Reduction Strategy Papers
- Be complemented by a country-owned fund that is not dependent on a single bilateral and multilateral funding source (see Section 4.11 below).

'If DFID is so keen on capacity building, then why use consultants instead of working directly with the government? As soon as the consultant leaves, we and they lose the learning... Donors say ministries are not coordinating. Therefore, why are DFID not coordinating with governments? They should be building relationship. They should be building trust. They should have a process for capturing learning. Stop repeated capacity building then losing the learning!'

Personal communication with a government official in Nepal, November 2010

LESSONS LEARNED

Bangladesh's Climate Change Strategy and Action Plan (BCCSAP)

The BCCSAP was approved in 2009 and has high-level political buy-in. The Bangladesh government's latest 'Five-year [development] Plan' incorporates all elements of the BCCSAP.

The BCCSAP builds on and supersedes the NAPA, which received contributions from many sectors and levels of society, and the BCCSAP is now the key document that directs Bangladesh's adaptation and mitigation work. This plan was designed with significant capacity from outside the government eg experts in NGOs and academia.

In Bangladesh, 14 ministries have a CC focal point – which is a cluster of people – and each ministry prioritises its own adaptation programmes under the leadership of the BCCSAP. These programmes will be funded following decisions by the board of the country's own Climate Change Trust Fund (CCTF).

The six 'pillars' or thematic areas of the BCCSAP are: food security, social protection and health; comprehensive disaster management; infrastructure; research and knowledge management; mitigation and low carbon development; and capacity building and institutional strengthening.

The BCCSAP and CCTF are hosted by the Ministry of Environment, which appears to be a practicable rather than ideal location for Bangladesh. An attempt has been made to overcome any lack of influence and coordinating power by having ten ministries represented on the CCTF, headed by the minister of the Planning Commission.

Despite this laudable progress in Bangladesh, we were told the following improvements are needed:

- More needs to be done to raise awareness and priority within ministries. Contacts indicated that only about four ministries are serious about climate change – the ministries of environment, water, agriculture and health.
- Although sectoral responses form part of the overall country adaptation plan, there is more room for coordination between those responses, such as through prioritising shared project applications to the CCTF.
- Bangladesh's processes on adaptation remain centralised, with little effort to build capacity of local government agencies and NGOs.

Source: Personal communications with various stakeholders in Bangladesh from government, NGOs and academia, November 2010

4.5 Create plans for the short, medium and long term

Short-term adaptation responses are urgently required as climate change impacts are already devastating for many of the poorest communities in developing countries. However, due to the likely projected increases in intensity and frequency of climate change impacts, it is necessary to make adaptation plans that also take into account future risks and uncertainty. Given the uncertainty of the projected scientific climate change scenarios, these plans should focus on building the adaptive capacity of communities and government services. Plans that are designed to increase resilience against uncertainty should be reviewed regularly against annual, decadal **and** centennial climate change projections as these 'distant and uncertain projections' will, by their very nature, change as time passes.

Developed countries' funding programmes are notorious for short-termism (see Section 4.11 below), and developed countries need to facilitate developing countries in planning for the medium- and long-term impacts of climate change, with a focus on building communities' adaptive capacities. Scientists should place greater emphasis on providing regularly updated projections for smaller geographical areas in a format that can be easily interpreted by all agencies engaged in development.

'You need to look at both short-term and long-term tendencies. In the short term, we know we have drought, but in the long term there is speculation there will be too much rain... So we are considering both scenarios when planning, so that one will not jeopardise the other.'

Personal communication with Ced Hesse, Principal Researcher of Drylands, Climate Change Group

4.6 Establish a national climate change adaptation (CCA) focal point

'There needs to be an institutional linkage which can hold the concept of climate change [within the government] – that recognises that climate change is an important issue and affects all development plans. So governments need to first recognise climate change and then have a focal point for dealing with it.'

Personal communication with Dr Atiq Rahman, BCAS

National focal points should be established for designing, managing and implementing the country's climate change adaptation strategy and action plan, and for providing expert advice about how this is integrated into national development plans. The role of this focal point can also be to form the board for a country-owned funding modality (see Section 4.11 below). The focal point should consist of a number of senior politicians and civil servants from priority ministries, as well as being representative of NGOs, civil society, academia and the scientific community.

The focal point could sit in either the Planning Commission, finance ministry, prime minister's office (or equivalent), or in the ministry of environment (or similar – hereafter always referred to as ministry of environment). In practice, to date, national focal points all reside in the ministry of environment, with the exception of Indonesia which has a climate change focal point at the Planning Commission.⁶²

Opinions vary on whether there is one most appropriate home for the climate change adaptation strategy and focal point. Tearfund suggests that ensuring that the focal point has certain key characteristics (see box below) is more important than where that focal point resides.

Concerns about the ministry of environment being its home include the fact that this ministry is often weak politically, with insufficient capacity to influence an across-government response, allocate money or channel the necessary technical expertise. There is also the concern that, when (or some would say 'if') adaptation funding is ramped up (either through the country's own sources or through multilateral and bilateral channels), the ministry of environment will perhaps not be willing to divide up this funding among other ministries but will want to hold onto money and power.

Concerns about the focal point sitting elsewhere (eg in the Planning Commission or finance ministry) include the fear that adaptation will be sidelined, with preference given to other issues higher up the existing political agenda. The argument is that these so-called focal points will not be as focused (as their name suggests) on taking adaptation forward, because climate change adaptation would be just one of many issues under consideration, and that officials and politicians within the environment ministries have greater technical understanding of climate change and are better placed as experts for effective decision-making.

62 See 'Developing country experiences' boxes on pages 14–17.

What makes an effective focal point?

The following qualities are necessary for an effective climate change adaptation focal point. Wherever it sits, it should have an inter-ministerial committee that has:

- authority and seniority and as such should be led by the prime minister or another senior minister; it should be a consortium of senior representatives from different ministries, as well as having good representation from civil society
- a leader and other members who understand the importance of prioritising climate change and the necessity to integrate climate change adaptation into all development plans, and has the necessary environmental technical knowledge to make effective decisions
- sufficient respect, influence and skills to coordinate work across various ministries and strong legal frameworks to ensure fair, transparent and accountable actions that are focused on reaching those who are the most vulnerable to the impacts of climate change
- the capacity to allocate money; though this could be a separate funding board, they could be one and the same institution
- the capacity to draw on different sectoral technical expertise, much of which is new; it needs to be expert in certain areas such as environment, water and economics, and should also have a good handle on other areas eg health
- mechanisms for retaining knowledge even when politicians involved move jobs: a strong civil service with good job-handover mechanisms, as well as good orientation and training for those new to the post, including field-based experience
- lead individual(s) with strong knowledge and skills: a person with an analytical mind is necessary, someone who is also enthusiastic for working in a joined-up way on climate change adaptation
- skills and resources for providing line management for individual ministries' focal points, including building their capacity and holding them to account for how they implement their own climate change strategies (see below).

Personal communications with various stakeholders in Bangladesh from government, NGOs and academia, November 2010 – particularly influenced by a conversation with Dr Atiq Rahman, BCAS

'The prioritisation of development interventions normally occurs in the Office of the President or Prime Minister, in Planning Agencies, or in Ministries of Finance. The process varies from country to country... The pervasive nature of interventions required across the economy to address climate-related vulnerability suggests that in some cases a Ministry with a broad mandate is helpful in ensuring a coordinated response.'

Source: Joint Agency Report (2003) p30–31

4.7 Appoint sectoral CCA focal points within each ministry

Each priority ministry should have its own climate change focal point, coordinated by the national CCA focal point. The sectoral CCA focal point, or climate change cell within each ministry, has the job of looking after climate change as an issue and ensuring the ministry's policies and programmes are resilient to the impacts of climate change.

The focal point needs to:

- understand and support the primary development objectives of the ministry
- understand the definition of vulnerability and measure the risks to its programmes from climate change

- implement and monitor and evaluate sectorally relevant poverty reduction plans that incorporate adaptation to climate change and building adaptive capacity, in partnership with other sectors as much as possible
- facilitate coordinated efforts on adapting to climate change with other ministries, levels of government and civil society, providing sectoral expertise.

'Normally, it is difficult to get cooperation across government ministries but the ministers have recognised that none of them can address climate change on their own. There has never before been such collaboration and for the first time ever most cabinet ministers met together in the ministry of environment. Previously, climate change was a low priority.'

Personal communication with Dr Rigoberto Cuellar, Honduras Minister of Environment and Natural Resources, December 2010

4.8 Institutionalise knowledge within and across ministries

'One of the most difficult problems the Ministry of Environment and Water has is the constant change in ministry staff that does not allow a continuous process...'

'The PNCC [National Programme on Climate Change] is growing in confidence again – we had lots of changes since last year. We had a team of 30: now we are 15 and only two have been here since 2006.'

Personal communication with a former member of the PNCC who previously worked in Bolivia's Ministry of Environment and Water

This serious issue needs a concerted response because knowledge on climate change is lost through politicians and government officials moving roles, with the result that adaptation programmes progress at a snail's pace. Climate change adaptation needs to be recognised as a major, long-term issue, requiring long-term government investment.

Tearfund offers some ideas for how the institutionalisation of knowledge can take place, through:

- establishing processes to ensure sectoral programmes are assessed and made resilient to climate change, avoiding climate change adaptation being developed as a separate sector
- regular sharing of learning through a variety of media (newsletters, email lists, websites, journals, events)
- decentralising authority and funding to local levels of government and building expertise at this level, where staff turnover may be lower (eg Nepal is doing this through its LAPA process, see p36(37))
- appointing a dedicated focal point in each ministry, which will help to retain knowledge when politicians move jobs
- ensuring plans and commitments are kept to through institutionalising legal processes
- producing induction and exit guidelines that new and departing staff are required to follow.

4.9 Align national development plans with the country-owned adaptation strategy

Climate change is an unavoidable stressor, affecting all development goals in all sectors. All development plans need to be adapted to take account of current, experienced impacts of climate change and future, predicted ones. Having a stand-alone, country-owned adaptation strategy is not enough – climate-resilient national development plans are required for fully integrated adaptation planning (see also Section 3 above).

4.10 Establish a dedicated adaptation fund

If there is no finance, adaptation cannot happen. Tearfund and others are pushing for funding for adaptation to be additional to developed countries' existing commitments of 0.7 per cent of ODA, since the effects of climate change are in addition to normal development pressures and because developed countries have historic responsibility for causing human-induced climate change. Action on adaptation needs to increase to address those additional pressures, and funding for adaptation needs to be additional to the 0.7 per cent of ODA. By merging adaptation activity with development activity, a synergy can be created, so that the resulting benefits for the poorest and most vulnerable people can be more than the sum of the parts.

The money needs to be additional, but then integrated into national development budgets. This could be done through an assessment of what additional proportion of the budget is required to make projects or programmes climate-resilient – and the dedicated adaptation fund would have to be allocated either proportionally, according to ministries' existing budgets, or via a bidding process, where ministries bid for the funds or demonstrate which sectors or project types are the most vulnerable. Funding would also need to be allocated to civil society. No 'adaptation only projects' should be funded, but instead development projects that are climate-resilient. Any projects designed to adapt to climate change should also be designed to ensure ongoing development.

The ideal and most sustainable situation is that each country has its own transparent and accountable adaptation funding modality into which it can invest its own country's money and a range of bilateral and multilateral funding (so that it is not reliant on one funding source). From this, it could disburse the funding to multiple sectors and actors. This funding should be aligned with programmes set out in the country's climate change adaptation strategy and action plan. It should have a multi-stakeholder board, including representation from priority ministries, senior politicians and civil society. Application processes should be transparent, with priority given to applications that work in cross-sectoral activities and with civil society representation.

However, many developed country and multilateral agencies are reluctant to invest in country-owned funds and they argue that their fiduciary assessments raise concerns regarding developing country capacity and regarding corruption and mismanagement of funds. Developed countries also are accused of wanting to be in control, and the global increase in economic uncertainty means that developed countries are currently even less likely to take risks.⁶³

Developing countries are frustrated with this because developed country and multilateral funding programmes:

- do not align with the country's own programmes, so the country has to adapt its priorities in order to access the funding, thereby preventing it from developing a sustainable, country-owned strategy
- focus on short-term outcomes, so that medium- and long-term planning is impossible for developing countries
- often use consultants in their implementation, which prevents learning from remaining in country.

Developed countries need therefore to:

- fulfil their international commitments and release adaptation funding
- commit to a transparent, short-term plan for transitioning towards the country's self-management of adaptation funds, for example: building capacity of government agencies and CSOs (stopping the use of consultants); establishing trust in their relationships with the government, and considering low-cost risks, such as releasing funding in instalments.

4.11 Build the capacity of local government and civil society

Non-government organisations (NGOs), community-based organisations (CBOs) and local government agencies all have significant roles to play in a country's climate change adaptation programme. The more

63 Personal communications with developed and developing country officials, November 2010

they can be involved in the design, planning and implementation of adaptation programmes, the more sustainable those programmes will be in the medium and longer term.

'We are a bit concerned with the current new constitution which devolves power to local counties. On one side, this is good because it gives greater authority to counties; on the other, it is challenging as the local level has a very big need for capacity building...'

'... Also, there is a complete disregard [at government level] for how plans are made... [or for] communities' decision-making processes. For instance, pastoralists' decisions are not reaching the government. When pastoralists face climatic problems, they gather together and take decisions. But the government is unaware of this and takes measures to help which are completely wasted. For instance, they sent the wrong type of maize to them, to the wrong place. Pastoralists are also not aware of how government decision-making works or how to let them know what they need.'

Personal communication with Ced Hesse, Principal Researcher of Drylands, Climate Change Group

The benefits of including local NGOs, CBOs and local government agencies (such as village and district development committees) in national government-led and government-funded action on adaptation, include:

- a greater likelihood of adaptation funding reaching the community level due to greater transparency and accountability
- a building of local adaptive capacity, which means there will be stronger local ability to respond to new stresses caused by a changing climate
- greater ownership and support of local people for government projects, which makes them more likely to be effective in achieving their intended outputs
- greater sustainability because projects are more likely to be seen as relevant in the community, responding to their felt needs with appropriate technologies
- more transparency, fairness and accessibility – the more involved multiple stakeholders are, the more likely this will be
- greater scaleability of all projects because they are joined up – civil society work joined up with NGO work joined up with government work – reducing potential duplication and maladaptation

In order for local government and CSOs to be involved, government, INGO and developed country activities can strengthen local capacity through:

- building on possibly existing government frameworks for working with and building the capacity of civil society
- establishing new, or strengthening existing, intermediary multi-stakeholder agencies or consortia (eg of NGOs) that can assess applications from NGOs for the government, and monitor progress
- building capacity of NGOs and CBOs directly to equip them with the knowledge of climate change impacts, and the skills to incorporate climate change into their development processes and allocate their resources. They can also help local government and CSOs identify other stakeholders who can support them in this work, apply for funding, write project proposals, manage projects and fulfil monitoring requirements
- pushing for central government buy-in that results in, for example, the government making a compact with civil society to embed greater interaction and cooperation with civil society into standard government practice, creating opportunities for greater dialogue and, indirectly, building local agency capacity
- establishing clear legislation (following a participatory decision-making process) which underlines that civil society agencies should have access to a specified proportion of funding, and that priority will be given to all applications, including from national government agencies where local agencies are participating and implementing agencies.

A report, *Meso-level partnerships for disaster risk reduction and climate change adaptation – and how they address underlying drivers of risk*, a joint publication by Christian Aid, Practical Action and Tearfund, is due to be released in May 2011. It 'seeks to draw attention to the interface between national and community/local levels, and between civil society and government [ie] meso-level partnership forums', working on the premise that improved governance which is inclusive of the poor is fundamental for addressing the underlying drivers of risk, including 'declining ecosystems, fragile rural livelihoods, weak urban governance and a lack of social protection'.⁶⁴

Nepal is developing Local Adaptation Plans of Action (LAPA), and lessons learned are described below.

LESSONS LEARNED

Nepal's Local Adaptation Plan of Action (LAPA)

Nepal's development of the decentralised LAPA, which allows for adaptation funding to be managed by the already established district development committees (DDCs), is one attempt to ensure developed country money reaches the poorest people. The Nepali government seems open to funds going direct to the DDCs, and indeed has committed in its NAPA framework that 80 per cent of the budget for the NAPA implementation will go to village-level implementation. The government requires that the LAPA actions reflect the national NAPA areas of priority. The Nepali government is an interim government and the political situation is unstable; it is hoped that, by investing in adaptation via local district offices, the changes in the government will have less impact, allowing for functionality and for sustainable continuity of local adaptation actions. There will also be the opportunity for national institutions working on delivering on the NAPA to learn from the LAPA experience, and to emulate similar action at other tiers of government. The NAPA document provides support for the LAPA action as it ambitiously sets out that 80 per cent of adaptation financing will reach district level.

The LAPA programme aims to:

- produce some mechanisms to implement the NAPA at local government level – forming local-level plans
- build local government capacity to have direct access to multilateral adaptation funding, with the intention of that funding reaching those most vulnerable to climate change impacts
- give meaning to the broad nature of the NAPA programmatic priorities through local identification of specific projects that complement the NAPA.

The LAPA programme, in 2010/11, was being 'cautiously tested' through the work of six NGO partners who were piloting one of the six thematic working group areas, each looking at how to:

- identify what additional initiatives are needed by the DDCs in order to respond to the additional stresses at the local level caused by climate change
- mainstream climate change into Nepal's existing DDC structure
- identify measures through which to improve the adaptive capacity of communities and identify different needs of different groups in the planning process
- identify how service delivery can work at local level
- identify important monitoring and evaluation structures
- foster output-oriented initiatives at local level.

DFID and the EU are giving US\$20 million towards the LAPA programme – US\$4 million to be spent at a national level and US\$16 million to The Challenge Fund, to be divided between ten of Nepal's districts (not equally, but rather proportional to vulnerability and population size). The programme will run for four years in the ten districts, and will start in March 2011 at the latest.

Personal communications with consultants, NGOs, DFID and government officials in Nepal

64 Venton P (to be released May 2011) *Meso-level partnerships for disaster risk reduction and climate change adaptation – and how they address underlying drivers of risk*. Christian Aid, Practical Action and Tearfund Background Paper to the 2011 Global Assessment Report on Disaster Risk Reduction, UNISDR

4.12 Promote the alignment of developed country and multilateral agency adaptation programmes with the country's own adaptation strategy

The country's climate change adaptation strategy and action plan should be supported by developed country and multilateral agency policies that also help set the standard for transparency and accountability. Nepal has set out a development partner compact that provides a good example of how governments can ensure bilateral and multilateral activity on adaptation is aligned with their own. In Nepal, the experiences of developed country and multilateral agencies being involved in the expanded NAPA writing process (which acts as the country's climate change strategy and action plan), and the strong support the other stakeholders have for this NAPA, have enabled developed country agencies to be confident and willing to align their activities.

LESSONS LEARNED

Nepal's Compact on Climate Change

An understanding between the government of Nepal, Ministry of Environment and development partners on ways to address climate change challenges

Quotes from the compact:

'The Government recognises the need to ensure that climate resilience is integrated into all development work. Each line ministry will lead the integration of climate resilience in their sector. The development partners recognise the need for harmonisation and coordination in these efforts.'

'The development partners recognise the need for harmonisation and coordination in these efforts...'

'The development partners will organise themselves, with defined roles and responsibilities of each agency and facilitating partner. Communication will be maintained directly with the Government of Nepal on the availability and allocation of technical and financial resources on climate change...'

'The development partners agree to harmonise and align actions on climate change towards assisting the Government of Nepal...'

Signed by 14 bilateral and multilateral agencies, plus Nepal's Ministry of Environment.

NEPAL
A farmers' cooperative practises crop diversification.



Prabodh Malla

5 Conclusions and recommendations

The integration of adaptation into national development planning is not a panacea that will solve all development challenges faced by developing countries, but it presents an unparalleled opportunity to build on the synergies between climate change and development to enable poor people to adapt effectively to climate change. In order to achieve genuine and lasting adaptation action, there must be strong ownership and active participation of affected citizens and local actors. There is a pressing need to build participatory relationships between state, civil society, grassroots institutions and citizens, which result in greater state accountability and transparency and which also lead to broad-based alliances and coalitions within the broader context of sustainable development and poverty alleviation.⁶⁵

There are still a number of major challenges that must be overcome to ensure effective integration, the primary one being that there is little money for adaptation coming from developed countries. The second major challenge, which is more dependent upon developing country governments, is that effective integration requires cooperation and coordination at multiple levels and between the diverse range of actors and institutions. While some progress has been made in recent years in this direction, there is still a need for much greater integration. The following practical integrated approaches will enable greater participation and alliance-building between multiple sectors and multiple agencies, and will therefore lead to more sustainable adaptation programmes.

5.1 Main report recommendations – building blocks for achieving integration

Action is required by multiple agents: policy decision-makers in developing country governments; developed country and multilateral agencies; local NGOs and civil society; and INGOs and expert advisers such as academics and scientists.

Developing country governments, with the support of the above stakeholders, need to:

- **Provide senior political leadership to drive activity from the top – based on an understanding of climate science and climate politics**

To date, nearly all developing countries leave their climate change adaptation work in the hands of a small number of officials in the ministry of environment; officials who have little authority to achieve a whole of government response. There is a pressing need for awareness-raising activities.

- **Undertake consultative and participatory evidence-gathering**

Participatory processes can lead to a country-owned climate-resilient national development plan and to greater government accountability for ensuring that action on adaptation reaches the poorest and most vulnerable people. Nepal's expanded NAPA process was effective in achieving countrywide ownership of a national adaptation plan.⁶⁶

- **Improve communication around the science of climate variability and change**

There are huge uncertainties around climate science and a lack of information that is perceived to be practically useful or relevant at ground level. Good information on climate change is needed in more accessible formats because many development projects are at risk of failing due to negative impacts from climate change and because lack of information creates a barrier to involving local actors in

65 The insights of Marcus Oxley, Chair of the Global Network of Civil Society Organisations for Disaster Reduction, provided the basis for this paragraph.

66 See page 17.

adaptation planning. Building the adaptive capacity of communities also needs to be a policy focus, to enable communities to live with a high degree of uncertainty.

■ **Develop robust, inclusive, country-strategic adaptation action plans**

Ad hoc actions in response to popular current issues highlighted by the media, such as one-off drought relief plans, may be vote-winners, and may also relieve short term stress, but they do not provide an equitable and sustainable solution. In order to move on from taking a siloed approach, where each ministry works towards its own goals, central government needs to take systematic efforts towards an integrated approach. This should involve forming a climate change strategy and action plan, as Bangladesh has already done.⁶⁷ In addition, this plan should be incorporated into a climate-resilient national development plan, such as government five-year plans or Poverty Reduction Strategy Papers.

■ **Create plans for the short, medium and long term**

Developed country and multilateral agency programmes are notorious for short-termism⁶⁸ and, of course, short-term adaptation responses are urgently required as climate change impacts are already devastating for many of the poorest communities in developing countries. However, due to the likely increase in intensity and frequency of climate change impacts, it is necessary to make adaptation plans that also take into account future risks and uncertainty. Given the uncertainty of the projected scientific climate change scenarios, these medium- and long-term plans should focus on building the adaptive capacity of communities and government services. Plans that are designed to increase resilience against uncertainty should be reviewed regularly against annual, decadal and centennial climate change projects. These 'distant and uncertain projections' will, by their very nature, change as time passes.

■ **Establish a national climate change adaptation (CCA) focal point**

National focal points should be established for designing, managing and implementing the country's climate change adaptation strategy and action plan, and for providing expert advice and support on how this is integrated into national development plans. The focal point should consist of a number of senior politicians and civil servants from priority ministries, as well as being representative of NGOs, civil society, academia and the scientific community. The focal point could sit in either the planning commission, finance ministry, prime minister's office (or equivalent), or in the ministry of environment.

■ **Appoint sectoral CCA focal points within each ministry**

Unhealthy competition for finance and power can exist between ministries, and development priorities can conflict directly with climate change adaptation priorities. Likewise, short-term economic benefits can distract from longer-term sustainability requirements. Each priority ministry should have its own climate change focal point, and this can be an individual or cluster of people, who have the job of looking after climate change as an issue, understand and support the primary development objectives of the ministry and ensure the ministry's policies and programmes are resilient to the impacts of climate change.

■ **Institutionalise knowledge within and across ministries**

The rapid rotation of politicians and civil servants has been noted as a primary obstacle to integration. This serious issue needs a concerted response because knowledge on climate change is lost when people change roles, with the result that adaptation programmes progress at a snail's pace. Climate change adaptation needs to be recognised as a vital, long-term issue, requiring long-term government investment.

67 See box on page 39.

68 See Section 4.11 on page 43.

■ **Align national development plans with the country-owned adaptation strategy**

Climate change is an unavoidable stressor, affecting all development goals in all sectors. All development plans need to be adapted to take account of current, experienced impacts of climate change, as well as future, predicted ones. Having a standalone country-owned adaptation strategy is not enough: climate-resilient national development plans are required for fully integrated adaptation planning.

■ **Establish a dedicated adaptation fund**

If there is no finance, adaptation cannot happen. The money needs to be additional, but then integrated into national development budgets. The ideal and most sustainable situation is that each country has its own transparent and accountable adaptation funding modality into which it can invest its own country's money and a range of bilateral and multilateral funding too (so that it is not reliant on one funding source). From this source, it would disburse the funding to multiple sectors and actors.

■ **Build the capacity of local government and civil society**

The more local government and civil society organisations can be involved in the design, planning and implementation of adaptation programmes, the more sustainable those programmes will be for the medium and longer term. The individual, organisational, networking and financial institutional capacity of local government and civil society agencies must be increased, to produce an effective, integrated approach to adaptation. Capacities need to be increased to enable agents to have: improved knowledge of climate change impacts; and the necessary skills for incorporating climate change into their development processes, allocating their resources and identifying other stakeholders who can support them in this work. Agents also need capacity building to enable them to apply for funding, write project proposals, manage projects and fulfil monitoring requirements. Nepal's Local Adaptation Programme of Action is one mechanism for increasing local government and civil society involvement in the national adaptation programme.⁶⁹

■ **Promote the alignment of developed country and multilateral agency adaptation programmes with the country's own adaptation strategy**

The country's climate change adaptation strategy and action plan should be supported by developed country and multilateral agency policies that also help set the standard for transparency and accountability. Nepal has set out a development partner compact that provides a good example of how governments can ensure bilateral and multilateral activity on adaptation is aligned with their own.⁷⁰

69 See page 45.

70 See page 46.

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