



GCCA Global Policy Event 2013

Brussels, 18-20 September 2013

Background document

From NAPAs to NAPs, NAMAs, LEDS and DRR strategies¹: the role of country-led climate and disaster risk reduction mainstreaming



Photo credit: Catherine Paul

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¹ NAPAs = national adaptation programmes of action; NAPs = national adaptation plans; NAMAs = nationally appropriate mitigation actions; LEDS = low-emission development strategies; DRR = disaster risk reduction.



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DISCLAIMER

This background document has been prepared using a subset of the very large pool of documents and information available on UNFCCC-related processes, and on information on GCCA-supported interventions available at the GCCA Support Facility. In spite of the authors' best efforts, it may contain errors and/or omissions. It is a working document prepared to provide a basis and framework for discussions at the GCCA Global Policy Event 2013, and should not be taken as a policy document nor a definitive and comprehensive review of the issues addressed. The background document reflects the views of the authors including contributions from the review team; it is not intended and should not be taken to reflect the views of the European Union.



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1. INTRODUCTION

1.1. ABOUT THE GLOBAL POLICY EVENT AND THIS BACKGROUND DOCUMENT

In September 2013, the European Commission will be hosting a GCCA Global Policy Event. The 2013 Global Policy Event aims to:

- Extract lessons learned through the GCCA experience to date on various topics of relevance to the current climate negotiation streams.
- Based on experiences from the GCCA across the world, promote dialogue and exchange between practitioners and negotiators involved in the United Nations Framework Convention on Climate Change (UNFCCC) and related processes, with a view to informing the next Conference of the Parties (COP).

The Global Policy Event will explore four topics which are of critical importance to both climate negotiators and practitioners:

1. **From NAPAs to NAPs, NAMAs, LEDS and DRR strategies²: the role of country-led climate and disaster risk reduction mainstreaming.**
2. Making climate finance effective: strengthening national public financial management and budgetary systems.
3. From forests to sustainable land management: creating synergies between adaptation and mitigation.
4. Monitoring, reporting and verification (MRV): what are the implications for strengthening climate information and national monitoring systems?

The discussions will be informed by a series of four background documents. Each background paper will provide a snapshot of the international state of play, GCCA approaches and experience, and propose open questions to frame the discussions of the Global Policy Event.

The technical papers and outcomes from the event will feed into the 2013 GCCA yearly publication on the above subjects and a related side event at the next COP in Warsaw (November 2013).

This paper covers the first topic. After an introduction in Section 1, Section 2 provides an overview of the planning and programming mechanisms for climate change mitigation and adaptation set up in the context of the UNFCCC, while Section 3 summarises international initiatives related to disaster risk reduction. Section 4 progresses the discussion, commenting on key opportunities and challenges to climate change and DRR related mainstreaming, and providing examples of how these can be achieved drawn from the GCCA. Section 5 concludes with proposed questions for discussion at the Global Policy Event.

² NAPAs: national adaptation programmes of action; NAPs: national adaptation plans; NAMAs: nationally appropriate mitigation actions; LEDS: low-emission development strategies; DRR: disaster risk reduction.

1.2. ABOUT THE GLOBAL CLIMATE CHANGE ALLIANCE (GCCA)

The GCCA is the initiative of the European Union to strengthen dialogue and cooperation on climate change with developing countries most vulnerable to climate change, in particular least developed countries (LDCs) and small island developing states (SIDS).

By the end of 2013, the GCCA will comprise 45 programmes in 35 countries and 8 regions and sub-regions within an envelope of €290 million. The GCCA provides a wealth of experience and knowledge in the areas of climate change mainstreaming into national development processes, climate change adaptation and disaster risk reduction (DRR), sustainable land management and reducing emissions from deforestation and forest degradation (REDD+), climate finance and aid effectiveness, and institutional strengthening for addressing climate change.

As the experience grows across the globe, it is critical that the GCCA ensures that the knowledge generated from its implementation informs the international climate debate.

2. MITIGATION AND ADAPTATION PLANNING AND PROGRAMMING IN THE CONTEXT OF THE UNFCCC

2.1. MITIGATION-FOCUSED PLANNING AND PROGRAMMING INITIATIVES AND WORK STREAMS

The Convention requires all Parties, according to their responsibilities, development priorities and capacities, to formulate and implement programmes containing **measures to mitigate climate change by addressing anthropogenic greenhouse gas (GHG) emissions as well as their removal by sinks**. Periodic reporting of GHG emissions and removals in national GHG inventories, with different obligations applying to developed and developing countries, supports the monitoring and verification of progress against mitigation objectives and pledges.³

Developed countries, in particular, are required to adopt national climate change mitigation policies addressing both the limitation of emissions and the enhancement of carbon sinks and reservoirs. Developing countries are also invited to develop and implement mitigation measures – but only to the extent to which they benefit from financial, technological and capacity building support for doing so, and taking into account that “social and economic development and poverty eradication are [their] first and overriding priorities”.

The sub-sections below summarise the current status in the development of NAMAs and LEDS.

2.1.1. NATIONALLY APPROPRIATE MITIGATION ACTIONS BY DEVELOPING COUNTRIES

The *Bali Action Plan* (2007) calls for consideration of **nationally appropriate mitigation actions (NAMAs)** by developing countries in the context of sustainable development, supported and enabled by technology, financing and capacity building, in a measurable, reportable and verifiable manner.

COP16 (Cancún, 2010) agreed that NAMAs would be undertaken with a view to achieving a deviation of emissions relative to “business-as-usual” emissions in 2020. Developing countries have been invited to submit their NAMAs to the UNFCCC secretariat on a voluntary basis – which over 50

³ For more information on reporting requirements, see the background paper entitled *Monitoring, reporting and verification (MRV): what are the implications for strengthening climate information and national monitoring systems?*

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of them, plus the African Group, have done so far. NAMAs have been compiled in various information documents, and as it turned out that they are **very diverse in nature and scope**, COP16 launched a work programme to “further the understanding of their diversity”. COP16 agreed to establish a **registry of NAMAs** to provide information about existing NAMAs and also to facilitate the matching of proposed measures and activities with the available financial, technological and capacity building support. A prototype version of this registry has been on-line since April 2013⁴, and a full release version should be available in October 2013.

Workshops⁵ to further the understanding of the diversity of NAMAs have highlighted that:

- NAMAs are at different stages of development, from initial planning to the final stage of formulation to active implementation.
- NAMAs range from community-based and local projects to programmes involving one or more sectors, to economy-wide emission reductions strategies. A variety of policy instruments and incentives are used to support them.
- Some seek international support for implementation while others are domestically funded.
- External support is notably needed to determine reference levels, project GHG emissions, estimate mitigation outcomes, assess incremental investment costs, and prepare low-emission development strategies.
- NAMAs are often prepared and implemented in the context of wider national action plans and development strategies and multi-stakeholder, participative approaches.

2.1.2. LOW-EMISSION DEVELOPMENT STRATEGIES

The concept of **low-emission development strategy (LEDS)** was first introduced in the UNFCCC agenda in the *Copenhagen Accord* (2009), which stipulated that “a low-emission development strategy is indispensable to sustainable development” and that “developing countries, especially those with low-emitting economies, should be provided with incentives to continue to develop on a low-emission pathway”.

The *Cancún Agreements* (2010) went a step further by formally requesting developed countries to develop low-carbon development strategies or plans, while developing countries were “encouraged” to do so in the context of sustainable development. The need to provide incentives in support of LEDS was invoked as a motive for establishing a new market-based mechanism to promote mitigation actions.

At COP17 (Durban, 2011), developing countries were again encouraged to develop LEDS “recognizing the need for financial and technical support by developed countries for their formulation”, and invited to share their experience in formulating them. These invitations were reiterated by COP18 (Doha, 2012), which requested the UNFCCC secretariat to organise regional technical workshops and prepare technical material to build capacity in the preparation, submission and implementation of NAMAs and the formulation of LEDS.

While the term “low-emission development strategy” appeared in the international climate negotiations in 2009, a number of countries (both developed and developing) had started working on “low-carbon” development strategies, “climate-compatible” development plans or similar climate

⁴ See http://unfccc.int/cooperation_support/nama/items/7476.php.

⁵ Workshop summaries and other documents can be accessed from: <https://unfccc.int/focus/mitigation/items/7172.php>.

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change mitigation strategies or plans before that, so this is not an entirely new field. However, recent COP decisions requesting or encouraging the preparation of LEDS have created new momentum.

In practice, there are **various approaches to developing a LEDS**:

- The top-down approach begins from an overall policy objective and emission reduction goal before moving to the identification and prioritisation of NAMAs in various sectors; it typically relies on the results of macroeconomic modelling.
- The bottom-up approach starts with the identification and analysis of emission reduction options in various sectors to determine, quantify and prioritise NAMAs; overall emission reduction and other policy objectives are determined after integrating and prioritising bottom-up results.
- Alternatively or complementary, low-emission development concerns can be integrated into existing strategies (e.g. energy, transport, agriculture, forestry). The emission reductions associated with various possible measures are quantified and prioritised, and priority measures are then implemented as NAMAs integrated in the relevant sector strategies. This approach is suitable for countries that have already developed a set of comprehensive policies for key sectors, and wish to move to low-emission development without necessarily creating a LEDS.

Various initiatives are under way to support developing countries in the preparation of LEDS. These include (mentioning just a few):

- The **Low Emission Capacity Building Programme**⁶, implemented by UNDP with EU and other support (for a short description, see Box 4 in Section 4.4).
- The **UNDP programme to support the development of green, low-emission and climate-resilient development strategies**⁷.
- The **LEDS Global Partnership**⁸, which was set up to advance climate-resilient, low-emission development through coordination, exchange of information and cooperation among programmes that support LEDS and national institutions involved in developing them.

2.2. ADAPTATION-FOCUSED PLANNING AND PROGRAMMING INITIATIVES AND WORKSTREAMS

The UNFCCC considers adaptation to refer to “adjustments in ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects or impacts. It refers to changes in processes, practices, and structures to moderate potential damages or to benefit from opportunities associated with climate change.”

The sub-sections below describe adaptation-related activities in the context of LDCs and NAPAs, the *Nairobi work programme*, the *Cancún Adaptation Framework* and NAPAs.

⁶ See <http://www.lowemissiondevelopment.org/>.

⁷ See http://www.undp.org/content/undp/en/home/ourwork/environmentandenergy/focus_areas/climate_strategies.html.

⁸ See www.ledsgp.org.

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2.2.1. LEAST DEVELOPED COUNTRIES WORK PROGRAMME AND NAPAS

At COP7 (Marrakech, 2001), in application of Article 4.9 of the Convention which requires that full account be taken of the specific needs and situations of LDCs, Parties established a Least Developed Countries work programme that aimed to:

- Support the preparation of national adaptation programmes of action (NAPAs).
- Support the development and transfer of technologies, particularly adaptation technologies.
- Strengthen the capacity of meteorological and hydrological services to collect, analyse, interpret and disseminate climate-related data and information.

At the same COP, the **LDC Expert Group (LEG)** was set up to provide technical support and advice to LDCs on NAPA preparation and implementation⁹, and the Least Developed Countries Fund (LDCF) was established under the management of the Global Environment Facility (GEF) to support the LDC work programme, including assistance for the preparation and implementation of NAPAs. The LDC work programme is still in operation, with an extended mandate.

The **NAPA process** was set up to help LDCs identify priority activities that respond to their **most urgent and immediate needs to adapt to climate change**. NAPAs are **meant to be action-oriented, country-driven, flexible, based on national circumstances and easily understood** by decision makers and the general public. The NAPA preparation process typically builds on the analysis of available information about current climate variability and projected future climate trends, and on a participatory assessment of climate variability and climate change vulnerabilities and impacts on key sectors, to identify key adaptation needs and the related adaptation options and measures. These are then prioritised on the basis of nationally agreed criteria (including vulnerability and urgency, but also for example the potential to support local livelihoods, synergy with national priorities, technical feasibility, cost-effectiveness, and more) to result in the selection of a limited **number of priority actions**, for which a short profile is provided. Throughout the process, prominence is to be given to community-level inputs as an important source of information. Priority sectors addressed in NAPAs are agriculture and food security, water resources, coastal zone management, and early warning and disaster risk management.

Once a NAPA has been adopted and communicated to the UNFCCC secretariat, it becomes eligible for **implementation support by the LDCF**. NAPA implementation can also be supported by other sources of multilateral and bilateral funding. As of 2013, all 49 LDCs had submitted their NAPA – and 45 of them had officially submitted a request for implementation support for one or more NAPA projects.

Lessons learned from the NAPA process include the following:

- The NAPA process raised awareness of climate change across all levels of government and society and **helped build experience and capacity with respect to adaptation**. Taking a country-driven approach and using locally defined criteria for ranking vulnerabilities and prioritising adaptation projects helped to build buy-in from stakeholders, and identify priority projects corresponding to real priorities and involving wider developmental benefits.
- With regard to implementation, efforts made to **simplify application and project management procedures** (after a difficult start) gradually made it easier for LDCs to access LDCF resources,

⁹ The mandate of the LEG has now been extended to the provision of guidance for the preparation and implementation of national adaptation plans (see section 2.2.3).

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resulting in increased approval and disbursement of funds. LDCF approvals increased from US\$100 million in 2009 to US\$254 million by 1st May 2012.¹⁰

- On the less positive side, in many countries, NAPA teams were disbanded shortly after the conclusion of the preparation of NAPA reports. This may have led to a loss of momentum, which was compounded by the lack of clear guidance on the development of an implementation strategy. **Lack of preparation, insufficient capacities and poor institutional arrangements** (including coordination mechanisms) considerably **slowed down NAPA implementation**. This, in turn, generated frustration in some countries where the NAPA process had raised high expectations. Other frequent issues include the **insufficient integration of NAPA priority actions in national and sector development strategies**, and the fact that available resources turned out to be too limited to address the needs of all sectors and vulnerable regions, especially in large LDCs.

2.2.2. NAIROBI WORK PROGRAMME ON IMPACTS, VULNERABILITY AND ADAPTATION

Following the Buenos Aires programme of work on adaptation and response measures (2004), COP11 (Montreal, 2005) adopted a work programme to address climate change impacts, adaptation and vulnerability. The UNFCCC Subsidiary Body for Scientific and Technological Advice further elaborated the indicative list of activities under this work programme, and in 2006, at its 25th meeting in Nairobi, Parties adopted the related conclusions and renamed the work programme. Expected outcomes of the *Nairobi work programme* include, among others:

- Enhanced capacity at all levels to identify and **understand impacts, vulnerability, and adaptation responses**, and to select and implement practical, effective and high-priority adaptation actions.
- Enhanced **integration of adaptation actions with sustainable development**.

Recent areas of work under the *Nairobi work programme* include the compilation of case studies on national adaptation planning processes. By gathering information and bringing in practitioners and experts in their relative fields, the *Nairobi work programme* has so far been successful in contributing to an enhanced and more widely shared knowledge of adaptation issues.

2.2.3. CANCÚN ADAPTATION FRAMEWORK AND NAPs

In the wake of the *Bali Action Plan* which calls for enhanced action on adaptation, COP16 (Cancún, 2010) affirmed that adaptation must be addressed with the same level of priority as mitigation, and accordingly established the **Cancún Adaptation Framework** to strengthen action in this area. It includes five clusters:

- **Implementation:**
 - All Parties to the Convention are invited to plan and implement adaptation actions, in the form of **projects and programmes**, and to use existing reporting channels (including national communications) to provide information on support provided or received and on activities undertaken in relation to adaptation.
 - They are also invited, among other aspects, to **enhance climate-related disaster risk reduction strategies**, taking into consideration the Hyogo Framework for Action¹¹.

¹⁰ See http://www.thegef.org/gef/sites/thegef.org/files/documents/LDCF.SCCF_CRP1.pdf.

¹¹ For more information, see section 3.1 and <http://www.unisdr.org/we/coordinate/hfa>.

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- A process is set up to help **LDCs** formulate and implement **national adaptation plans (NAPs)** with a medium- to long-term perspective, building on their experience in preparing and implementing NAPAs – while other developing countries are invited to use the modalities formulated in this context to plan their own adaptation actions.
- **Provision of support**, in the form of long-term, scaled up, predictable, new and additional finance, technology, and capacity building to implement adaptation actions at local, national, sub-regional and regional levels.
- **Institutions** (including the setting up of an Adaptation Committee under the Convention).
- **Principles** underpinning action on adaptation:
 - Adaptation activities should follow a **country-driven**, gender-sensitive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems.
 - They should be based on and **guided by the best available science** and, as appropriate, traditional and indigenous knowledge.
 - They should be undertaken with a view to integrating adaptation into relevant social, economic and environmental policies and actions – in other words, **adaptation should be mainstreamed into other policies and strategies**.
- **Stakeholder engagement**: relevant multilateral, international, regional and national organisations, the public and private sectors, civil society and other relevant stakeholders are invited to undertake and support enhanced action on adaptation at all levels.

The *Cancún Adaptation Framework* establishes two major new workstreams: one dedicated to NAPs, and one to loss and damage; this paper focuses on the former. It also recognises that enhanced understanding, coordination and cooperation with regard to climate change-induced displacement, migration and planned relocation are required, and consequently migration policies and measures to address population displacement need to be part of adaptation strategies.

The **NAP process** was set up to enable LDCs to formulate and implement NAPs as a means of identifying medium- and long-term adaptation needs, and developing and implementing strategies and programmes to address them. Its ultimate objectives are to reduce vulnerability to the impact of climate change **by building adaptive capacity and resilience; and also to facilitate the integration of climate change adaptation into development planning processes and strategies**, within all relevant sectors and at different levels. In so doing, the NAP process moves beyond the NAPA approach and aims to set up evolving and wider adaptation processes. The NAP process is intended to be non-prescriptive, to avoid the duplication of efforts undertaken in-country, and to facilitate country-owned, country-driven action.

Initial guidelines for the formulation of NAPs were adopted at COP17; more comprehensive technical guidelines¹² were then prepared by the LEG and published in December 2012. These describe a step-by-step process (to be applied flexibly, taking account of national circumstances) through which NAPs can be developed. This process is based on the following key elements:

- **Laying the ground and addressing gaps**: this includes taking stock of available information on climate change impacts and vulnerabilities, assessing gaps in the enabling environment for conducting the NAP process and the related needs, addressing capacity gaps, and comprehensively and iteratively assessing development needs and climate vulnerabilities.

¹² They are available from:

http://unfccc.int/files/adaptation/cancun_adaptation_framework/application/pdf/naptechguidelines_eng_high_res.pdf.

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- **Preparatory elements:** this covers the analysis of current and future climate scenarios, the assessment of climate vulnerabilities and the identification of adaptation options at various levels, the review and appraisal of adaptation options, the compilation and communication of NAPs, and the **integration of climate change adaptation into national and sub-national development and sectoral planning**.
- **Implementation strategies:** this includes **prioritising adaptation in national planning**, developing a long-term adaptation implementation strategy, enhancing capacity for planning and implementing adaptation, and promoting coordination and synergy at the regional level and with other multilateral environmental agreements.
- **Reporting, monitoring and review** of the NAP process, including outreach and iteratively updating the NAP.

Based on the available guidelines and resources, LDCs are encouraged to start their NAP process. This can be undertaken in parallel with the implementation of NAPA projects, which will continue to receive support notably from the LDCF. Non-LDC developing countries are similarly encouraged to get started with their own version of the NAP process, and the Adaptation Committee is in the process of developing modalities for supporting non-LDC developing countries in the planning and implementation of their adaptation measures, including through the use of NAP modalities. The GEF has been requested to financially support the launch of the NAP process through the LDCF, while considering options for using the Special Climate Change Fund to provide similar support to non-LDC developing countries. Other multilateral and bilateral agencies and other relevant organisations are also invited to mobilise financial support for these processes.

3. INITIATIVES RELATED TO DISASTER RISK REDUCTION

3.1. THE INTERNATIONAL FRAMEWORK FOR DISASTER RISK REDUCTION

International action on disaster risk reduction (DRR) is driven by a number of resolutions from the UN General Assembly. It takes place in the framework of the International Strategy for Disaster Reduction, which is managed by the United Nations Office for Disaster Risk Reduction (UNISDR)¹³.

The UN strategy reflects a shift from the traditional emphasis on disaster response to disaster prevention and disaster risk mitigation through improved preparedness. It is implemented through the **Hyogo Framework for Action (2005-2015)**¹⁴, adopted by 168 countries at the World Conference on Disaster Reduction in 2005. This framework establishes a common global agenda for risk reduction, based on **five priorities for action that are fully compatible with climate change adaptation objectives and processes**:

- Ensure that DRR is a national and local priority with a strong institutional basis for implementation.
- Identify, assess and monitor disaster risks and enhance early warning.
- Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
- Reduce the underlying risk factors.
- Strengthen disaster preparedness for effective response at all levels.

¹³ See <http://www.unisdr.org>.

¹⁴ Available from: <http://www.unisdr.org/we/coordinate/hfa>.

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The DRR Global Platform meeting held in May 2013¹⁵ recognised that both the accumulation and reduction of disaster risk are closely intertwined with the fields of sustainable development, environmental protection and climate change as well as human mobility. It is important that policies in these areas are designed to be mutually reinforcing, whether at the local, national or international levels, with an emphasis on integrated, multi-sectoral approaches.

3.2. DISASTER RISK REDUCTION UNDER THE UNFCCC

DRR is not addressed as a specific issue in the context of UNFCCC-related negotiations. Rather, it is addressed as **one aspect of climate change adaptation**, associated with vulnerability reduction and efforts to increase climate resilience. **The COP refers to international initiatives and work undertaken outside the Convention.** For example:

- The *Cancún Adaptation Framework* invites all Parties to the Convention to enhance climate change-related disaster risk reduction strategies, taking into consideration the *Hyogo Framework for Action* “where appropriate”.
- COP17 (Durban, 2011) encourages Parties to make use of the information contained in the IPCC’s *Special report on managing the risks of extreme events and disasters to advance climate change adaptation* (2012)¹⁶ in considering approaches to address loss and damage.

In practice, DRR issues under the Convention are addressed in the context of the *Nairobi work programme*, under the focal area on “impacts of and vulnerability to climate-related risks and extreme events”, and in coordination with the above mentioned initiatives.

4. CLIMATE CHANGE AND DRR PLANNING AND PROGRAMMING: THE ROLE OF MAINSTREAMING

This section discusses a number of challenges and opportunities associated with climate change and DRR planning and programming. In this context, the GCCA experience shows the value of complementing support to NAPAs or targeted mitigation efforts with assistance for strategic planning and integrated approaches to climate change and DRR planning. It also illustrates how climate change mainstreaming into national development processes provides an important part of the response to effective climate change and DRR planning and programming.

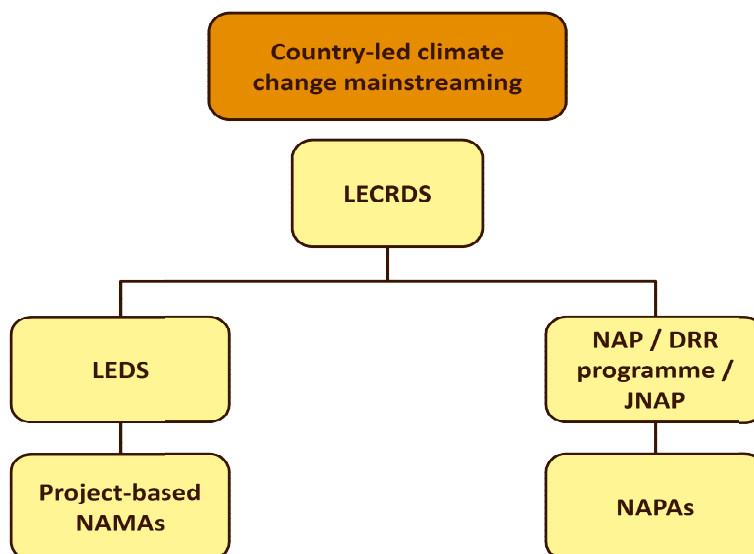
4.1. A DIVERSITY OF PROGRAMMING AND PLANNING EXERCISES

As outlined in Sections 2 and 3 and illustrated by Figure 1, a diversity of climate change and DRR programming and planning exercises and documents currently co-exist.

¹⁵ See <http://www.preventionweb.net/globalplatform/2013/>.

¹⁶ Available from: <http://ipcc-wg2.gov/SREX/>.

Figure 1 – Various climate and DRR programming and planning processes



While **NAPAs** were intended to address short-term adaptation needs based on a project approach, **NAPs** are expected to promote a medium- to long-term approach to reducing vulnerability, as well as the adoption of programmatic approaches fully integrated with national development planning. Those developing countries with a NAPA are encouraged to proceed with the implementation of NAPA priority projects, and are offered support to update their NAPAs and possibly develop a programmatic approach for their implementation. Simultaneously, all developing countries including LDCs are invited to develop a NAP.

In parallel, countries vulnerable to disasters have developed **DRR strategies**, disaster preparedness and DRR frameworks and plans. It is interesting to note that several countries have taken the initiative to merge their adaptation and DRR strategies into one joint strategy (**JNAP** or **joint national action plan**) – which is a positive step towards more integrated approaches. JNAPs were initially conceived primarily with DRR objectives rather than adaptation. However, in the Pacific region it was recognised that there were many areas of convergence with adaptation and that NAPs included activities very similar, if not identical, to the ones proposed in DRR strategies. As human resources in the Pacific were scarce, joint action plans were proposed. The JNAPs are now central planning documents for both disaster risk management and climate change adaptation in the Pacific region.

The preparation of a NAP or JNAP may itself be seen as an intermediate step in the formulation of a **climate-resilient development strategy** that fully aligns adaptation, DRR and development objectives and policies – and can be combined with a LEDS (see next paragraph). In the context of the UNFCCC, the current focus is on the NAP process, which is already expected to address adaptation planning in the broader context of sustainable development planning.

More recently, developing countries have been encouraged to develop and communicate their **NAMAs** – and now also to develop **LEDS**. It can be challenging to articulate NAMAs with the preparation of a LEDS, and also to determine how to make the best use of the work already invested in the development of individual NAMAs when formulating a LEDS. This multiplication of exercises combined with the need to shift towards more strategic approaches and to address synergies between adaptation and mitigation has led some countries and development partners to develop **low-emission climate resilient development strategies (LECRDS)**.

The **diversity of planning and programming documents to be prepared**, especially if one also considers those required to address other multilateral agreements (such as for example those on

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desertification and biodiversity) and cooperation with development partners, **raises questions in terms of aid and development effectiveness**, in particular from the point of view of alignment and ownership.

Formulating all these strategies and plans is very resource- and time-intensive. Different institutional arrangements generally apply, with coordination mechanisms frequently poor. In these conditions various strategies and plans often fail to realise synergies, or may even pursue contradictory objectives; which in turn poses problems in terms of prioritisation, financing and implementation.

Although these planning and/or programming documents can each bring value of their own, for example by raising awareness and through the process established to develop them, the **streamlining of planning processes to reduce the number of documents produced and ensure a clear articulation between them** and the **integration of their content in relevant national development planning processes** remain necessary to ensure their full implementation.

Sections 4.2 to 4.7 review these various climate change planning and programming strands in light of the experience of the GCCA.

4.2. FROM NAPAS TO NAPs

Generally speaking, the NAPA process represents an important starting point; subsequently, preparation of more comprehensive adaptation strategies, NAPs or equivalent indicate a shift to a more strategic and nationally owned process.

The structure and level of detail of NAPs varies across countries, depending notably on their scope and objectives. Some NAPs may include relatively detailed sectoral and sub-national plans, while others only present broad measures and policy options that need to be further mainstreamed into national, sectoral and sub-national planning documents.

While work on the formulation of NAPs is ongoing, developing countries will continue to implement their NAPAs or equivalent adaptation programmes, thereby gaining experience and building capacities. On the other hand, **once countries start the NAP preparation process, investing in parallel in the updating of their NAPAs raises questions** in terms of duplication of work and coherence between planning and programming documents.

Box 1 provides examples where the GCCA has supported the implementation of NAPAs while at the same time promoting a strategic approach to adaptation planning, or directly fostered a strategic approach, thereby embracing the NAP vision.

Box 1 – Supporting NAPA implementation and strategic adaptation planning

In 2009, the Government of **Belize** simultaneously adopted a National Integrated Water Management Policy and a **National Adaptation Strategy to Address Climate Change in the Water Sector**. The strategy provides a solid foundation for mainstreaming climate change into the sector. The GCCA supports the implementation of the National Adaptation Strategy, including through the development of a legal and regulatory framework aligned with the new sector policy and strategy.

(...)

Box 1 – Supporting NAPA implementation and strategic adaptation planning (cont'd)

The GCCA provides sector budget support for the mainstreaming of climate change readiness into **Bhutan's renewable natural resources sector**, which encompasses rural development, agriculture, food security and the preservation of natural resources. The main expected outcome is the preparation and endorsement of a Climate Change Adaptation Action Plan for the sector, to be mainstreamed into the 11th Five-Year Plan. This will lead to the implementation of concrete adaptation measures in the agricultural sector, such as the development of infrastructure to save, store and reuse rain and groundwater and the introduction of sustainable land management practices. GCCA support is also expected to pave the way for the establishment of an institutional framework allowing a multi-sectoral approach to climate change adaptation.

In **Chad**, the GCCA programme intends to strengthen climate governance by mainstreaming climate change into a number of key sector policies and by implementing field projects aligned with the NAPA and related priorities. Specific support will be provided to the Ministry of Environment and Fisheries for the setting up of a **monitoring system for the NAPA**.

In **Uganda**, climate change is already addressed in the 2010 National Development Plan, which sets four objectives in relation to this topic. GCCA funding will help operationalise two of these objectives, namely those related to developing national capacities with regard to adaptation and mitigation, and ensuring climate-proof development. The GCCA programme will also contribute to the implementation of the NAPA, particularly its components related to **water for production, drought adaptation, tree planting, and climate-compatible development planning**.

In **Vanuatu**, GCCA support, provided through a contribution to the World Bank-managed National Adaptation Project, aims to increase national capabilities to cope with climate change by improving the overall understanding of its effects, and **mainstreaming climate resilience and DRR into key sectors**. The programme will support the implementation of measures aimed at strengthening resilience to climate and weather-related risks identified in the NAPA. These include measures to increase community resilience to extreme weather conditions, develop effective warning and response systems, and restore key ecosystems.

In the **South Pacific**, NAPAs were used as one of the building blocks in the preparation of comprehensive climate-resilient strategies countering the fragmented project-based approach. The GCCA programme for Pacific Small Island States, implemented by the Secretariat of the Pacific Community and the Secretariat of the Pacific Regional Environment Programme, supports the preparation and endorsement of **national "adaptation roadmaps"** that help place the response to climate change in a more strategic, comprehensive framework.

The GCCA programme in **Western Africa**, implemented by the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS), aims to strengthen the capacity of national and regional stakeholders to mainstream climate change into development policies and strategies. Support is provided for the **mainstreaming of NAPAs into existing development policies and strategies**, in recognition of the fact that lack of integration of these NAPAs into wider policy and planning processes may be a cause of limited implementation so far.

4.3. TOWARDS INTEGRATED APPROACHES TO ADAPTATION AND DRR PLANNING

Developing countries are also faced with the issue that DRR processes may be conducted separately from the adaptation planning process, while there is a case for considering them as a continuum and/or as complementary.

Whilst there has been **growing recognition of the need to address climate change adaptation and DRR in an integrated manner**, there is often still a gap between the related institutional, legal and policy frameworks at the international, national and local level. This is an obstacle to the development and implementation of integrated approaches to reduce vulnerability and enhance risk resilience. Some countries have taken action to merge the adaptation planning and DRR processes, or at least build bridges and synergies between them (see for instance the JNAP approach described in Section 4.1) – but in most countries, much remains to be done to rationalise these processes.

Box 2 provides some illustrations of GCCA support for DRR combined with adaptation activities. A notable example of rationalisation is provided by the **Solomon Islands**, which recently created a Ministry of Environment, Climate Change, Disaster Management and Meteorology.

Box 2 – Supporting integrated approaches to climate change adaptation and DRR planning

In **Bangladesh**, the GCCA supports the implementation of the Bangladesh Climate Change Strategy and Action Plan (BCCSAP). This includes an element addressing disaster response capacities through the development of a functional institutional framework, early warning systems and infrastructure. Examples of infrastructure supported include coastal and river embankments, urban drainage systems, river erosion control works, cyclone and flood shelters. Community involvement in building disaster response and adaptation capacities is also promoted through project grants.

GCCA support in the **Comoros** will help improve consideration of climate change by national and local actors in strategies, projects, planning, coordination and monitoring mechanisms. In a DRR context, support will be provided for the creation of a national GIS database to be managed by the Territorial Planning Directorate, and the development of **vulnerability maps**. At the decentralised level, support will be also provided with regard to the understanding of climate-related vulnerability factors; **taking account of climate vulnerabilities in local development plans**; the formulation of plans and specific actions for climate change responses, environmental protection and risk management; and the formulation of local pilot projects.

Drainage is an essential component of **Samoa's** *Water for Life* sector plan, considering its contribution to **flood mitigation**. GCCA budget support contributes to the rehabilitation and upgrading of the drainage infrastructure of the Greater Apia area, the rebuilding and upgrading of priority drainage infrastructure for stormwater flows in the flood-prone central business area of Apia, as well as the preparation of sustainable watershed management plans, thus contributing to DRR efforts in complementary ways. Technical specifications for drainage systems are defined taking account of the latest climate change projections for Samoa, thus supporting adaptation to future climatic conditions.

(...)

Box 2 – Supporting integrated approaches to climate change adaptation and DRR planning (cont'd)

Through general budget support, the GCCA supports the capacity of the Government of the **Solomon Islands** on policy enhancement, coordination and implementation of its national climate change strategy, in line with its NAPA and **National Disaster Risk Management Plan (NDRMP)**, which explicitly integrates climate change and reflects some NAPA priorities. More recently, the government brought both the Climate Change Office and National Disaster Management Office under the new Ministry of Environment, Climate Change, Disaster Management and Meteorology, to rationalise and strengthen coherence in the design and implementation of adaptation and disaster risk reduction policies. The GCCA programme supports arrangements aimed at **enhanced coordination between adaptation and DRR**. A Climate Change Working Group has been established under the leadership of Ministry of Environment as a forum for policy dialogue and donor coordination. However, the large number of actors involved (ministries, donors, NGOs) and broad scope of the climate change “sector” (encompassing adaptation, mitigation, DRR and some aspects of environmental management) still create challenges for effective coordination, that only strong political commitment can help address.

In **Vanuatu**, support is provided to the **National Advisory Board (NAB) for Disaster Risk Management and Climate Change**, a newly created body integrating the functions of two pre-existing bodies, the multi- sectoral National Advisory Committee on Climate Change and National Task Force for Disaster Risk Reduction and Disaster Management. The NAB Secretariat, under the Vanuatu Meteorological and Geohazards Department, is being reinforced to address simultaneously DRR and climate change adaptation and support the mainstreaming of both topics into key sectors. Some activities will also target regional and community-level stakeholders, in particular with regard to adaptation in coastal areas.

4.4. FROM NAMAS TO LEDS

A LEDS aligns economic development and climate change mitigation objectives, and provides a coherent framework in which NAMAs can be selected and prioritised. It can thus help streamline the mitigation-related planning process. This will particularly be the case if it is then used as a foundation for mainstreaming climate change mitigation into relevant national, sector and sub-national development strategies and plans. By providing clear signals about policy direction to the private sector, it can also help mobilise private investment in mitigation-related infrastructure, capacity building, research and development.

While most of the countries supported under the GCCA focus their programme on adaptation, a selected number of programmes request support for mitigation actions, as illustrated in Box 3.

Box 3 – Supporting mitigation actions

In **Chad**, support will be given to the Ministry of Energy and Oil in the **calculation of the emission factor of the country’s power grid**, which provides a baseline against which the emission reduction potential of energy efficiency and renewable energy projects and programmes can be estimated. Support will also be provided for the development of a **renewable energy master plan** and the setting up of a favourable regulatory framework and financial incentives (feed-in tariffs) for renewable energies.

(...)

Box 3 – Supporting mitigation actions (cont'd)

In **Djibouti**, GCCA support will assist in developing an **enabling institutional framework for climate change mitigation in the energy sector**. This will involve support for the designated national authority (DNA) under the UNFCCC and for the recently created Djibouti Agency for Energy Efficiency for staff training, as well as the definition of a plan for **promoting energy efficiency**. Capacity building will also be provided for project promoters, DNA staff and staff of the Ministry of Energy, Water and Natural Resources in relation to access to the Clean Development Mechanism (CDM) and other financial instruments available to support the development of renewable energies.

In **Lesotho**, among other objectives (see Box 5), GCCA budget support facilitates the preparation and adoption of a **national sustainable energy strategy**, including the setting up of the related monitoring and evaluation framework.

In **Maldives**, programme activities under the Climate Change Trust Fund notably aim to promote the adoption of **low-carbon technologies in the waste management and water and sanitation sectors**, through innovative financing schemes involving private-public partnerships with local private resorts. Two projects initially selected for a grant contribute to this objective:

- The *Clean Energy for Climate Mitigation* project aims to serve as a replicable model on safe and reliable integration of renewable energy resources into the country's energy mix and the promotion of efficient use of energy.
- The *Solid Waste Management in the Ari Atoll* project supports the development of public-private partnerships for the transfer of residual (i.e. non-recyclable, non-compostable) waste to a central solid waste disposal facility, thus contributing to marine environmental conservation while reducing emissions of GHGs from inadequate waste disposal, in particular from the tourism sector.

In **Mauritius**, the GCCA has provided general budget support to contribute to the implementation of the '*Maurice Île Durable*' ('Maurice, Sustainable Island') strategy, with a focus on addressing negative impacts of development on the environment and reducing GHG emissions in the **energy sector**. Outcomes from GCCA support include the adoption and enactment of an Energy Efficiency Bill, and also a new Building Control Bill that comprises requirements for sustainable buildings.

In **Seychelles**, the GCCA budget support programme is supporting the implementation of the National Climate Change Strategy. Expected results include the effective mainstreaming of climate change adaptation and mitigation into the national development strategy and key sector strategies and action plans. On the mitigation side, the intervention focuses specifically on the creation of an **institutional and legal framework** conducive to the adoption of mitigation measures in the **energy sector** and access to carbon finance mechanisms.

The GCCA also supports **forest-based mitigation** in various countries, including **Burkina Faso**, the **Central African Republic**, the **DR Congo**, **Guyana**, **Mali**, **Papua New Guinea** and **Sierra Leone**. More information on these interventions is available from the background paper entitled *From forests to sustainable land management: creating synergies between adaptation and mitigation*.

Box 4 provides information on the programme co-funded by the EU and implemented by UNDP which specifically focuses on capacity building for NAMAs and LEDS.¹⁷

¹⁷ See <http://www.lowemissiondevelopment.org>.

Box 4 – UNDP Low Emission Capacity Building Programme

This four-year programme, supported by the EU and other partners, helps strengthen capacities in 25 participating countries in the following ways:

- Develop GHG inventory management systems.
- Identify opportunities for NAMAs.
- Design systems for measuring, reporting and verification (MRV) of proposed actions and means to reduce GHG emissions.
- Facilitate the design and adoption of mitigation actions by selected industries in some countries.

Participating countries will be supported in a variety of ways, including:

- Making appropriate tools and training available to support NAMAs, LEDS and MRV in the context of national priorities.
- Providing targeted technical support to national teams for the implementation of project activities.
- Providing support for the identification of innovative policy and financing options for low-emission development in order to facilitate partnerships between the public sector and private or public industry.
- Disseminating knowledge and lessons learned to raise awareness, engage stakeholders, and inform decision makers.

4.5. TOWARDS LOW-EMISSION, CLIMATE-RESILIENT DEVELOPMENT STRATEGIES

While it may make sense, depending on national circumstances, to formulate a LEDS and a NAP separately, there are **reasons to combine these into a single low-emission, climate-resilient development strategy (LECRDS)**. In particular:

- **The evolution of climate may have an impact on the effectiveness and sustainability of some mitigation options and measures.** For example, changes in rainfall patterns may affect the potential for hydropower generation; and changes in both rainfall and temperature parameters may affect the carbon sequestration potential of forests and other ecosystems. Vulnerability and impact assessment, typically conducted to support adaptation planning, may also inform the choice of mitigation options.
- There are often untapped important **synergies between adaptation and mitigation**. For example, agricultural methods such as reduced tillage and permanent soil cover enhance carbon sequestration in soils while supporting soil moisture retention, thus increasing resilience to dry spells. Considering adaptation and mitigation options simultaneously can support the prioritisation of options that contribute to both, and increase cost-effectiveness in implementation and monitoring.¹⁸
- There are also **potential conflicts or trade-offs between adaptation and mitigation responses**. Biofuels or agrofuels, for example, are often presented as a good mitigation option, but in practice, depending on local circumstances, may be a threat to food security, water availability and ecosystems; agricultural intensification to improve food security, if involving a significant increase in the use of non-organic fertilisers, is likely to result in higher emissions; or the deployment of cooling systems for adapting to heat waves will entail higher emissions if fossil

¹⁸ For more discussion of this topic, see the background paper entitled *From forests to sustainable land management: creating synergies between adaptation and mitigation*.

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energy is used to power them. Tradeoffs are better addressed in the context of an integrated strategy.

Combining strategies for climate-resilient and low-emission development presents a challenge, in that it increases the number of stakeholders to be consulted and the complexity of prioritisation processes; but it is also an **opportunity to produce a national development strategy that fully integrates all the responses to climate change in a comprehensive framework.**

Box 5 provides examples of country-led initiatives supported by the GCCA to develop integrated climate change strategies, addressing both adaptation and mitigation.

Box 5 – Supporting integrated climate change strategies

In the **Gambia**, to contribute to mainstreaming climate change into development planning, the knowledge base for integrating climate change into key sectors will be strengthened, and support will be given to the formulation of a **national climate change policy**. In this context, institutional arrangements and coordination mechanisms for climate change and coastal zone management will be rationalised.

The GCCA programme in **Lesotho**, implemented through general budget support, will contribute to the finalisation of a **national climate change adaptation and mitigation strategy** and a national sustainable energy strategy, as well as the setting up of institutional frameworks to support their implementation, with the objective of enhancing the climate resilience and “climate-friendliness” of the national development strategy. On the adaptation side, this mainstreaming process is expected to result in the implementation of actions related to soil and nutrient management, water use efficiency, food security, disaster preparedness, etc. On the mitigation side, it is expected to result in the development of renewable sources of energy, the extension of rural electrification based on renewable energies, and the implementation of energy efficiency measures.

In **Mali**, the GCCA programme supports institutional strengthening and capacity building for the development and implementation of a **national policy, strategy and action plan on climate change** that address both adaptation and mitigation – and for mainstreaming climate change into national and sector policies and strategies. Activities include capacity building for the Ministry of Environment and Sanitation.

In **Seychelles**, the GCCA general budget support programme is supporting the implementation of the **National Climate Change Strategy**. Expected results include the effective mainstreaming of climate change adaptation and mitigation into the national development strategy and key sector strategies and action plans. On the adaptation side, it has so far supported the strengthening of meteorological and disaster management services, the updating of national aerial photograph and GIS coverage, the implementation of projects to fight coastal erosion, and sensitisation and education initiatives. The Town and Country Planning Act and Environment Protection Act are also being revised in coherence with the National Climate Change Strategy. On the mitigation side, the intervention focuses specifically on the creation of an institutional and legal framework conducive to the adoption of mitigation measures in the energy sector and access to carbon finance mechanisms.

4.6. MAINSTREAMING CLIMATE CHANGE AND DRR INTO DEVELOPMENT PLANNING PROCESSES

One of the key issues with NAPAs – and more generally with project-based approaches to adaptation, which most developing countries adopted at least initially – is their frequent lack of integration with national, sectoral and sub-national development strategies and plans. NAPs, which place a strong emphasis on anchoring adaptation in national development planning, are expected to address this problem – but a dedicated effort remains needed to ensure the **integration of the content of the NAP into other key development policies, strategies and plans**, and for the prioritisation of related measures in national budgetary processes.

Likewise, NAMAs may be more or less well integrated into national and sector development strategies and plans. A LEDS, defined as a country-led, comprehensive, long-term development strategy that seeks to achieve economic growth and other development objectives while reducing GHG emissions compared with a business-as-usual emission trajectory, should facilitate the **integration of mitigation actions with development strategies**. The same applies to LECRDS.

Support for mainstreaming climate change into national and sector development planning is a priority for the GCCA. Box 6 illustrates some of the different contexts in which this has been done to date. Each country has a programme designed around its own circumstances and needs.

Box 6 – Supporting climate change mainstreaming

In **Burkina Faso**, as part of the Sustainable Decentralised Forest Management project, principles of sustainable environmental management including climate-related aspects will be mainstreamed into the planning and budgeting of key policies in the **rural sector**. A review of the legal and regulatory framework governing climate change and the forest sector will notably be undertaken. The programme will be implemented in support of the National Rural Sector Plan and will make full use of the national coordination and steering mechanisms set up in this context, under the leadership of the Ministry of Environment and Sustainable Development.

In the **Comoros**, the GCCA will strengthen mechanisms for mainstreaming climate change in the transport sector and in relation to the prevention and management of natural and climate-related risks. This notably includes an assessment of policies, strategies, plans, legal and regulatory frameworks; the implementation of a climate-sensitive strategic environmental assessment in the transport sector; proposals for climate change mainstreaming including in budgetary and monitoring systems; and the production of guidelines on adaptation. Other planned activities to support climate change mainstreaming include awareness raising on the stakes of climate change and on adaptation strategies, capacity building, and the strengthening of cross-sectoral planning and coordination in relation to climate change.

In **Mozambique**, the GCCA programme aims to increase the capacity of the government to adequately **mainstream climate change** and climate-proofing initiatives **into its poverty alleviation and development strategies**. This is to be achieved through various actions, including the strengthening of the planning and financial management capacities of the Ministry of Coordination of Environmental Action (MICOA); the review of relevant sector development strategies to improve the mainstreaming of environmental and climate change themes; the strengthening of the environmental monitoring system; the implementation of awareness campaigns; on-the-job training; the setting up of information networks to promote climate change awareness and the sharing of local knowledge; and the implementation of pilot adaptation projects.

(...)

Box 6 – Supporting climate change mainstreaming (cont'd)

In **Nepal**, the programme helps build resilience in vulnerable sectors identified during the NAPA process, which include water and energy, agriculture and food security, forestry and biodiversity, health and disaster risk reduction. GCCA activities target simultaneously the **national and sub-national levels**. The technical and institutional capacities of village and district development committees are strengthened, in recognition of the importance of sub-national institutions for the implementation of adaptation measures. At the local level, the mainstreaming of NAPA-prioritised activities is supported through the national framework of **Local Adaptation Plans for Action (LAPAs)**. This approach will ensure that climate change adaptation is integrated into local development processes through local government and community-based organisations – and, importantly in a country characterised by significant climatic and social variability, that the supported measures are appropriate for local conditions.

In **Samoa**, the GCCA provides sector budget support to the **water and sanitation sector**. This has notably contributed to the preparation of an updated *Water for Life* sector plan 2012-2016 that effectively integrates climate change adaptation measures, and the finalisation of six watershed management plans that support flood mitigation efforts. The programme also supports the rehabilitation of the drainage infrastructure (see Box 2). The GCCA intervention is fully integrated with various ongoing plans and strategies, including coastal infrastructure plans, the national disaster preparedness and management strategy, and the flood management action plan. It supports an under-funded component of the overall national strategy.

GCCA support in **São Tomé and Príncipe** is expected to contribute to the consolidation of development efforts, with a specific focus on poverty reduction and food security. Planned activities include the **mainstreaming of climate-related aspects into planning instruments**, including the development of vulnerability and adaptation indicators, and the integration of climate-related aspects into the poverty reduction strategy and national food security programme. Support will also be provided for climate change mainstreaming in budgetary processes.

In **Timor-Leste**, the GCCA programme will help communities draft **local soil and water conservation plans** in coherence with watershed management principles. These plans will then be **integrated into sub-district and district development plans**, to ensure the actual implementation of proposed measures. This complements mainstreaming activities undertaken at national level, notably the updating of national policies and plans with regard to vulnerability areas and the adoption of best practices for climate resilience.

4.7. STRENGTHENING NATIONAL INSTITUTIONS FOR IMPROVED CLIMATE CHANGE AND DRR PLANNING AND MAINSTREAMING

To be successful, climate change and DRR-related planning and programming processes, as well as any mainstreaming effort, require a number of institutional and political conditions, such as:

- High-level political support, combined with continued engagement of high-level policy makers.
- Coordination and cooperation across all relevant ministries and other government agencies, with clear leadership arrangements, building on existing arrangements where possible and minimising duplication with other processes.
- Clearly defined mandates, roles and responsibilities.
- The continued engagement of other stakeholders, including those from local and/or regional governments, from NGOs, from industry and other private actors.
- Clear resource allocation mechanisms in the context of the budgetary process, and coordinated disbursement of funds to support actions implementation.

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- A commitment to transparency and accountability.

Institutional strengthening is thus an integral part of efforts to develop climate change and DRR-related strategies, and mainstream them into wider sustainable development policies and strategies. Various tools and approaches exist to identify needs in this respect. One of them is the **climate public expenditure and institutional review (CPEIR)**, a new methodology¹⁹ that aims to inform the development of the national response to climate change through the combined analysis of climate change-related policies, institutions and public expenditure.

Initial CPEIR findings²⁰ on institutions include the following:

- **Ministries of Environment**, typically in charge of coordinating and taking forward climate policy at the national level, **have limited influence** over the reforms that would be necessary to implement a systematic response to climate change. Planning and finance institutions should play a larger role in this.
- Most countries assessed have established **climate change steering committees** to coordinate and oversee the response to climate change across government departments and agencies – but in practice, they **have insufficient resources, and tend to achieve very little in terms of coordination**. They may influence the design of climate change strategies, but are poorly equipped to monitor their implementation. Support for developing monitoring frameworks with appropriate indicators, combined with a requirement to produce an annual monitoring report, would help strengthen the role of steering committees.
- Decentralisation and deconcentration processes are key to ensuring that climate-related expenditures meet specific local needs and reach the most vulnerable people (e.g. in Nepal, there is a policy commitment that 80% of climate-related public expenditures should be spent at the local level). However, **climate change issues are not yet systematically integrated in local planning and budgeting**. More needs to be done to raise awareness of climate change at the local level.
- There are **frequent overlaps between institutions in charge of disaster risk management and those in charge of adaptation to climate change**. There is scope for rationalisation of arrangements and a convergence of these agendas.
- Institutional reforms to address climate change are more likely to be effective if they **build on existing governance reform programmes** (e.g. reforms to better link budget resources to policy priorities) and aid coordination mechanisms.
- While priority sectors and agencies to be involved in the response to climate change have usually been identified, **planning and budgeting processes have not yet evolved to support the scaling up of climate finance** to sectors where further investments could support positive approaches to climate change, calling for more efforts to institutionalise climate change mainstreaming.

¹⁹ It was pioneered in Nepal in 2011, and has subsequently been used in pilot assessments in Bangladesh, Cambodia, Samoa and Thailand; more are under preparation or ongoing. The methodology is presented in detail in UNDP-ODI (2012) *The Climate Public Expenditure and Institutional Review (CPEIR): a methodology to review climate policy, institutions and expenditure*. United Nations Development Programme / Overseas Development Institute. Note that through its contribution to the Cambodia Climate Change Alliance, the GCCA has supported the implementation of the **Cambodia CPEIR**, which was undertaken by ODI with technical support from UNDP and the Capacity Development for Development Effectiveness (CDDE) Facility for Asia and Pacific.

²⁰ Source: CDDE-UNDP (2012) *Climate Public Expenditure and Institutional Reviews (CPEIRs) in the Asia-Pacific Region: What Have We Learnt?* Capacity Development for Development Effectiveness Facility for Asia and Pacific / United Nations Development Programme.

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The strengthening of national institutions for improved planning and a more coordinated response to climate change is a central feature of most GCCA interventions. Box 7 provides examples of GCCA efforts to reinforce national institutions in the context of interventions that aim at climate change mainstreaming.

Box 7 – Strengthening national institutions as part of a mainstreaming effort

In **Bhutan**, the main focus of the GCCA budget support programme is on the mainstreaming of climate change into the renewable natural resource (RNR) sector. Support is notably provided for the strengthening of the sector's monitoring and evaluation system. GCCA support is also expected to pave the way for the establishment of an **institutional framework allowing a multi-sectoral approach to climate change adaptation**, in which the RNR adaptation plan is embedded into a wider multi-sectoral climate change adaptation strategy.

In **Cambodia**, GCCA support implemented through a multi-donor sector policy support programme is used to strengthen the capacities of the inter-ministerial **National Climate Change Committee (NCCC)** and **National Committee for Disaster Management (NCDM)** with regard to the coordination of national policy making, capacity development, outreach and advocacy efforts; the monitoring of the implementation of the national climate change strategy, policy and plans; and preparation for the establishment of a nationally-owned climate change trust fund. A Climate Change Technical Team has been established as an **inter-ministerial body** that plays a technical and advisory role to the NCCC. Its members have notably been involved in the development of sectoral climate change strategic plans. All key line ministries have now finalised these strategic plans. Line ministries continue to cooperate actively in the preparation of the national climate change strategy, and the development of a national monitoring and evaluation framework for climate change is under way. The programme also supports the establishment of a **multi-stakeholder climate change information sharing and knowledge management platform**.

In **Chad**, GCCA support will assist in setting up a national process aimed at climate change mainstreaming into the next Strategic Development Plan 2015-2020, and into sector policies and strategies for agriculture, livestock breeding and energy. This includes support for the setting up of **institutional structures and mechanisms for climate change coordination**, and for the implementation of concrete **cross-sectoral, multi-stakeholder mainstreaming processes**.

In **Lesotho**, the programme will promote the setting up of institutional frameworks to support the implementation of the new climate change and sustainable energy strategies, including **coordination and monitoring structures**. It will also support capacity building for the stakeholders (including non-state actors) involved in the coordination, monitoring and evaluation of these strategies.

In **Nepal**, the specific objective of the GCCA intervention is to build the capacity of the government to develop, cost, budget and implement evidence-based policy and measures aimed at mainstreaming climate change into key development sectors. To support this, technical assistance and capacity building needs in relation to climate change have been assessed and budgeted, and clear action plans have been outlined. An **institutional framework and coordination mechanism for adaptation delivery** has also been developed in consultation with the Ministry of Finance and Ministry of Federal Affairs and Local Development.

In **Seychelles**, criteria for the disbursement of the tranches of budget support include the setting up of **steering and monitoring mechanisms for the National Climate Change Strategy**, and in relation to the mainstreaming of climate change into all key sectors of the Sustainable Development Strategy 2011-2020. These mechanisms are gradually being put in place, are and expected to become fully operational later in 2013.

5. CONCLUSIONS AND QUESTIONS FOR DISCUSSION

An appropriate balance needs to be found between the requirement to respond to the multiple and evolving international calls to prepare climate change-related documents, and internal development needs. While in theory the two do not need to be separate, in practice they often are and can subsequently result in duplication and wasteful use of limited resources.

A strategic perspective and a high-level co-ordination mechanism can assist in understanding and prioritising the different needs and requirements and identifying the best institutional arrangements to respond. Climate change institutional frameworks have undergone a remarkable and rapid evolution in the last ten years. A period of consolidation will help the new arrangements to deliver the required results.

Ultimately, **each country has to determine the most appropriate way of mainstreaming the response to climate change in its development policies, strategies and plans**, taking account of its experience with planning processes and its existing institutional arrangements. Some may mainstream climate change on the basis of a NAP and a LEDS; others are moving from NAPAs and NAMAs to a LECRDS, as a basis for further mainstreaming.

No one country has all the answers, but sharing experience will help to find solutions appropriate to national needs as well as international engagement.

Based on these considerations, and in view of GCCA experience as summarised in this paper, the following questions are proposed for discussion at the Global Policy Event:

- 1. Can you share a specific experience or practice from your country with the various existing adaptation, DRR and mitigation planning and programming exercises (e.g. NAPAs, NAPs, NAMAs, LEDS, LECRDS, DRR strategies or equivalent)? Can you share an experience and practice from your country with climate change and DRR mainstreaming into national development processes?** What are the challenges? How is the country addressing them? What have been the results to date? What does mainstreaming bring to adaptation, DRR and mitigation planning and programming?
- 2. Based on the experience and practice in your country with respect to adaptation, DRR and mitigation planning, programming and mainstreaming, what recommendation(s) would you make to climate change negotiators and the international development community to make climate planning and programming more effective? Can you make the case for your recommendation(s) using the experience and practice in your country?**

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