

**Least Developed Countries Expert Group meetings
on
NAPA preparation and implementation**

**MAINSTREAMING ADAPTATION TO
CLIMATE CHANGE INTO DEVELOPMENT
PLANNING AND ACTIVITIES**

Working Paper

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Introduction:

Background of the concept of mainstreaming and its various applications:

1. In general terms, mainstreaming could be defined as an activity, issue, etc. that has been moved from the periphery to the centre of a movement, action, plan, programme, etc. At least two instances of mainstreaming that are predecessor to its mention in the CC process could be mentioned: the first one is in the health and education systems where some practitioners argue that disable students should included in regular classes and curricula (rather than being kept in specialized and isolated classrooms), with a main benefit being that these students will be more easily inserted in the society when they become adults.
2. Effective mainstreaming involves an integration process to pursue environmental policy interests in coordination with other development policies and programmes. Sustainable development involves integration of environmental considerations in substantive, procedural, and methodological dimensions.
3. Another example of the use of this practice, which is closer to our current subject, is the mainstreaming of gender issues into countries development activities, which entails empowering women to take full part to the decision-making on country and local authorities budgeting and planning exercises.
4. Understanding the same meaning: mainstreaming and/or integration: before getting into the core of this paper, we could try to seek to understand (or agree on) the same meaning of the word “mainstreaming”, or more specifically to agree that it has a similar meaning than other words like integration, inclusion or incorporation. Having this common ground of understanding may not only help readers from various linguistic backgrounds to get the full meaning of mainstreaming but also help decision and policy-makers to make a best use of this concept. For these reasons, the words listed above will be used indistinctly, with the same meaning, in this paper.

Mainstreaming/integrating environment into development: general remarks and examples:

5. It is a visible/demonstrable trend that all policy and economic entities that deal with development issues (such governments, aid agencies, commercial companies, etc.) are increasingly incorporating environmental concerns into the planning and management of their programmes and operation of their activities and projects. One of the arguments to mainstreaming is that stand-alone environmental initiatives are considered insufficient in addressing countries social, environmental and economic concerns.

6. Different approaches (thematic, sectoral, programmatic, by project-based, etc.) are being used and this will look mainly at different ways of including CC into development planning, both by developed and developing countries, before focusing on the inclusion of A to CC into development planning and activities, and finally try to identify constraints/barriers but also opportunities/benefits that the exercise of mainstreaming could present. Some concluding remarks will discuss complimentary actions/tools to be considered while mainstreaming climate change policies and activities into development planning.

I. Integrating climate change into development planning and activities:

A. Some developed countries perspectives:

7. Are adaptation and mitigation the two faces of a same coin (mainstreaming)? If there is an agreement that mitigating (unavoidable) changes in the climate system through reduction of greenhouse gas emissions is a complement to the necessity of adapting to the impacts and risks of these changes, mainstreaming climate issues and objectives (mitigation & adaptation) into development objectives (for both developed and developing countries) becomes and incontestable exercise to pursue. The Netherlands NC4 strongly supports this approach by stating that: “adaptation and mitigation are not alternatives for each other”. If mitigation (from reduction to avoidance of GHG emissions) is currently seen as the fundamental means to address climate change adaptation could be regarded as its necessary complement, especially when measures and actions to adapt are well integrated into countries economic growth agendas.

8. Benefits of integrating adaptation and mitigation policies and actions: For industrialized countries, one of the main advantages of having an integrated approach on the two climate change facets would be to continue ensuring a sustainable economic growth, while tackling the global climate problem (either or both inside and outside the national boundaries). An example of this combination of adaptation and mitigation could be drawn from the EU NC4 whose ADAM (ADaptation And Mitigation) project will assess the extent to which mitigation and adaptation policies can achieve a transition to a global climate no warmer than 2°C above pre-industrial levels and identify the associated costs. ADAM will also assess a portfolio of longer-term strategic policy options that could contribute to the achievement of the 2°C target as well as adaptation policy.

9. Mainstreaming as part of (sustainable) development planning: Trying to get a full picture on this issues, we can ask some questions on the ways that developed countries are integrating climate change issues into their economic and development plans. Are industrialized countries mainstreaming CC into their national policies? The main supporting literature to this discussion will be the latest national communications under the UNFCCC submitted by Annex I Parties. A quick review shows that mainstreaming per se is, in general, understood as a tool/mechanism to be used by developing countries in the development planning with the support of developed countries financial and technical assistance.

10. Some examples come to contradict this general trend: Bulgaria, for instance, has developed its ten-year National strategy for the Environment (2005-2014), which will integrate “the environmental protection policy in the sectoral policies on the development of the economy and awareness of the citizens on the state of the environment.”

11. Canada also is developing methods and tools to “assist community planners and managers in incorporating adaptation to climate change into their planning processes.” However the most tangible and detailed on mainstreaming environment into development comes from the EU NC4, whereby the Commission has secured €2M over 3 years (which runs until the end of this year) to set up an Environmental Helpdesk and developed a training manual to assist country members and partners “integrate the environment in the cycle of operations, with a focus on programming and implementation”. Developing country partners to the EU, such as Indonesia, Zimbabwe and China, have also benefited from this project.

B. Some developing countries approaches:

12. Taken from the technical point of view, mainstreaming could be seen as a tool and an exercise in a planning or project cycle that assists in taking strategic and operational decisions. Yet it is also argued that calling/insisting on developing countries to systematically include environmental issues (with the incurred financial and budgetary implications) into their development planning serves more developed countries own interests and hinders growth options for emerging nations. However more and more voices, in particular from developing countries, express the need to go through this undertaking, which could prove trying in the short run but can lead towards sustainability gains in both economic and social terms.

1. Is mainstreaming another conditionality to access financial and technical support?

13. Whether the answer is positive or negative, the issue of efficient use of available resources, including foreign aid is at stake. Knowing in a vast majority of developing countries, the national budget is constituted with a significant percentage from ODA, donors exigencies could be seen/perceived/accepted as a healthy part of a checks and balances system, especially when those silent partners environmental awareness has reached the level to include climate change and other environmental provisions into financial and budgetary instruments.

14. But the mere observation is that environmental conditions are very rare in financial and development agreements. A project or programme would be considered satisfactory if an environmental impact assessment was conducted prior to implementation. However some development agencies have reported cases where environmental concerns were a driving force: for example it was noted by aid agencies that reform of forestry policy was a condition of adjustment lending to Indonesia, the Philippines, Cambodia, Cameroon and Papua New Guinea. For evaluating entities, this environmental conditionality has been considered successful at least in Indonesia, the Philippines and Papua New Guinea.

15. To complement these conditions (which won't work on their own) and environmental mainstreaming works, it is key that the ownership of planning, budgeting and implementing

national programmes remain to the countries. It's the approach chosen by the NAPA process whose guidelines clearly indicate that it should be "country-driven and participatory" by involving government departments as well as scientific community and civil society actors.

2. Environmental mainstreaming seen as an opportunity to enhance economic and development cooperation

16. As most of the developing countries are dependent on natural resources and that the poorest in those countries also rely almost exclusively on natural capital for their daily subsistence one can understand the pressure exercised on the environment as well as the need to integrate environmental measures into the countries development policies not only for helping to enhance the adaptive capacity of the countries and their most vulnerable populations but also to guarantee sustainable economic and social gains.

17. In that sense, one of the main (valid) justifications for mainstreaming wouldn't be to pursue sustainable development and growth? And one of the most comprehensive works of integrating environmental issues into development has been initiated in the framework of the Development Assistance Committee of the Organisation for Economic Cooperation and Development (DAC/OECD), with the aim of involving key ministries, especially the Ministry of Finance to support environmental measures that are also valuable in terms of revenues.

18. In a similar vein individual industrialized countries have also developed programmes to assist developing countries partners integrating environmental and climate change issues into their national policies. Austria, for example has set up an "Assistance to Developing Country Parties that are Particularly Vulnerable to Climate Change" in order to mainstreaming the mitigation of and adaptation to climate change into national development strategies and action programmes, such as PRSPs, with a particular attention of involving not only the countries institutions but also NGOs. Germany also has its "Climate Protection Programme" that supports initiatives both inside the country and in partner countries, with the following priority areas: reducing emissions of greenhouse gases (including the CDM) and adjusting to climate change. Another focus is the integration of climate-relevant considerations into German development cooperation, in particular the implementation of selected measures, under which Germany voluntarily contributed USD 15 million to the LDC Fund to support the preparation and implementation of the National Adaptation Programmes of Action (NAPAs).

II. Mainstreaming CCA into development planning and activities:

A. During NAPA preparation:

19. In the NAPA documents that were submitted to the UNFCCC secretariat and to the GEF for funding, most the least developed countries (LDC) Parties stated that adaptation options and activities that identified, prioritized and ranked will be integrated into national development plans and very often the Poverty Reduction and Rural Development Strategies. Some examples can be mentioned. Bangladesh will mainstream adaptation to climate change into policies and programmes in different sectors focusing on disaster management, water, agriculture, health and industry, while Bhutan incorporated its NAPA within the framework of

the Government five-years sustainable development planning, and Comoros has used existing programmes from its PRSP to define its NAPA priority needs.

20. These examples could be repeated and declined in different forms as all LDC Parties that have so far submitted their NAPA reported that it will be incorporated into the national development planning, and thus benefit from the national budget resources in terms of co-financing and ownership. As the NAPA implementation phase is starting, we have some indications of adaptation to climate change will be incorporated into national policies.

B. For NAPA implementation:

21. For the implementation of adaptation activities identified in NAPA, the countries develop, with the support of the GEF and its implementing agencies project identification format (PIF). For the paper, Examples extracted from six NAPA PIFs were examined trying to sense the way mainstreaming climate change adaptation will take place.

22. Bangladesh PIF aims to strengthening adaptive capacities to address climate change threats on sustainable development strategies for coastal communities. One of the main components will be to train policymakers at the national level in how to integrate climate change information in planning decisions, including legislation for managing coastal areas (e.g. zoning regulations) or existing integrated coastal management programs.

23. Malawi's PIF addresses the issue of frequent floods and droughts not only in terms of economic losses but also possible gains regarding the country's challenges for food security and poverty reduction through programmes and activities dealing with adaptation to climate change and variability. One of the success criteria established for the implementation of the Malawi NAPA is to improve and integrate the country's climate risk management into its agriculture and food security objectives.

24. Other LDC Parties that have reached the NAPA implementation phase by developing detailed NAPA projects have put in place concrete steps to work towards integrating climate change adaptation issues into their national development planning, in particular by contributing to the funding of the adaptation activities considered as priority for the country. If this observed trend is maintained, the benefits and opportunities to mainstream CCA into national budget and planning should overcome the reticence and barriers, for LDCs and other developing countries, by extension.

III. Constraints and opportunities of mainstreaming CCA:

A. Constraints to integrate CCA:

25. Difficulties to integrate CC into countries concerns may have both national and international origins. From the international point of view, as already seen above in the conditionality part of this paper, IFIs and other development partners have an important role to play in making sure that agreements/projects are assessed not only from an economic perspective but also that environmental sustainability is taken into monitored.

26. On the other hand, it is often argued that donor countries should refrain to divert classical/regular/traditional ODA and rename it as adaptation. In effect, wealth of studies have demonstrated that at the same period that developed countries aid contributions compare to their GDP have dramatically fallen their contributions to environmental portfolios, especially related to climate change issues have risen. These concomitant observations have contributed to render suspicious the insistent and relatively new calls to mainstream environmental issues (seen from this angle as a priority agenda for developed countries).

27. Inside the countries, institutional, administrative and organizational issues may cause lack of coordination and or willingness to bring CC issues to the main political and financial decision-making centers. In 2005, the OECD conducted a survey on the ministries hosting the UNFCCC national focal points, with a distribution as follows: environment 72%, foreign affairs 14%, meteorology 8%, and other/unknown 6%. These results could be read as the justification of more and more pressing calls to "get climate change (and other MEA issues) out of the environment corner" and rise to central ministries to give better opportunities to be considered at the sharing of national budget resources.

B. Mainstreaming as a means to secure access to increased financial and technical resources to support the most vulnerable to climate change impacts.

28. The underlying questions here would be: now that adaptation to climate change is as an indispensable complement to mitigation, and that in studies and research on this field are underway, how in one hand develop a comprehensive (global) adaptation package/deal for all the developing countries and in the other hand secure sufficient funding resources to implement adaptation measures/programmes and projects. It goes without saying that this initiative would include and go beyond all the enabling/CB activities as known so within and outside (e.g. in other MEAs) of the UNFCCC process.

29. One suggestion that is recurrently made in climate change fora is to use the LDC NAPA methodology (deemed as successful even improvements based on experience are always welcome) as a starting point and expand to all developing countries. This approach would not only entail to give all those countries to identify, prioritise and rank their own adaptation options and strategies, but also to assess the levels funding needs for not only the preparation phase but also the technical and financial resources required to implement "concrete" adaptation programmes and projects.

30. As part of the bigger mainstreaming of CCA into development policies, these ideas are gaining momentum among financial and development agencies. Some of them are even considering having a unique implementation entity in developing countries for all adaptation-related projects/activities agreed under various MEA action plans. This approach would minimize transactions and administrative costs help avoid duplication and contribute to the integration of CC, biodiversity and desertification issues into the countries decision-making centers, especially finance and planning ministries.

Conclusion (for discussion):

31. As previously said, to integrate CCA into countries development policies, collective and partnership efforts should be made by both developing countries (recipients) and developed countries (donors). Developing nations use this means to raise the profile of environmental (and adaptation to CC) issues higher in their budgeting and planning programmes. To do so some institutional and administrative changes/reforms made engaged, for instance by moving CC responsibilities from environment ministries into economic/finance/prime ministers offices. Countries who would undertake this effort would give a clear signal that CC and other MEA issues are considered as (sustainable) development ones and not only isolated environmental topics.

32. From developed countries (and funding agencies) side, one major step would include CCA (which goes further than environmental awareness) as a main criterion (conditionality?) for lending and granting funds, especially when they have significant impacts on environment or natural resources in general. One of the drivers of this approach could be avoid as much as feasible stand-alone CCA projects/programmes (with little scale effect by nature?), but rather try to use CCA as an additionality to the partners already agreed and running larger and multi-years development programmes and projects, which would help move the baseline of those huge projects towards a climate-proofing outcomes.

33. In this context, the complementary tools to mainstreaming CCA into national policies and programmes would be to use current (or develop new) monitoring, evaluation and benchmarking systems to trace who is integrating what and compare different practices. This implies to develop, among others some common indicators on what is CCA, monitor the institutional changes in the countries, and assess the screening of development programmes and activities through CCA (and other MEAs) parameters: some interesting challenges ahead of us...