



# **GCCA Global Learning Event 2012**

**Brussels, 12-14 September 2012**

## **Background document**

### **Mainstreaming climate change into national development planning: GCCA experience**



Photo credit: Jean-Marie De Bruyn

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## 1. Background, scope and objective

The EU is taking decisive action on addressing climate change and making it an integral part of EU development aid. In 2007, it established the Global Climate Change Alliance (GCCA), its flagship initiative to strengthen dialogue, exchange of experiences and cooperation on climate change with developing countries most vulnerable to climate change, in particular the Least Developed Countries and the Small Island Developing States.

Since its inception, EU GCCA funding has been used to formulate and implement programmes aimed at addressing climate change in a range of different countries and contexts. As part of knowledge management efforts, the GCCA has prepared a series of five papers (“background documents”) intended to inform the Global Learning Event to take place in Brussels in September 2012.

The objective of the background documents is primarily to identify key insights, emerging lessons and challenges arising from GCCA experience in the formulation and implementation of interventions. Observations are presented and discussed, with occasional references to international knowledge and experience, to support the collection of additional or more detailed insights and to inform better practice; they do not constitute and should not be interpreted as an evaluation.

The papers have been prepared using available information on GCCA-supported interventions. This includes documents prepared during project formulation, updates provided by EU Delegations, from a small number of visits to GCCA supported interventions undertaken by members of the GCCA Global Support Facility (GSF), and during specific side events held during the series of regional workshops on “Mainstreaming climate change into national development planning and budgeting” in the Pacific, Africa, Asia and the Caribbean. It is acknowledged that these approaches to information collection are not comprehensive, and that as such, the compiled descriptions and analysis of GCCA-supported interventions, on which these papers are based, may contain errors and/or omissions. As such, the papers are presented as a basis and framework to collect information, experience and knowledge from those most directly involved in GCCA-supported interventions across the initiative. The information, experience and knowledge collected at the Global Learning Event will then directly provide the material to prepare the forthcoming publication “GCCA achievements and lessons learned” that will be presented at the Qatar Conference of the Parties of the United Nations Framework Convention on Climate Change (UNFCCC) in November 2012.

This paper addresses climate change mainstreaming, i.e. the integration of climate change considerations into national, sectoral and local development planning, budgeting and decision making. The rationale for mainstreaming climate change into development planning is to reduce the sensitivity of development activities to both current and future climate, ensure the long-term sustainability of investments as well as to promote low-carbon, climate-resilient growth (Klein et al, 2005; OECD, 2009).

## 2. Overview of GCCA mainstreaming-related interventions

The GCCA supports the systematic integration of climate change considerations into development planning, from policymaking and budgeting to implementation and monitoring. In GCCA-funded programmes, mainstreaming is often combined with other GCCA priorities, in particular adaptation,

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but also disaster risk reduction, reducing emissions from deforestation and forest degradation, and enhanced participation in the global carbon market.

The GCCA currently supports and/or is in the process of formulating programmes with a focus on climate change mainstreaming in seventeen countries and in four (sub)regions, namely Western Africa, Eastern and Southern Africa, Asia (Lower Mekong Basin) and the Pacific. For each of these, a summary of activities and expected results, as well as some key insights and emerging lessons, is provided in Table 1.<sup>1</sup>

**Table 1 – Summary of GCCA mainstreaming-related programmes**

Country or region Duration GCCA budget Sector(s) concerned	Main activities and/or expected results	Key insights and/or emerging lessons
<b>Bhutan</b> 2012-2016 €4.4 million Overall development / poverty reduction; agriculture	<ul style="list-style-type: none"> <li>• Preparation and endorsement of a Climate Change Adaptation Action Plan for the Renewable Natural Resources sector</li> <li>• Mainstreaming of the Action Plan into the 11th Five-Year Plan (11<sup>th</sup> FYP)</li> <li>• Implementation of actions reflected in the 11th FYP (focus on the agricultural sector)</li> <li>• Establishment of an institutional framework allowing a multi-sectoral approach to CC adaptation</li> </ul>	<ul style="list-style-type: none"> <li>• Fostering intersectoral coordination is key for successful CC mainstreaming</li> <li>• So is the improvement of sector performance monitoring systems</li> <li>• The timing of the GCCA intervention is critical for CC mainstreaming into the 11<sup>th</sup> FYP</li> <li>• The identification of concrete expected outcomes for the mainstreaming process is a strength</li> </ul>
<b>Burkina Faso</b> 2013-2017 €8.0 million Forests; land management	<ul style="list-style-type: none"> <li>• Mainstreaming of principles of sustainable environmental management into the planning and budgeting of key policies in the rural sector</li> <li>• Mainstreaming of CC into regional land use plans and municipal development plans</li> <li>• Data collection and knowledge management</li> <li>• Stakeholder engagement on climate-related issues (notably in the context of REDD+)</li> <li>• Implementation of adaptation and mitigation measures in forest and land management</li> </ul>	<ul style="list-style-type: none"> <li>• Collecting and managing climate-related data is key for successful CC mainstreaming</li> <li>• Institutional building for CC mainstreaming requires engaging and building the capacities of a wide range of stakeholders</li> </ul>
<b>Cambodia</b> 2010-2014 €2.2 million Overall development / poverty reduction	<ul style="list-style-type: none"> <li>• Strengthening of the capacity of the National Climate Change Committee Monitoring of the implementation of the national CC strategy, policy and plans</li> <li>• Preparation and dissemination of reports on CC-related aspects</li> <li>• Climate-related information sharing and management (including a public awareness and learning campaign)</li> <li>• Setting up of a multi-donor 'Cambodia Climate Change Alliance (CCCCA) Trust Fund', to provide</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening the institutions in charge of coordinating the response to CC provides a key foundation for CC mainstreaming</li> <li>• Involvement of the Prime Minister's office in CC coordination structures is an asset</li> <li>• The pilot experience of the CCCC Trust Fund, combined with institutional strengthening, paves the way for the establishment of a nationally owned CC trust fund as well as budget support</li> <li>• CC needs to be addressed as a</li> </ul>

<sup>1</sup> The information presented in Table 1 is extracted from a more detailed Annex to the background documents, developed on the basis of documents prepared during project formulation, updates provided by EU Delegations, from a small number of visits to GCCA-supported interventions undertaken by members of the GCCA Global Support Facility (GSF), and during specific side events held during the series of regional workshops on "Mainstreaming climate change into national development planning and budgeting" in the Pacific, Africa, Asia and the Caribbean. The complete Annex for this paper will be available in hardcopy at the Global Learning Event, while each individual entry will be shared in advance of the Global Learning Event with the appropriate national / (sub) regional delegate(s) for their review and comment.

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Country or region Duration GCCA budget Sector(s) concerned	Main activities and/or expected results	Key insights and/or emerging lessons
	grants to local adaptation interventions	development and livelihood-related issue
<b>Eastern and Southern Africa</b> 2010-2014 €4.0 million Overall development / poverty reduction; agriculture; energy; forests; land management	<ul style="list-style-type: none"> <li>• Consolidation of a common African position to be reflected in global CC agreements and CC mainstreaming into national planning</li> <li>• Development of national 'climate smart' agriculture investment frameworks and related national financing strategies</li> <li>• Vulnerability assessment and analysis</li> <li>• Setting up of a COMESA carbon fund, and a regional facility to support investment in climate smart agriculture</li> <li>• Implementation of pilot adaptation and mitigation projects</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional and capacity strengthening, at regional and national levels, is key to improving the region's position in international negotiations, achieving CC mainstreaming and implementing adaptation/mitigation measures</li> <li>• Vulnerability assessments and pilot projects are useful tools for supporting adaptation</li> <li>• Improved access to climate finance is needed to support adaptation and mitigation efforts</li> </ul>
<b>Ethiopia</b> 2012-2016 €13.7 million Overall development / poverty reduction; energy; land management	<ul style="list-style-type: none"> <li>• Strengthening of the institutional capacity of the Environmental Protection Authority (EPA) to coordinate and mainstream CC into development planning (focus on access to climate finance and renewable energy)</li> <li>• Development of climate modelling systems that operate at downscaled levels</li> <li>• Development of a database in support of building resilience to CC impacts</li> <li>• Field-testing of CC adaptation measures in the context of the Sustainable Land Management (SLM) Programme</li> </ul>	<ul style="list-style-type: none"> <li>• To achieve climate-resilient, low-emission development, capacity enhancement is needed for public institutions, but also non-state actors</li> <li>• A good knowledge management system, accessible by all key stakeholders, is required to share experience and good practices in tackling climate change</li> <li>• Development partners' initiatives for institutional capacity building, particularly to EPA, must be harmonised and seek synergies</li> </ul>
<b>Lao PDR</b> 2012-2016 €5.0 million Overall development / poverty reduction; agriculture; land management	<ul style="list-style-type: none"> <li>• Strengthening of the capacity of local, provincial and national institutions to design and implement plans addressing CC in the field of land use planning and rural development</li> <li>• Support for grassroots pilot activities to increase the resilience of rural livelihoods through improved agricultural practices and more sustainable natural resource management</li> </ul>	<ul style="list-style-type: none"> <li>• Effective national–local coordination mechanisms are required for successful CC mainstreaming</li> <li>• Village-level demonstration activities are needed to create a body of evidence that can help place CC-related issues higher on the government agenda</li> </ul>
<b>Lesotho</b> 2013-2015 €4.0 million Overall development / poverty reduction; energy	<ul style="list-style-type: none"> <li>• Finalisation of a national CC adaptation and mitigation strategy and a national sustainable energy strategy</li> <li>• Mainstreaming of these strategies into the national development strategy, resulting in the implementation of concrete actions (e.g. in soil and nutrient management, water use efficiency, food security, disaster preparedness, renewable energies, rural electrification and energy efficiency)</li> <li>• Setting up of institutional frameworks to support these strategies</li> </ul>	<ul style="list-style-type: none"> <li>• No coordination structures are currently in place around the themes of CC and renewable energies; setting them up is thus a priority, with the Ministry of Finance and Development Planning taking the lead until clear roles and responsibilities have been defined</li> </ul>
<b>Lower Mekong Basin</b> 2012-2016 €5.0 million Overall development / poverty reduction; agriculture; natural	Support for the Mekong River Commission's Climate Change Adaptation Initiative (CCAI), incl.: <ul style="list-style-type: none"> <li>• Implementation of local demonstration activities and adaptation projects</li> <li>• Building of capacities to develop CC-related</li> </ul>	<ul style="list-style-type: none"> <li>• Pilot and demonstration projects can be used as a foundation for adaptation mainstreaming – provided a regional network of such projects is set up to share and disseminate experience</li> <li>• Given the interconnectedness of countries</li> </ul>



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Country or region Duration GCCA budget Sector(s) concerned	Main activities and/or expected results	Key insights and/or emerging lessons
resources	<p>policies and to plan for CC adaptation</p> <ul style="list-style-type: none"> <li>• Building of capacities and development of a system for monitoring and reporting on the status of CC adaptation in the Mekong region</li> <li>• Development of policy frameworks, strategies and plans for CC adaptation, to be integrated with other development plans</li> </ul>	<p>sharing a river basin, the basin is an appropriate level for collecting climate-related evidence, and for developing a policy framework for collaborative action</p> <ul style="list-style-type: none"> <li>• High-level expertise is required to guide and support the CCAI</li> </ul>
<b>Mali</b> 2010-2015 €5.65 million Forests	<ul style="list-style-type: none"> <li>• Institutional strengthening and capacity building for the development and implementation of a national policy, strategy and action plan on CC – and for mainstreaming climate change into national and sector policies and strategies</li> </ul>	<ul style="list-style-type: none"> <li>• Awareness raising and political statements on CC need to evolve into the design and actual implementation of a coherent response to climate-related challenges</li> <li>• Setting up a favourable institutional context, in which technical and political institutions develop ownership of the CC issue, is essential for this to happen</li> </ul>
<b>Mauritius</b> 2010-2013 €3.0 million Overall development / poverty reduction; energy	<ul style="list-style-type: none"> <li>• Adoption and enactment of an Energy Efficiency Bill, and also of a new Building Control Bill that comprises requirements for sustainable buildings</li> <li>• Setting up of technical working groups to provide recommendations for the evolution of the 'Maurice Île Durable' strategy in a way that better addresses sustainable development challenges, including climate-related ones</li> </ul>	<ul style="list-style-type: none"> <li>• Improving the legal and regulatory framework is an important aspect of CC mainstreaming</li> <li>• The congruence of energy independence and CC mitigation objectives provides an incentive for increased utilisation of renewable energy and more efficient use of energy</li> </ul>
<b>Mozambique</b> 2010-2015 €15.2 million Overall development / poverty reduction	<ul style="list-style-type: none"> <li>• Strengthening of the planning and financial management capacities of the Ministry of Coordination of Environmental Action</li> <li>• Review of relevant sector development strategies to improve the mainstreaming of environmental and CC-related themes</li> <li>• Strengthening of the environmental monitoring system</li> <li>• Setting up of information networks to promote CC awareness and knowledge sharing</li> <li>• Implementation of pilot adaptation projects, in the agricultural and agroforestry sector</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening the leadership of the ministry in charge of environment and climate change, combined with reinforcing cross-sectoral coordination mechanisms, is essential for successful CC mainstreaming</li> <li>• So is the strengthening of the environmental monitoring system</li> <li>• External help is useful to support the mainstreaming of adaptation measures</li> </ul>
<b>Nepal</b> 2012-2015 €8.6 million Overall development / poverty reduction	<ul style="list-style-type: none"> <li>• At national level: preparation and implementation of CC-related policies and strategies; undertaking of economic and social appraisal, governance and fiduciary risk assessment (paving the way for climate-related budget support); development of skills required to access and manage CC financing</li> <li>• At watershed level: data collection; strengthening of the capacity of local institutions to establish and monitor CC impacts</li> <li>• Financing of projects that pilot innovative mechanisms of adaptation/mitigation</li> </ul>	<ul style="list-style-type: none"> <li>• Sub-national institutions play a key role in the implementation of adaptation measures, so it is important to strengthen their technical and institutional capacities</li> <li>• Options that combine adaptation and mitigation deserve specific attention, as they simultaneously promote climate-resilient and low-emission development</li> <li>• Economic and social appraisal, governance and fiduciary risk assessment, pave the way for climate-related budget support</li> </ul>
<b>Samoa</b> 2012-2015 €3.0 million	<ul style="list-style-type: none"> <li>• Preparation of an updated <i>Water for Life</i> sector plan 2012-2016 that effectively integrates CC adaptation measures</li> </ul>	<ul style="list-style-type: none"> <li>• The timing of the GCCA intervention is critical for CC mainstreaming into the <i>Water for Life</i> sector plan, since it is being reviewed for the period 2012-2016 and</li> </ul>

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Country or region Duration GCCA budget Sector(s) concerned	Main activities and/or expected results	Key insights and/or emerging lessons
Water and sanitation		must more effectively integrate CC impacts in planning and infrastructure development than the earlier version
<b>Seychelles</b> 2010-2012 €2.0 million Overall development / poverty reduction; energy	<ul style="list-style-type: none"> <li>• Contribution to the implementation of the Seychelles National Climate Change Strategy (SNCCS)</li> <li>• Effective mainstreaming of CC adaptation and mitigation into the national development strategy and the energy sector's institutional and legal framework (renewable energies, energy efficiency, participation in the CDM and other carbon finance mechanisms)</li> <li>• Revision of the Town and Country Planning Act and Environment Protection Act in coherence with the SNCCS</li> </ul>	<ul style="list-style-type: none"> <li>• Improving the institutional, legal and regulatory framework is an important aspect of CC mainstreaming</li> <li>• The congruence of energy independence and CC mitigation objectives provides an incentive for energy-based mitigation</li> <li>• In view of the limited availability of technical expertise and complex institutional framework, it would have been useful to provide targeted high-level institutional assistance and specific resources for capacity building</li> </ul>
<b>Solomon Islands</b> 2011-2014 €2.8 million Overall development / poverty reduction	<ul style="list-style-type: none"> <li>• Effective mainstreaming of CC and disaster risk reduction (DRR) priorities into the national development strategy and the transport sector plan</li> <li>• Recurrent allocation of a budget to key institutions carrying out CC and DRR activities, notably to implement NAPA priorities</li> <li>• Building of capacities of the Ministry of Environment and National Disaster Management Office in the field of CC and DRR</li> <li>• Development of a national CC strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Developing institutional capacities is essential for successful mainstreaming</li> <li>• Unusually but interestingly for a budget support programme, this one requires the allocation of budget resources to the implementation of NAPA priorities</li> <li>• Defining specific, monitorable objectives in the form of an action-oriented matrix of reform priorities is useful to structure the policy dialogue on CC and assess progress</li> </ul>
<b>South Pacific</b> 2011-2015 €11.4 million Overall development / poverty reduction; coastal zone management; health; infrastructure; water and sanitation	<ul style="list-style-type: none"> <li>• At national level: production of 'adaptation roadmaps' providing for the mainstreaming of CC adaptation into development policies and budgets; pilot implementation of some activities included in these roadmaps</li> <li>• At regional level: organisation of workshops, conferences and seminars to coordinate activities in the field of CC; exploration of possibilities for setting up a new regional mechanism to help countries access international climate funding</li> </ul>	<ul style="list-style-type: none"> <li>• A high level of awareness of CC-related risks needs to evolve into the design, funding and actual implementation of concrete responses to CC</li> <li>• Combining 'top-down' and 'bottom-up' approaches to adaptation provides the best chance of improving adaptive capacity</li> <li>• The development of adaptation roadmaps is expected to pave the way for climate-related budget support and enhanced access to climate finance</li> </ul>
<b>The Gambia</b> 2012-2016 €3.86 million Overall development / poverty reduction; coastal zone management	<ul style="list-style-type: none"> <li>• Strengthening of the knowledge base for integrating CC into key sectors</li> <li>• Formulation of a national CC policy</li> <li>• Rationalisation of institutional arrangements and coordination mechanisms for CC and coastal zone management</li> <li>• Sensitisation and training of policy makers and planners, National Assembly members and civil society representatives</li> <li>• Demonstration and research projects focused on ecosystem and livelihood resilience and coastal zone ecosystem rehabilitation</li> </ul>	<ul style="list-style-type: none"> <li>• Acquiring and managing data in support of an evidence-based response to CC is an important aspect of CC mainstreaming</li> <li>• So is a strengthened institutional framework, supportive of intersectoral coordination</li> </ul>
<b>Timor-Leste</b>	<ul style="list-style-type: none"> <li>• Enhancement of climate monitoring systems</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening climate data collection and monitoring systems is important for</li> </ul>

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Country or region Duration GCCA budget Sector(s) concerned	Main activities and/or expected results	Key insights and/or emerging lessons
2013-2017 €4.0 million Overall development / poverty reduction; forests; natural resources	<ul style="list-style-type: none"> <li>• Mainstreaming of CC adaptation into national policies and plans and local development plans (with a focus on agriculture, forest and water management)</li> <li>• Implementation of environmental restoration and sustainable livelihood activities</li> </ul>	<ul style="list-style-type: none"> <li>• successful CC mainstreaming</li> <li>• Mainstreaming adaptation best practices into local development plans is essential to ensure the actual implementation of measures decided at a more strategic level</li> <li>• Learning by doing supports capacity building</li> </ul>
<b>Uganda</b> 2012-2015 €11.0 million Agriculture	<ul style="list-style-type: none"> <li>• Strengthening of the institutional capacity of the Climate Change Unit of the Ministry of Water and Environment</li> <li>• CC awareness raising in selected government departments and a target district</li> <li>• Promotion and dissemination of adaptation good practices in agriculture, and their integration in relevant policies and plans</li> <li>• Implementation of concrete actions to strengthen the resilience of rural populations and agricultural production systems</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity strengthening is required to operationalise the national commitment to CC mainstreaming and overcome identified constraints</li> <li>• Learning by doing supports capacity building</li> </ul>
<b>Vanuatu</b> 2012-2016 €3.2 million Overall development / poverty reduction; agriculture; natural resources; water and sanitation	<ul style="list-style-type: none"> <li>• Mainstreaming of climate resilience and disaster risk reduction into key sectors</li> <li>• Provision of technical assistance to foster the integration of CC vulnerability into development plans and budgets; support participation in international forums; help finalise the ratification of international agreements; and prepare the ground for the use of budget support for actions on CC</li> <li>• In complement, implementation of concrete activities to increase resilience to climate risks</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening capacities is essential for successful CC mainstreaming; needs in terms of technical assistance should be adequately assessed at the time of programme formulation</li> <li>• The provision of external expertise to complement scarce national human resources may under certain circumstances be inescapable</li> </ul>
<b>Western Africa</b> 2011-2015 €4.0 million Overall development / poverty reduction; agriculture; energy; forests; infrastructure; land management	<ul style="list-style-type: none"> <li>• Strengthening of hydro-climatologic data management systems and related data analysis capacities</li> <li>• Mainstreaming of CC adaptation and mitigation into regional and national development strategies, and dissemination of good practices</li> <li>• Strengthening of climate-related negotiation skills and capacities to access carbon finance mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening data management systems and data analysis skills is essential for successful CC mainstreaming</li> <li>• Systems need to be set up and synergies developed (notably with the activities of NGOs and research organisations) to share good adaptation and mitigation practices at regional level</li> <li>• To be effectively implemented, NAPAs need to be mainstreamed into national policies and strategies</li> </ul>

### 3. GCCA insights and emerging lessons

In this section, the individual country and regional experiences presented in Table 1 are clustered under broad themes and general findings. Discussion topics are structured around the 'mainstreaming framework' (see Figure 1) developed by the UNDP-UNEP Poverty Environment Initiative (PEI).



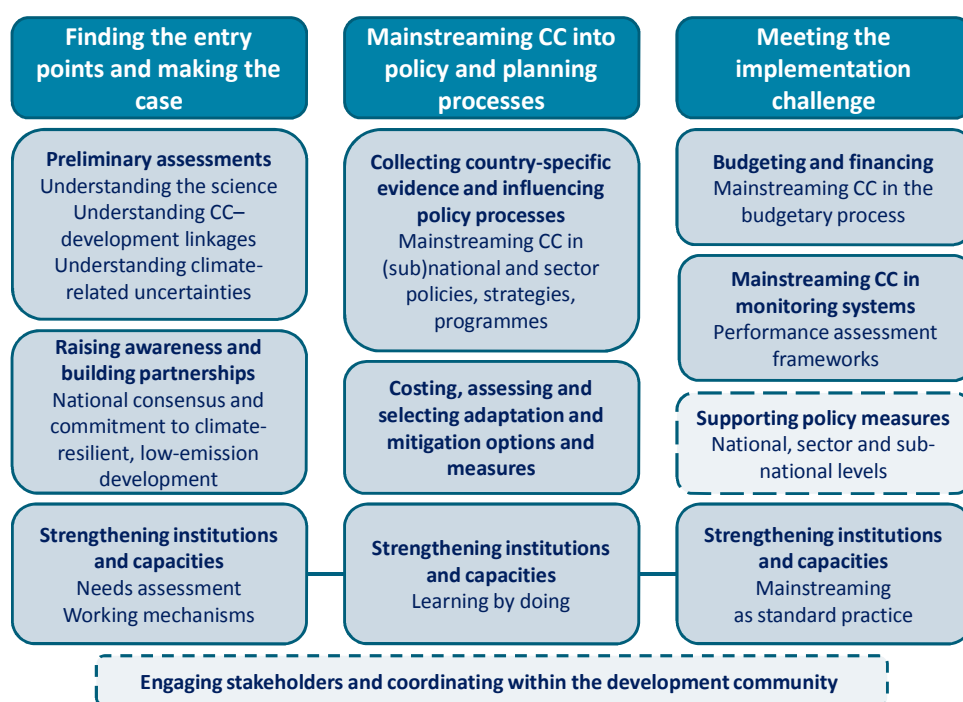
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Each main section of this framework is associated with a key stage in the iterative process of national development planning:

1. **Finding the entry points and making the case** (Section 3.1) is concerned with setting the stage of the mainstreaming process. It entails understanding the potential effects of climate change (including the associated uncertainties) and the linkages between climate change and national development priorities, as well as understanding the institutional and political contexts and institutional or capacity development needs, as a basis for identifying entry points into development planning and making the case for mainstreaming climate change adaptation and mitigation.
2. **Mainstreaming climate change into policy and planning processes** (Section 3.2) is associated with the policy-making stage. It focuses on integrating climate change issues into policy processes at the national, sectoral and sub-national levels, based on country-specific evidence. At this stage, concrete adaptation and mitigation options and measures must be assessed (including through the implementation of pilot activities) and prioritised.
3. **Meeting the implementation challenge** (Section 3.3) is associated with the implementation and monitoring of the development policies. It requires mainstreaming climate change into budgeting, financing and monitoring systems, with the ultimate objective of making climate change mainstreaming a standard practice, at different levels and stages of the planning cycle.

**Figure 1 – Mainstreaming framework**



Adapted from: UNDP-UNEP (2009) Figure 3.1, p. 15

### 3.1 Finding the entry points and making the case for climate change mainstreaming

GCCA experience to date suggests a number of emerging lessons linked to understanding climate change as a development issue; collecting, assessing and sharing evidence in support of awareness

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raising; assessing and addressing needs in terms of institutional and capacity development; and building partnerships to tackle climate change.

**Understanding climate change as a development and livelihood issue is essential to motivate political action.**

Stressing and demonstrating the linkages between climate change, development and livelihoods is an important awareness-raising activity, as illustrated by the example in Box 1.

### **Box 1: GCCA experience – Understanding climate change as a development issue**

In **Cambodia**, climate change often still seems to be perceived as a secondary issue to pressing national concerns related to food security, poverty, water security and basic infrastructure needs. This reflects a lack of understanding of how climate change responses can address urgent development priorities. Some concept notes submitted following the first call for proposals for local adaptation projects also reflected an understanding that the response to climate change has to be technical and addressed distinctly from other threats. To promote a more impact- and resilience-focused approach, further outreach efforts will have to keep stressing the response to climate change as a way of protecting livelihoods and enhancing the resilience and sustainability of development interventions.

More generally, stressing the developmental ‘co-benefits’ of climate change adaptation and mitigation measures can also provide an incentive to invest in climate change mainstreaming efforts. In **Mauritius** and **Seychelles**, for example, national development strategies include objectives in terms of reduced dependence on imported fuels and increased energy security; this provides a rationale for mainstreaming climate change mitigation (through increased use of renewable energies and energy efficiency) into the energy sector. In **Nepal**, pilot projects that test the convergence of mitigation and adaptation options, in the field of forest management, water resources management and alternative energy development, are expected to support livelihood diversification and the creation of green jobs, thus contributing to rural development.

**Collecting, assessing and sharing evidence of climate change and its impacts is critical to effectively making the case.**

Several GCCA interventions with a focus on mainstreaming, including those in Burkina Faso, Cambodia, Ethiopia, the Lower Mekong Basin, Nepal, The Gambia and Timor-Leste, comprise activities related to the collection, assessment and dissemination of data on current and expected future climate, climate impacts on development, and approaches to adaptation. The level at which information is collected varies, from the local level (as in **Nepal**, where climate change-relevant baselines will be established to support climate-resilient planning in the Karnali and Rapti watersheds) to the regional level (as in **Western Africa**, where hydro-climatologic data are collected to serve the entire sub-region, and also in the **Lower Mekong** sub-region where, considering the interconnectedness of countries sharing a river basin, it makes sense to undertake climate change vulnerability assessments at the basin scale for food security, flood and drought impacts, sustainable hydropower and ecological systems). The focus of data collection and knowledge management also differs, depending on identified needs, as illustrated in Box 2.

**Box 2: GCCA experience – Collecting, assessing and sharing evidence**

In **Burkina Faso**, the GCCA will help create a database of ongoing studies and research projects on climate change in the country and Western Africa, disseminate their most relevant findings, and support the interconnection of various existing information systems, such as early warning systems linked to food security and natural disasters.

In **Cambodia**, the Cambodia Climate Change Alliance has supported the preparation and dissemination of a study illustrating the perceptions of climate change in Cambodian society, and a Human Development Report focused on building the climate resilience of rural livelihoods; both create opportunities for increased communication and public debate on climate change impacts. The programme also supports the organisation of national forums on climate change and the establishment of a National Climate Change Data, Knowledge Management and Learning Centre to act as a clearing house for climate change data, resources, learning services and dissemination of climate change information.

In **Ethiopia**, the GCCA supports the development of climate modelling systems that operate at downscaled levels, allowing to produce more reliable local change scenarios and to underpin the development of early warning systems. The Environmental Protection Authority also plans to set up an easily accessible database and knowledge management system to share experience and good practices in tackling climate change.

In **The Gambia**, the GCCA supports the establishment of an information management system at the National Environment Agency, including a geographic information system, to allow analysis of historical and new data relevant to integrated coastal zone management and adaptation. Tools such as feasibility studies, vulnerability assessment and economic analysis will also be used to enhance the body of evidence on which to base strategic choices and planning decisions.

In **Timor-Leste**, the GCCA will help improve the capacity of ALGIS (the Agriculture and Land Use Geographic Information System) to collect and monitor climate data in all 13 districts, analyse it through agro-ecological perspectives, and disseminate their interpretation at both local and national level.

In **Vanuatu**, GCCA funding supports the development of early warning and monitoring systems for floods.

Further information on data collection, management and research in the context of regional interventions, notably in **Eastern and Southern Africa** and in **Western Africa**, is available in Box 3 of the background paper on Adaptation.

The more systematic collection of data and management of knowledge on climate change, its impacts and possible responses support awareness raising and the identification of entry points for climate change mainstreaming. It also supports the mainstreaming process at subsequent stages, including the identification and prioritisation of adaptation and mitigation options to be integrated in policies, strategies and plans, and the development of 'climate change-sensitive' monitoring systems (see Section 3.3).

**Assessing and addressing needs in terms of institutional and capacity development appears as another key area of climate change mainstreaming, to be initiated early in the process.**

Feedback from GCCA interventions across the world points out to the existence of a variety of potential barriers to the effective mainstreaming of climate change. These include insufficient political leadership; overlapping institutional mandates and the absence of an overarching framework; a lack of political leverage by the organisation officially in charge of coordinating the response to climate change; weaknesses in the communication and coordination mechanisms

between ministries, and between the national and sub-national levels; complex institutional frameworks, characterised by large number of actors involved (linked to the cross-cutting nature of climate change); inadequate legal and regulatory frameworks; human and financial resource limitations in government services, aggravated by slow recruitment for key positions, recruitment freezes, low salaries and a high rate of staff turnover; limited management skills; and the limited availability of specialised technical expertise, notably in small countries such as small island states.

All these may constitute obstacles to the integration of climate-related considerations into key policies and strategies, the sharing of lessons learned, the scaling-up of successful initiatives, and the allocation of resources to adaptation and mitigation priorities.

GCCA programmes attempt to alleviate these issues in various ways:

- by strengthening and rationalising the institutions in charge of climate change, as illustrated in Box 3;

**Box 3: GCCA experience – Strengthening and rationalising climate change-related institutions**

In **Cambodia**, institutions for coordinating the response to climate change had already been set up before the start of the GCCA programme. They include the inter-ministerial National Climate Change Committee (NCCC), and the National Committee for Disaster Management. One interesting development, in 2011, was the appointment of the Prime Minister as honorary chairman of the NCCC; such a move can be expected to enhance the status of the Committee and its clout in the national political landscape. GCCA support aims to strengthen the capacities of these existing institutions 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. Support for the participation of NCCC officials in UNFCCC meetings, including the latest two Conferences of the Parties in Cancún and Durban, is a particularly valued contribution of the programme to Cambodia's participation in the international dialogue on climate change.

In **Eastern and Southern Africa**, a comprehensive process aimed at consolidating the African position in international negotiations on climate change, and at adopting its key elements in international agreements, is supported. Institutional capacity development is also supported with regard to the development of investment frameworks and financing strategies for the implementation of programmes on 'climate smart' agriculture, conservation agriculture and other agriculture, forestry and land use (AFOLU)-related adaptation activities; in the field of vulnerability assessment; and to promote increased participation in carbon trading.

In **Mozambique**, one of the identified obstacles to the implementation of environmental sustainability measures is the lack of political leverage of the Ministry of Coordination of Environmental Action over other line ministries, compounded by insufficient technical capacity and financial resources. GCCA support aims to strengthen its leadership and mandatory role as focal point in environmental affairs, and reinforce cross-sectoral coordination mechanisms.

In **Solomon Islands**, the GCCA promotes capacity building on climate change and disaster risk reduction, notably by making training of key staff from the Climate Change Office and National Disaster Management Office (now both under the Ministry of Environment), the Ministry of Development Planning and Aid Coordination and the Ministry of Lands, one of the 'triggers' for disbursement of the variable tranche of budget support.

(...)

**Box 3 (continued) – Strengthening and rationalising climate change-related institutions**

In **The Gambia**, the Department of Water Resources, the Ministry of Forestry and Environment and the National Environment Agency (NEA) all have responsibilities with regard to climate change, but coordination (assigned to NEA) is hindered by the absence of an overarching framework and by overlapping institutional mandates. The GCCA programme aims to bring stakeholders together to define coordination roles and functions with regard to both integrated coastal zone management (ICZM) and climate change, and to develop bridges between ICZM and climate change coordination.

In **Uganda**, capacity development efforts will notably target the Climate Change Unit (under the Ministry of Water and Environment), which has been overstretched by the international agenda, and is also constrained by a relatively low political profile. GCCA support is expected to help overcome a number of well-identified constraints to the mainstreaming of climate change in development policies and plans.

In **Vanuatu**, support is given to the National Advisory Board (NAB) for Disaster Risk Management and Climate Change, a newly created body integrating functions previously exercised by distinct organisations. Technical assistance is provided to foster the integration of climate change vulnerability into development plans and budgets, support participation in international forums, help finalise the ratification of international agreements, and prepare the ground for the use of budget support for actions on climate change.

In **Western Africa**, the upgrading of hydro-climatologic data management systems at the Agrhymet Regional Centre (CRA) is complemented with activities to strengthen the CRA's capacities to conduct detailed analysis of climate change in the Sahel (and other supported countries), and also to assess the potential impacts of climate change on agro-sylvo-pastoral production systems, on socio-economic systems and on ecosystems.

- by promoting the development of new institutions, as in **Lesotho**, where coordination structures around the themes of climate change and renewable energies have not yet been set up;
- by fostering improved intersectoral and national-local coordination, as illustrated in Box 4;

**Box 4: GCCA experience – Fostering improved intersectoral and national-local coordination**

In **Bhutan**, through its involvement in the Renewable Natural Resources (RNR) Sector Programme, the EU is taking the lead in establishing a formal and active sector and donor coordination mechanism in the field of agriculture and natural resource management. As a result of GCCA involvement, the EU will now also foster coordination between this mechanism, the multi-sector task force on climate change set up by the government, and the ongoing activities of the Joint Support Programme, a multi-donor initiative aimed at mainstreaming the poverty–environment–climate change nexus into the policies and plans of all ministries and at all government levels.

In the **Lao PDR**, decentralisation has created divergence in the implementation of national policies, and *de facto* governance problems. At sub-national level, central policies and instructions are not always fully adhered to, which may hinder the achievement of objectives. To address this problem, the GCCA intervention puts specific emphasis on strengthening coordination across levels of government, and on planning and information exchange at the district and provincial levels.



- by promoting the strengthening of legal and regulatory frameworks, as illustrated in Box 5;

**Box 5: GCCA experience – Strengthening legal and regulatory frameworks**

In **Mauritius**, one of the key objectives of the budget support programme was the adoption and enactment of an Energy Efficiency Bill, and also of a new Building Control Bill setting out requirements for sustainable buildings. Strengthening the legal and regulatory framework in these regards was indeed considered essential for the successful mainstreaming of climate change (in particular energy-related aspects) in the national development process.

In **Seychelles**, where one of the identified issues was the lack of a legal framework allowing participation in the Clean Development Mechanism (CDM), the mitigation component of the GCCA programme 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 adoption of an energy policy and Energy Act supporting CDM participation is amongst specific disbursement criteria for budget support.

- and by engaging stakeholders, including civil society/non-state actors, and helping build their capacities to play a constructive role in the mainstreaming process, as illustrated in Box 6.

**Box 6: GCCA experience – Engaging stakeholders, including non-state actors**

In **Burkina Faso**, a wide range of stakeholders will be consulted on climate-related issues, notably in the context of the REDD+. Stakeholder engagement, consultation and capacity building is indeed considered an essential part of institutional building efforts and successful mainstreaming. Government, but also the scientific community, civil society organisations and the private sector, are expected to be involved.

In **Cambodia**, the GCCA programme supports the establishment of a multi-stakeholder climate change information sharing and knowledge management platform. It specifically recognises the need to engage civil society, including academia, non-government organisations and the private sector. Also and importantly, the Cambodia Climate Change Alliance Trust Fund can provide grants to civil society organisations to implement adaptation projects in the field.

In **Ethiopia**, one component of the programme is focused on developing a knowledge base that allows stakeholders at all levels to build resilience to climate change impacts. This stems from recognition that capacity enhancement is needed for public institutions, but also private companies and other non-state actors, so that all stakeholders are in a position to fulfil their institutional roles or mandates and contribute to the national objective of achieving climate-resilient, low-emission development.

Failure to sufficiently consider these aspects during programme identification and formulation has in a few cases delayed the start and/or implementation of GCCA-supported programmes and, more importantly, of the climate change mainstreaming agenda. In the **Lower Mekong Basin**, for example, the Climate Change Adaptation Initiative (CCAI) is progressing, but would benefit from improved institutional arrangements (e.g. with regard to the networking of demonstration projects, or the setting up of a senior regional technical body to guide adaptation, monitor and report on progress, and provide technical inputs to a Mekong Climate Change Adaptation Strategy and Action Plan); enhanced access to high-level expertise, from expert networks, technical working groups and development partners, would also be helpful. In **Seychelles**, in view of the limited availability of technical expertise and the complex institutional framework, it is reckoned that the provision of targeted high-level institutional assistance, and specific resources for capacity building (in particular

for the Seychelles Energy Commission, which will take up additional responsibilities as a sector regulator when the new Energy Act enters into force in late 2012) would have been a useful complement to the provision of budget support. In **Vanuatu**, it is felt that critical understaffing of the Climate Change Unit of the Department of Meteorology caused significant delays in starting implementation of the programme, which could have been alleviated by the earlier provision of external expertise – and that needs in terms of technical assistance were not adequately assessed at the time of programme formulation.

Besides actions undertaken in the context of specific country and regional programmes, the GCCA also supports capacity development through the organisation of **technical workshops on climate change mainstreaming**. Box 7 provides an overview of activities carried out so far in this regard. In the future, further training on mainstreaming and other themes related to climate change will be provided through the Climate Support Facility of the GCCA Intra-ACP Programme.

**Box 7: GCCA experience – Regional workshops on climate change mainstreaming**

In 2011 and 2012, over 200 senior officials from ministries of finance, planning and environment and regional organisations participated in regional workshops organised in the Pacific, Africa, Asia and the Caribbean to raise awareness of the need to mainstream climate change adaptation and mitigation into national development policies, plans and budgets. These workshops introduced participants to a framework and tools available for mainstreaming and gave them the practical support and encouragement to put what they had learned about mainstreaming into action in their home countries. In addition, they provided an opportunity for discussions and networking, allowing participants to share their experience and knowledge – and gave the climate change experts a valuable insight into the views and experience of decisions makers in key positions to put mainstreaming at the heart of national development plans.

Finally, it appears that **building partnerships between concerned stakeholders also supports climate change mainstreaming**. Partnership building is an inherent component of some GCCA programmes, if not explicitly then as an indirect consequence of efforts to improve coordination between stakeholders and collaboration between public and private organisations that may share some common goals and interests with regard to climate change responses (see for instance the example of **The Gambia** in Box 3, of **Bhutan** and the **Lao PDR** in Box 4). Pilot or demonstration projects, a key feature of many GCCA programmes with a climate change mainstreaming component (see Section 3.2), can also be a way of supporting partnership building, as they typically mobilise communities, local and regional authorities and other stakeholders around common objectives. Box 8 illustrates some advantages of partnership building in the context of regional programmes.

**Box 8: GCCA experience – Building partnerships**

In the **Pacific**, the GCCA programme being implemented by the University of South Pacific (USP) rapidly developed education and scholarship programmes related to climate change but initially encountered significant delays with the development of pilot projects due to a lack of country contacts and a lack of expertise in project implementation. Over the last year, USP has partnered with the Secretariat of the Pacific Community, the Pacific Island Forum Secretariat, the United Nations Development Programme, as well as national governments to identify pilot project sites. Strong partnership and consultation between these organisations has helped build on synergies, pool expertise and overcome previous implementation difficulties.

(...)

**Box 8 (continued) – Building partnerships**

In **Western Africa**, the programme strives to establish partnerships with NGOs, research institutions and other organisations involved in conducting climate-related studies and assessments, to develop synergies and support the wider dissemination of knowledge on adaptation and mitigation responses. This process builds on the mapping of climate change-related initiatives and stakeholders in the region.

### 3.2 Mainstreaming climate change into policy and planning processes

Lessons emerging from GCCA experience so far in relation to mainstreaming into policy and planning processes are associated with the need to translate awareness raising into concrete action; the importance of seizing windows of opportunity in planning processes; the complementarity of climate change mainstreaming at national and sub-national levels; and the importance of strengthening institutions and capacities through ‘learning by doing’ processes.

Information collected during GCCA programme preparation stresses that **once a certain level of awareness of climate change is attained, it is important to move on to concrete planning and implementation of climate change mainstreaming activities**. Box 9 presents some insights into this aspect. Of course, this does not mean that awareness raising activities should stop once mainstreaming moves to the policy-making stage: mainstreaming is an iterative process. Rather, the insight here is that moving to the effective mainstreaming of climate change into national, sector and sub-national planning processes (and their implementation) should follow closely and/or accompany the awareness-raising efforts.

**Box 9: GCCA experience – Moving from awareness to concrete action**

In **Mali**, awareness of climate change and how it jeopardises development and poverty reduction objectives has been growing over the past years. When designing the GCCA intervention, it was estimated that the time had come for the country to move from awareness raising and political statements to the design and actual implementation of a coherent response to climate-related challenges, through the development and implementation of a national policy, strategy and action plan on climate change, to be followed by climate change mainstreaming into national and sector policies and strategies. The GCCA intervention contributes to this.

In **Mozambique**, environmental and climate change issues have been rising on the political agenda, based on evidence of impacts on development, and on publications such as the 2009 ‘Study on the Impact of Climate Change on Disaster Risk in Mozambique’. Rising awareness of the country’s vulnerability has led the government to support the mainstreaming of adaptation measures and environmental sustainability in economic planning. Nevertheless, moving to the implementation of policies and strategies to this effect remains problematic, and environmental management is still widely perceived as an obstacle to economic development. The GCCA intervention aims to contribute to addressing this issue.

In the **South Pacific**, awareness about the risks climate change is posing to development is very high. However, at national level, strategic and operational frameworks to guide and implement adaptation priorities are largely absent. National development strategies and budgets are not yet climate change-resilient. The GCCA programme is thus supporting the preparation of concrete national action plans.

(...)

**Box 9 (continued) – Moving from awareness to concrete action**

In **Uganda**, climate change is 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 latter includes the development of mainstreaming guidelines.

The concrete character of mainstreaming also derives from the ability to **identify and achieve concrete outcomes from the process**. Programme preparation documents sometimes set relatively vague objectives, such as ‘mainstreaming climate change into key policies and strategies’. Ideally, expected outcomes should be defined, at least roughly in the beginning and with increasing precision as the process moves ahead. Box 10 presents two examples of good practice in this regard. The example of Bhutan is particularly interesting, as the use of outcome indicators to trigger the disbursement of the variable tranche remains exceptional in GCCA budget support programmes.<sup>2</sup>

**Box 10: GCCA experience – Identifying concrete expected outcomes from mainstreaming**

In **Bhutan**, the mainstreaming of climate change into the 11<sup>th</sup> Five-Year Plan for the Renewable Natural Resources sector is expected to result in the implementation of concrete adaptation measures in the agricultural sector. In the third and fourth year of the GCCA budget support programme, specific disbursement criteria are related to the achievement of objectives defined in terms of precise indicators, such as the number of districts, communities, farms and households participating in water saving schemes, storage facilities and recycling mechanisms; the number of farmers adopting sustainable land management practices; the proportion of rice-cultivating areas growing rice varieties which are more climate change-resistant and less methane-producing; the number of farmers adopting high-yielding livestock breeds and pasture development for reducing methane production; and the amount of methane re-used for fuel purposes through adoption of integrated livestock-biogas initiatives.

In **Lesotho**, on the adaptation side, the 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 (e.g. promotion of improved cooking stoves).

**Seizing windows of opportunity to mainstream climate change into planning processes may in part determine the impact of mainstreaming efforts.** The best time for mainstreaming climate change is the period during which a policy, strategy or plan is under review or under preparation for the next period. In this regard, the timing of implementation of a GCCA programme may (or not) coincide with such a window of opportunity. Choosing the right entry point(s) taking into account the government’s calendar or, on the contrary, (too frequent) delays in the start of operations following the commitment of GCCA funding may condition the ability (or not) to influence a policy or strategy in the subsequent years, as shown in Box 11.

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<sup>2</sup> Process and output indicators are usually chosen as disbursement criteria.

**Box 11: GCCA experience – Seizing windows of opportunity in planning processes**

In **Bhutan**, the exercise for drafting the 11<sup>th</sup> Five-Year Plan (FYP 2013-2018) will be substantially completed by the end of 2012. With GCCA programme implementation expected to start only in mid-2012, there will be little time to ensure that climate change adaptation is prominently reflected in the Renewable Natural Resource sector's 11<sup>th</sup> FYP. Technical assistance to the government will be recruited as soon as possible to support this.

In **Cambodia**, the National Strategic Development Plan 2009-2013 (NSDP I) does not include strong references to climate change. However, successive communications from the government have stated that climate change constitutes a 'major threat to Cambodia's economic and growth prospects', and the government is now working on a Climate Change Strategic Plan which will be finalised in late 2012. This presents an opportunity to mainstream climate change more prominently into the NSDP update (covering the period 2014-2017). The Climate Change Technical Team established with the support of the GCCA is thus working with the National Climate Change Committee (NCCC) to integrate climate change into the NSDP.

In **Samoa**, the government is undertaking a review and update of its 'Water for Life' sector plan to cover the period 2012-2016. One of the main challenges is to ensure more effective integration of climate change impacts in all aspects of planning and infrastructure development. GCCA funding is expected to support this and, although budget support operations effectively started only in July 2012, some steps towards achieving this objective have already been taken, such as putting more emphasis on improved watershed management in the new draft of the plan and improving disaster preparedness and response in the water

This is not to say that climate change mainstreaming can only take place during these privileged windows of opportunity. However, while policies, strategies, plans and the legal and regulatory framework governing climate change can be reviewed at any time to check compatibility with and/or integration of climate-related considerations (e.g. under Parliament leadership), a review coinciding with the national planning process has more chances of quickly leading to effective changes and results.

**Mainstreaming activities at national and sub-national levels can be simultaneous and mutually reinforcing.** GCCA mainstreaming-related interventions typically address the national and sector levels (sometimes through the regional level for regional interventions), with objectives expressed in terms of integrating adaptation and/or mitigation considerations into national and/or sector policies and strategies, and improving the related institutional, legal and regulatory frameworks. The sub-national and local levels also matter, however, particularly in terms of climate change adaptation, as development impacts are best observed and understood at the local level; climate change impacts are felt at the local level; vulnerability and adaptive capacity are very much context-specific; most adaptation options, for being effective, require implementation at the local level; and initiatives pioneered at the local level may be replicated and scaled-up (OECD, 2009). A number of GCCA interventions thus also comprise mainstreaming activities at sub-national levels, typically because they usefully complement national-level undertakings and enhance the chance of concrete implementation of national-level decisions. Box 12 provides examples of GCCA experience in this regard.



**Box 12: GCCA experience – Mainstreaming climate change at sub-national levels**

In **Nepal**, GCCA activities target simultaneously the national and sub-national levels. The technical and institutional capacities of village and district development committees will be strengthened, in recognition of the importance of sub-national institutions for the implementation of adaptation measures. The district and national level will both be targeted by awareness campaigns and knowledge-sharing activities. The programme will support the mainstreaming of NAPA-prioritised activities through Local Adaptation Plans for Action (LAPAs). These LAPAs are essential in Nepal, given the huge climatic and social variability which requires location-specific actions. This approach also ensures that climate change adaptation is integrated into local development processes through local government and community-based organisations.

In the **South Pacific**, the GCCA supports activities at the regional level (e.g. coordination forums, investigation of the feasibility of setting up a regional mechanism for access to international climate funding), the national level (preparation of national climate change action plans) and the local level (implementation of field projects). This is based on experience showing that a system embracing both ‘top-down’ and ‘bottom-up’ approaches to the adaptation process has the best chance of improving the adaptive capacity of Pacific inhabitants.

In **Timor-Leste**, the GCCA will help communities draft local soil and water conservation plans, in coherence with watershed management principles. These plans will then be integrated in 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 adoption of best practices for climate resilience.

**Strengthening institutions and capacities through ‘learning by doing’ informs and adds value to the mainstreaming process.** In recognition of this, many GCCA interventions with a mainstreaming component also support pilot or demonstration activities in the field of adaptation, disaster risk reduction and/or forest-based adaptation and mitigation; these include interventions in **Eastern and Southern Africa, Ethiopia**, the **Lao PDR**, the **Lower Mekong Basin, Mali, Mozambique, Nepal, The Gambia, Timor-Leste, Uganda** and **Vanuatu**. Box 13 provides a few examples of this approach.

**Box 13: GCCA experience – Learning by doing through pilot projects**

In **Eastern and Southern Africa**, pilot projects are supported in the field of conservation agriculture, and of agriculture, forestry and land use (AFOLU)-based mitigation. At least four REDD pilot projects will also be designed, initiated and evaluated.

In the **Lao PDR**, village-level demonstration activities aimed at increasing the adaptive capacity of local communities, farming systems and livelihoods are to be undertaken. These activities will create a body of evidence that can help place climate change-related issues higher on the agenda of the government. The experience and knowledge acquired through the implementation of grassroots activities will be consolidated for communication to decision makers in the relevant sectors, and also disseminated via the Sub-Sector Working Group on Environment.

(...)

**Box 13 (continued) – Learning by doing through pilot projects**

In the **Lower Mekong Basin**, pilot projects were selected and implemented at an early stage in the execution of the Climate Change Adaptation Initiative, to provide an opportunity for testing and learning by doing and a concrete foundation for other programme activities. For instance, the adaptation tools to be developed and promoted as part of the capacity building component of the programme are expected to be inspired by approaches tested in the field.

In **The Gambia**, demonstration and research projects will soon be supported with a view to enhancing local-level capacity to adapt to climate change. Projects will focus on enhancing ecosystem and livelihood resilience to climate change, on coastal zone ecosystem rehabilitation, and on developing viable alternatives to sand mining in coastal areas.

If pilot and demonstration projects really are to support learning by doing, strong provisions need to be made to ensure lessons from their implementation are learned, widely disseminated, and used to support the scaling-up of successful initiatives.

Besides pilot projects, learning-by-doing is also used in the context of other approaches to capacity building. In **Ethiopia**, for example, following a capacity needs assessment, on-the-job training will be provided to Environment Protection Agency officials and other stakeholders on a variety of topics. In **Timor-Leste**, capacity building for staff of the National Directorate of Forestry will be done through learning by doing and daily involvement in programme activities at all levels. In **Uganda**, the ‘farmer field school’ approach, an adult education method based on field learning techniques such as field observations, simple experiments and group analysis (Clements et al, 2011), will be used to develop and disseminate climate change adaptation packages focused on strengthening the resilience of two key production systems, namely livestock and coffee, in the districts of the central cattle corridor.

### **3.3 Meeting the implementation challenge**

Meeting the implementation challenge notably involves mainstreaming climate change into the budgetary process; supporting improved access to climate change finance, notably through budget support; mainstreaming climate change into monitoring systems; and making climate change mainstreaming become a standard practice in government and administrative procedures, systems and tools. Insights emerging from GCCA experience in relation to these themes are briefly described below.

Climate change mainstreaming cannot be really effective unless resources are allocated (and spent) for the implementation of adaptation and mitigation measures. **Mainstreaming climate change into the budgetary process can significantly enhance resource allocation and spending for climate-related priorities.** Multiple entry points exist to this effect, with a view to ensuring that climate-resilient, low-emission development options are prioritised, and that adaptation- and mitigation-related policies, strategies, programmes and measures are allocated sufficient resources (OECD, 2009). Nevertheless, there is little evidence that GCCA-funded programmes emphasize this aspect. The budget support programme in the **Solomon Islands** is a partial exception, in the sense that it requires (through the choice of disbursement criteria) that a minimum amount of budget support resources be allocated to the first priority of the NAPA (i.e. ‘Managing the impacts of, and enhancing resilience to, climate change and sea level rise, on agriculture and food security, water supply and sanitation, human settlements, human health and education, awareness and information’). This is a

relatively unusual provision, as budget support is not theoretically supposed to be earmarked for specific actions – and also a temporary one, since the requirement applies to two years only. There is thus no guarantee that this will lead to lasting integration of climate-related considerations in the budget preparation process, but the provision is effective in supporting short-term objectives with regard to the financing of adaptation priorities.

**Supporting improved access to climate change finance is a valuable way of increasing the amount of resources available for implementing adaptation and mitigation measures.** This aspect is developed in theory in the background document on Financing and aid delivery modalities. In Box 14, we provide a brief overview of how the GCCA implements it in practice, in the context of a few mainstreaming-related programmes.

**Box 14: GCCA experience – Paving the way for improved access to climate finance**

In **Cambodia**, the Cambodia Climate Change Alliance Trust Fund to which the GCCA and other donors contribute is expected to develop a scalable grant mechanism for providing financial support to climate change initiatives on the ground, and to explore the legal framework and design options for the establishment of a nationally owned trust fund. This, in turn, combined with actions aimed at strengthening the institutions in charge of managing the response to climate change, potentially paves the way for budget support feeding a future national climate change trust fund. The Climate Change Public Expenditure and Institutional Review (CPEIR) undertaken with GCCA support can also contribute to preparation for budget support. This assessment provides an overview of the institutions related to climate change, and the expenditure on climate change within both the national budget and the broader national context. A CPEIR was also supported by the GCCA in **Samoa**, and lessons were extracted from CPEIRs in Bangladesh and Nepal.

In **Eastern and Southern Africa**, a COMESA carbon fund was registered in September 2010 in Mauritius. A regional Catalytic Facility / Challenge Account is also being set up. It will act as a vehicle for channelling resources to Member States for scaling up activities in the field of ‘climate smart’ and conservation agriculture; investments will be made in at least six countries.

In **Mozambique**, the GCCA supports the strengthening of financial management capacity in the environment sector. This, in combination with other activities focused on strengthening the capacities of Ministry of Coordination of Environmental Action (MICOA) to fulfil its mandate, is expected to prepare the ground for higher budget allocations and improved budget execution with regard to environment and climate change.

In **Nepal**, programme activities include carrying out detailed economic and social appraisal, governance and fiduciary risk assessment, with a view to addressing public financial management and other weaknesses and enable the country to receive future climate-related funding in the form of sector budget support rather than project support.

In the **South Pacific**, the preparation of adaptation roadmaps, by helping countries develop a more strategic approach to addressing climate-related challenges, should facilitate future eligibility to budget support. Simultaneously, work is under way to explore possibilities for setting up a new regional trust fund mechanism that would help countries more easily access international climate finance. Both approaches should enhance the capacity of Pacific countries to obtain and effectively absorb climate-related funding.

Mainstreaming as such can help partner countries prepare the ground for receiving climate-related budget support or accessing other sources of climate finance, notably by supporting the development of climate-related policies and strategies, the definition of objectives and resource

## Mainstreaming climate change into national development planning: GCCA experience

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requirements, and the strengthening of institutions in charge of coordinating the response to climate change. Likewise, the actual provision of budget support, by focusing on improving strategies or on achieving mainstreaming-related disbursement criteria (e.g. improvement in monitoring systems in **Bhutan**, as explained in Box 15), can act as an incentive to further the mainstreaming process.

**Mainstreaming climate change into monitoring systems is key for the success of the mainstreaming process**, as it provides an incentive to define clear objective and a way of checking progress achieved against targets. Several GCCA programmes comprise interesting activities in this regard, as illustrated in Box 15.

### Box 15: GCCA experience – Mainstreaming climate change in monitoring systems

In **Bhutan**, based on the identification of some weaknesses in monitoring the performance of the Renewable Natural Resources policy and strategy, improvement in sector monitoring and the quality of statistical data has been made a criterion for sector progress and disbursement of the variable tranche of budget support.

In **Burkina Faso**, the GCCA will support the establishment of a National Observatory on Environment and Sustainable Development, which will notably be in charge of developing national climate change-related indicators.

In the **Lower Mekong Basin** programme, planned activities include the development of a system for monitoring and reporting on the status of climate change adaptation in the Mekong region.

In **Mozambique**, the environmental monitoring system is being strengthened with GCCA support in order to adequately measure sector performance, promote good governance practices and improve compliance with legal and regulatory requirements – and also to provide a clear reference for enhanced coordination and linkages between all government and non-state actors, at central, provincial and district level.

In **Solomon Islands**, the preparation of a ‘matrix of actions and deliverables’ in relation to climate change is one of the expected outputs of the GCCA intervention. It will facilitate the work of the Climate Change Working Group.

Finally, **mainstreaming climate change into government and administrative procedures, systems and tools, so that mainstreaming becomes standard practice, is another important aspect**. Box 16 provides an example of steps in this direction.

### Box 16: GCCA experience – Mainstreaming climate change into administrative procedures

In **Mozambique**, the GCCA provides support for expanding the geographical and thematic scope of environmental impact assessments, environmental audits and inspections, and for increasing the use of strategic environmental assessment, so that both environmental sustainability and issues related to climate change adaptation and mitigation are better taken into account.

#### 4. Topics for further discussion at the GCCA Global Learning Event

How is climate change mainstreaming taking place in your GCCA programme? How are things being done? What are the challenges, and how are they being tackled? What are the lessons learned to date? Do you have practical examples (e.g. studies, policies, plans or budget-related documents) or stories to share? More specifically:

1. What entry points have been used by the GCCA mainstreaming programme in your country (e.g. national, sectoral and/or local strategies or policies; budgets; or monitoring systems influenced)? (Please see framework presented in Figure 1 , p. 7.) How have you selected these entry points?
2. To what extent has climate change been mainstreamed into your national, sectoral and/or local policies, plans and programmes? Can you share examples of such documents developed or improved with support from the GCCA?
3. Does your national, sectoral or local budget include climate change-related revenue and expenditure? If so, what systems are you currently using and how were these systems put in place? If not, does the GCCA programme in your country or region address climate change mainstreaming into budgeting and financing? How (e.g. public expenditure review with a focus on climate change)?
4. To what extent do monitoring systems at the national, sectoral or local level integrate climate change-related aspects? How so? Does the GCCA programme in your country or region supports further mainstreaming into monitoring systems?
5. How has/is the GCCA programme contribut(ed)(ing) to the national mainstreaming effort? What tools and approaches (e.g. institutional assessments, vulnerability assessments, economic analyses, demonstration projects, awareness raising, advocacy work, research, data collection and management) have proven most useful? Who are or were the mainstreaming ‘champions’?
6. How are you ensuring that the GCCA programme is supporting long-term institutional strengthening and capacity building? To what extent is the programme building on existing institutional structures (e.g. for sector coordination)? Does the programme include provisions to make the whole mainstreaming effort become a standard practice? Which activities or approaches have proven most successful in strengthening capacities and institutions (e.g. in-country technical assistance, trainings, south-south exchange, etc.)? Can you explain?

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