



GLOBAL LEARNING EVENT 2016

How the social benefits of climate change policies and interventions could be increased (e.g. number of beneficiaries, dissemination of best practices, etc.)

AGENDA | 12-14 SEPTEMBER 2016



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1. Introduction

This paper aims at (i) providing background information regarding social benefits of climate change policies and interventions worldwide, by analysing GCCA experience, and (ii) presenting some technical and strategic basis and guidelines for discussion of future climate change projects and programmes in LDCs and SIDS. The main objective of this paper is to present challenges and opportunities for LDCs and SIDS arising from the understanding, enhancement and implementation of climate change policies and interventions across various social and economic sectors. In particular, this paper aims at analysing social benefits in relation to adaptation strategies and plans at the national and local level, based on current and previous GCCA and other relevant project and policy experiences. This paper should be used to generate and facilitate dialogue and exchange of experiences on development strategies and other climate plans among GCCA+ countries/ stakeholders during the GLE event discussions on this topic.

2. Context

Climate change affects everyone, and its negative impacts have the greatest consequences for the most vulnerable in society. Despite a significant amount of attention and a wide range of initiatives addressing climate change at the global level, vulnerable populations still remain at risk. Particularly for LDCs and SIDS the challenge persists on effectively scaling-up climate change adaptation approaches that have proved to be successful locally to a wider public. Two key questions remain, how can the number of beneficiaries be maximised and what constrains maximisation?

Good practice occurs in a variety of different forms from agricultural methods to participatory policy development and there is unlikely to be a single factor inhibiting the wider uptake of good initiatives. What is more likely is a combination of constraints including a mix of financial and human resource limitations, lack of political will, limited awareness and resistance to change.

At the global level the Sustainable Development Goal 13 (SDG13), “*Take urgent action to combat climate change and its impacts*”, includes the following targets that are particularly pertinent to the theme of this paper:

13.3 Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning

13.b Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities.

With respect to EU policy, the Flagship GCCA+ will retain its focus on LDCs and SIDS, maintain policy dialogue and continue to support partner countries in their efforts to mitigate, adapt and become more resilient to climate change. The GCCA+ will leverage three distinctive assets that contribute to maximising the number of beneficiaries, namely:

- an exceptional knowledge base of experience and practical instruments for supporting and enhancing the national climate policies and programmes of partner countries;
- the combination of global, regional and national centres of interest, complementing each other and adding clear value to the existing climate action landscape; and
- consolidating the strategic partnership with the group of LDCs and SIDSs, combined with a differentiated approach, especially in the delivery of National Adaptation Planning (NAP) and (Intended) Nationally Determined Contributions ((I)NDC).

The GCCA+ will give priority to initiatives that demonstrate an interest in deeper cooperation with the EU on climate change, a willingness to assume ownership and a desire to scale up successful pilot and research projects from other regions and/or sectors, adapting them to the local context.

Despite the majority of countries having development plans, the challenge of addressing the needs of the poorest members of society has long been recognised. Over 15 years ago a World Bank study concluded that public expenditures tended to be to be regressive with sectoral spending patterns among social programmes (water supply, health, education) disproportionately benefiting better-off households¹. Despite some progress effectively targeting interventions still remains a challenge. The context in which poverty is concentrated is also changing and will continue to change as we move forward with an increasing proportion of the extreme poor living in countries that are either politically fragile, environmentally vulnerable or both. Consequently, responses to climate change both need to effectively target and incorporate flexibility in dynamic circumstances.

In the specific context of addressing climate change adaptation, governments with limited technical and financial resources are obliged to address immediate priorities, while effective measures to address climate change threats often involve comprehensive long-term investments. In many of these countries, in particular, LDCs and SIDS, institutional barriers still need to be tackled as the responsibility and ownership issues surrounding climate change programmes are still being worked out. For example, a climate change ministry may have responsibility for the design and control of the budget for an initiative but does not have the mandate to implement so delegates this to another ministry with consequences for ownership and coordination. These institutional issues can hinder delivery to the beneficiaries.

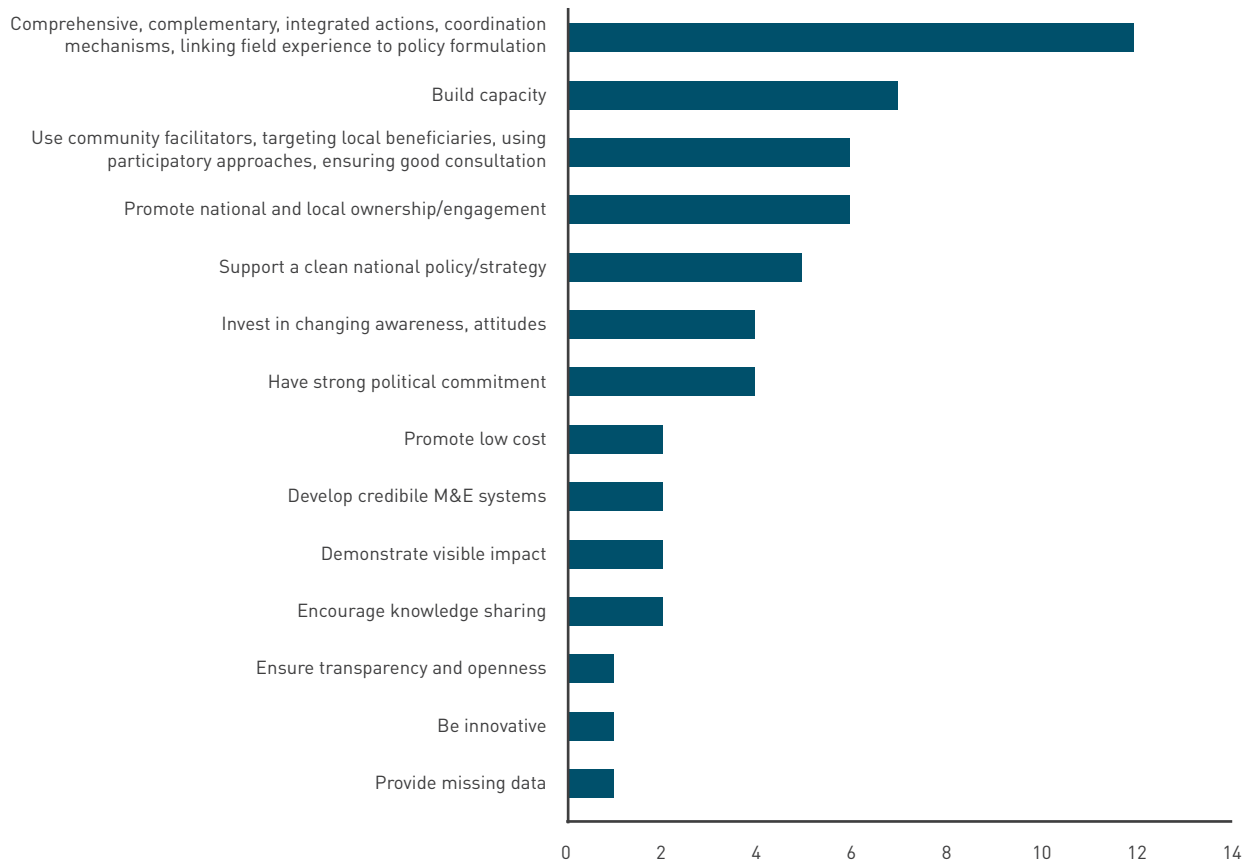
3. GCCA experience, lessons learnt

The GCCA was initiated nearly ten years ago and over time it has accumulated a considerable body of experience. Individual projects and programmes have identified a number of lessons relevant to the theme and the Chart 1 below shows which of these are the most frequently cited as being important to success including increasing social benefits.

¹ A worldwide study on poverty-targeted social programs found that while the median program transferred 25 percent more to poor individuals than would universal allocations, one-quarter of these targeted programs were in fact regressive with benefits tilted toward the non-poor Coady, D., M. Grosh and J. Hoddinott, "Targeting Outcomes Redux", World Bank Research Observer v 19 no 1 Spring 2004. pp 61-86.

CHART 1.

Relative frequency of lessons learned cited² by GCCA projects as contributing to success



The need for **comprehensive, integrated approaches** stands out as the most frequently cited lesson. Given the multi-faceted cross-cutting nature of climate change this is somewhat self-evident, but it reinforces the critical importance of taking a wide-ranging, strategic perspectives in the design of interventions.

Building capacity is seen as the next most frequent challenge. With insufficient capacity being an important limiting factor for the achievement of project and programme objectives. Capacity building may be required at different levels from local to national, to meet a range of practical, technical and administrative needs. Promoting genuine **participation** in and **ownership** of initiatives is another often cited criteria for success. The challenge is to ensure participation and ownership is genuine and contributes to sustainable outcomes.

Interventions that support and are aligned to clearly articulated policies and strategies have advantages. An increasing number of countries now have national level strategies although challenges remain for planning and implementing at sub-national levels.

² Source National Programmes key lessons learned to date as presented in <http://www.gcca.eu>

Effective approaches that address the challenge of climate change often demand a **change in attitude**, it's not a matter of just "business as usual". Increasing awareness can contribute to change and require a range of different approaches maintained over time. Showing **visible impact** can be pivotal. The importance of political commitment cannot be ignored and needs to be encouraged.

A number of lessons were cited with less frequency including **low cost** approaches that would be particularly important when scaling-up. Providing objective evidence of change through credible **monitoring and evaluation** systems is an element of good practice that is particularly relevant for climate change. Encouraging **knowledge sharing** (regionally) was highlighted by some projects as important. The three lessons mentioned with the lowest frequency which may indicate that they are context specific are ensuring transparency, being innovative and help in providing missing data.

To supplement this overview of lessons learnt from GCCA+ experience the following quotes are taken from submissions made to the Global Learning Event 2016 are shown in Box 1. They illustrate the considerable scope and diversity of initiatives with the corresponding range of lessons.

BOX 1. QUOTES FROM SUBMISSIONS RESPONDING TO THE GLE 2016 CALL

Mauritius

By extending "Paille en canne", a pilot project in Mauritius to reduce CO2 emission by utilizing biomass energy from sugar cane to the small planters of Terra a hundred jobs could be created, with present ones maintained. The proposed valorization of a by-product of the sugar cane industry, with the inclusion of small planters will give a saving of a total of 2 million USD/year and preserve nature and local landscapes.

PAILLE EN CANNE: increasing the social benefits of climate change policies and interventions through sharing of best practices and scaling-up of existing project to a regional level

Pacific Region

Having a regionally-acknowledged set of qualifications enhances employability mobility, although the intention is that the capacity built via this training will primarily benefit communities within which the training has taken place. In order to do this, it is recognised that employment opportunities will need to be available for those taking these qualification to make the most of their enhanced capacity. With this in mind engagement with the private sector and aligning with relevant industry standards is also an integral part of the design and delivery of this project.

Technical and Vocational Education and Training Project

Colombia, Vietnam, Tanzania, Zambia

International rules governing climate change and biodiversity may not be directly applicable to those people that manage and/or control the land with or without its resources and those people are equally affected by climate change and threats to biodiversity, which directly impact their livelihoods.

for biodiversity and climate change

BOX 1. QUOTES FROM SUBMISSIONS RESPONDING TO THE GLE 2016 CALL

Uganda

Communities with higher income and sustainable livelihoods are more likely to access, maintain and sustain adaptation strategies and reduce vulnerability.

Climate Sensitive Field Schools for increasing adaptive capacities of Agricultural communities and dissemination of best practices in the central cattle corridor of Uganda

The Toolkit offers an in-depth understanding of a community's resilience, providing a robust means to measure both resilience baselines and the impact on resilience of interventions. It also identifies strategic priorities for action.

Increasing the impact of climate change interventions: The Resilience Assessment, Benchmarking and Impact Toolkit (RABIT)

In Mauritius expanding the number of beneficiaries will have social and economic and environmental benefits. In the Pacific collaboration on capacity building is a focus together with close collaboration with the private sector. An important lesson from a regional project highlights the issue of ensuring policies and strategies are formulated with an understanding of the communities who will ultimately implement them. From Uganda the challenges of bringing change to the most vulnerable is highlighted, as is the importance of developing effective methodologies.

As well as sharing its own experiences the GCCA+ can be informed by learning from other partners. In an example from Malawi (Box 2.) a large programme aimed at enhancing community climate change adaption and disaster risk reduction as developed a core package of interventions that are effective locally. The challenge remains however to extend this success and build a national programme.

BOX 2. THE ENHANCING COMMUNITY RESILIENCE PROGRAMME (ECRP) MALAWI

This programme, funded by DFID, Irish Aid and the Norwegian Embassy, has been operating in Malawi since 2012 and is implemented by two NGO consortia working with communities and government agencies in 11 target districts.

ECRP is working to achieve the following outputs:

- Increased capacity of local authorities, communities and individuals to address the impacts of climate change;
- Community and household livelihood practices are better adapted to the impacts of climate variability and change;
- Strengthened information sharing by different stakeholders on DRM and climate change adaptation; and
- Strengthened disaster risk reduction and climate change programmes and delivery structures of key Government Ministries and Departments.

BOX 2. THE ENHANCING COMMUNITY RESILIENCE PROGRAMME (ECRP) MALAWI

ECRP impact is assessed by three indicators: a. Percentage of population living below the national poverty line Using household sample survey, the 2014 Mid Term Evaluation (MTE) found that 86% of beneficiary households are in income poverty, indicating no decline but no change since the baseline in 2012. b. Average food insecure population in targeted Districts in Malawi: the food insecure population in programme target districts decreased from the 2012/13 to 2013/2014 consumption years and c. Number of direct beneficiaries that passed through at least 9 months with food from their own production At the MTE, 34% of respondents projected having enough food for 9 months or more in the 2014/15 consumption year. This number is larger than the responses for the 2012/13 consumption year, which were at only 15%.

Some lessons learned:

- There is a clear consensus that the ECRP does contribute to resilience building at the local level. In scaling up the programme there is a case for concentrating on a core package of complementary climate change and DRR transformative strategies which have proved most acceptable, deliver value for money and contribute most to enhancing resilience.
- The challenge of enhancing community resilience in Malawi is considerable and growing. To meet the challenge the next phase of the ECRP needs to be a key element and ideally a contribution to a 'National Resilience Strategy' driven by Government in full cooperation with other development partners. Communication with local government is good and has delivered results, communication with central government should be improved in the next phase.

4. Identifying transformative initiatives

With this paper, the concept of transformative initiatives in the context of climate change is briefly presented to generate and facilitate exchange of experiences on lessons learnt and best practices among GCCA+ countries/stakeholders on the occasion of the GLE. An assessment of how 'transformative' an initiative is would enable identification of pivotal factors and their interplay and better inform the design of new GCCA+ actions. An initiative can be considered 'transformative' for example if it leads to a structural change that affects the interplay of institutional, cultural, technological, economic and ecological dimensions of a given system, thus unlocking new development paths, including social practices and worldviews.

In the context of climate change, transformative initiatives could be those initiatives that:

- Enable the 'institutionalisation' of successful climate resilient practices and their wider dissemination, enabling an increase in the number of beneficiaries, especially of communities most vulnerable to climate change;
- Take effect not only in the short but also in the long-term with their effect going beyond project level.

- Can be locally, nationally as well as regionally supported initiatives.

Transformational initiatives will enable awareness-raising that prepares the ground for a broader transformation over time. As such, a transformative initiative can catalyse near term action but also contribute to galvanise incremental transformative change over time. Transformative initiatives will contribute to significant impact at multiple levels of society; locally, regionally, nationally and globally and have the potential to be scalable and replicable.

5. The way ahead

The GCCA+ GLE2016 aims to share experience between participants and to use this experience to contribute to concrete actions for improvements.

To assist with this the following group of activities is suggested (subject to refinement during the event).

- Please review Chart 1. Is there agreement or disagreement that the general pattern of frequency of factors contributing to success reflects the groups experience?
- Are there any additional factors not shown in Chart 1 with examples that can be shared with the group?
- Can you highlight any 'transformative initiatives'?
- Can you highlight some key factors charactering a transformative initiative and recommend how the GCCA+ programme can contribute towards disseminating and scaling-up such types of initiatives?

Once the list of factors has been validated and/or refined, the next step is to identify the best ways of achieving them and overcoming them any challenges that limit their achievement.

- For the main factors are the identified challenges within our control or outside our control?
- Can potential ways/avenues to improve the current situation be identified?
- Can you suggest concrete feasible actions within national programmes to address the identified challenges?
- Can you recommend how the GCCA+ programme could facilitate addressing the challenges?



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