

Chapter 1

Introduction and Scope

This chapter sets out the objectives and scope of this policy guidance; its target audience; and its structure.

The issue of climate change can seem remote compared with such immediate problems as poverty, disease and economic stagnation, yet the ability to successfully address these core development priorities risks being seriously undermined by climate change. How development occurs also has implications for climate change itself and the vulnerability of societies to its impacts. Climate change is already under way and will increasingly affect the basic elements of life for people around the world – access to water, food production, health, and the environment. If left unchecked, climate change could cause significant economic and ecological dislocations (IPCC, 2007). The negative impacts of climate change will disproportionately hit poor people and poor countries. For example, climate change is expected to bring greater water stress and scarcity and will pose a real threat to food security in many countries in Africa, Asia and Latin America. Other impacts of climate change such as heat-related mortality, spread of vector-borne diseases like malaria, and access to natural resources, meanwhile, will have direct implications for the achievement of several of the Millennium Development Goals (MDGs) and for related national poverty eradication and sustainable development objectives. Table 1.1 illustrates some of the potential impacts of climate change on achieving the MDGs.

The effects of climate change will continue to emerge – in fact, they will become progressively more significant in the years and decades beyond the 2015 target date for the achievement of the MDGs. In principle, a range of activities oriented towards reducing poverty, improving nutrition and education, environmental management and promoting sustainable livelihood opportunities would help reduce vulnerability to many climate change impacts. A healthier, better educated population with improved access to resources is also likely to be in a better position to cope with climate change. The development choices made and pathways followed will influence the vulnerability of countries to the future impacts of climate change.

Therefore, there clearly is a need to place climate change and its impacts into the mainstream of economic policies, development projects, and international aid efforts. This was recognised in a key report, *Poverty and Climate Change* (Multi Agency Report, 2003), prepared jointly by ten multilateral and bilateral agencies in 2003. Subsequently, in 2006, Development and Environment Ministers from OECD countries endorsed a *Declaration on Integrating Climate Change Adaptation into Development Co-operation*, in which they called for “meaningful co-ordination and sharing of good practices on integrating climate change adaptation in development co-operation” (OECD, 2006). A subsequent High Level Statement by the OECD Development Assistance Committee (DAC) in 2008 noted the progress made by donors on integrating adaptation and also highlighted that much more remains to be done, including working towards harmonised approaches for assessing and integrating climate risks at the project and programmatic level (OECD, 2008).

Table 1.1. Potential impacts of climate change on the Millennium Development Goals

Millennium Development Goal	Examples of links with climate change
Eradicate extreme poverty and hunger (Goal 1)	<p>Climate change is projected to reduce the assets and livelihoods of many poor people, for example health, access to water, homes, and infrastructure.</p> <p>Climate change is expected to alter the path and rate of economic growth because of changes in natural systems and resources, infrastructure, and labour productivity. A reduction in economic growth directly affects poverty through reduced income opportunities.</p> <p>Climate change is projected to alter regional food security. In particular in Africa, food security is expected to worsen. Adverse impacts on food security could be seen in Latin America, as well as in South and South-East Asia.</p>
Promote gender equality and empower women (Goal 3)	<p>In the developing world in particular, women are disproportionately involved in natural resource-dependent activities, such as agriculture, which are particularly vulnerable to climate change.</p> <p>Women's traditional roles as primary users and managers of natural resources, primary caregivers and labourers engaged in unpaid labour (<i>i.e.</i> subsistence farming) mean they are involved in and dependent on livelihood and resources that are put most at risk by climate change.</p>
Health-related goals:	Direct effects of climate change include increases in heat-related mortality and illnesses associated with heat waves (although fewer winter cold-related deaths may occur in some regions).
Combat major diseases (Goal 6)	Climate change may increase the prevalence of some vector-borne diseases (for example malaria and dengue fever), and vulnerability to water, food, or contagious diseases (for example cholera and dysentery).
Reduce child mortality (Goal 4)	Children and pregnant women are particularly susceptible to vector and water-borne diseases. Anaemia – resulting from malaria – is responsible for a quarter of maternal mortality.
Improve maternal health (Goal 5)	Climate change will likely result in declining quantity and quality of drinking water in many locations, which is a prerequisite for good health, and exacerbate malnutrition – an important source of ill health among children – by reducing natural resource productivity and threatening food security, particularly in sub-Saharan Africa, but also in many other low latitude areas.
Ensure environmental sustainability (Goal 7)	Climate change is likely to alter the quality and productivity of natural resources and ecosystems, some of which may be irreversibly damaged, and these changes may also decrease biological diversity and compound existing environmental degradation.
Global partnerships (Goal 8)	Climate change is a global issue and response requires global co-operation, especially to help developing countries adapt to the adverse impacts of climate change.

Sources:

Multi-Agency Report (2003), "Poverty and Climate Change: Reducing the Vulnerability of the Poor through Adaptation", report by the African Development Bank, Asian Development Bank, UK Department for International Development, Federal Ministry for Economic Co-operation and Development (Germany), Ministry of Foreign Affairs – Development Co-operation (Netherlands), OECD, United Nations Development Programme, United Nations Environment Programme and World Bank; Sperling, F. (ed.), Washington.

IPCC (2007), "Climate Change 2007: Impacts, Adaptation and Vulnerability", Working Group II Contribution to the *Fourth Assessment Report of the Intergovernmental Panel on Climate Change*, "Chapter 17: Assessment of Adaptation Practices, Options, Constraints and Capacity", Cambridge University Press, Cambridge, pp. 717-743.

WEDO (Women's Environment and Development Organization) (2008), *Gender, Climate Change and Human Security*, policy report developed for the Greece Government Chairmanship of the Human Security Network, New York/Athens.

1.1. Objectives and scope of this policy guidance

This policy guidance has been developed in response to the OECD Ministerial Declaration which commits OECD members to: “work to better integrate climate change adaptation in development planning and assistance, both within their own governments and in activities undertaken with partner countries [and to]:

- promote understanding of climate change and its impacts within their development co-operation agencies and with partners in developing countries;
- identify and use appropriate entry points for integrating adaptation to climate variability and climate change into development co-operation activities, including country assistance strategies, sectoral policy frameworks, poverty reduction strategies, long-term investment plans, technical consultations and sector reviews, as well as strategic and project-level environmental impact assessments;
- assist developing country partners in their efforts to reduce their vulnerability to climate variability and climate change, to identify and prioritise adaptation responses, and, where necessary, to help integrate such considerations within a wide range of sectoral interventions and projects, in line with the principles and objectives of the *Paris Declaration on Aid Effectiveness*.”

This policy guidance is intended to assist donors and partners in all these respects. The harmonisation of donor practices is another central objective. A critical reference point for this policy guidance is the *Paris Declaration on Aid Effectiveness* and especially its five overarching principles (see Box 1.1).

Box 1.1. A critical reference point: The Paris Declaration on Aid Effectiveness

The *Paris Declaration on Aid Effectiveness* (March 2005), and the follow-up Accra Agenda for Action (September 2008) provide a critical part of the context for this policy guidance. The Paris Declaration marks an unprecedented level of consensus and resolve to reform aid in order to make it more effective in combating global poverty and inequality, increasing growth, building capacity and accelerating achievement of the Millennium Development Goals. It lays down practical, action-oriented commitments for both donors and partner countries.

The five overarching principles of the Paris Declaration – ownership, alignment, harmonisation, managing for development results and mutual accountability – are major reference points for guiding policy dialogue and shaping development co-operation programmes in all sectors.

- **Ownership:** Partner countries exercise effective leadership over their development policies and strategies and co-ordinate development actions.
- **Alignment:** Donors base their overall support on partner countries’ national development strategies, institutions and procedures.
- **Harmonisation:** Donors’ actions are more harmonised, transparent and collectively effective.
- **Managing for Results:** Managing resources and improving decision-making for results.
- **Mutual Accountability:** Donors and partners are accountable for development results.

The Accra Agenda for Action articulates a set of ambitious actions by donors and partners to accelerate the full implementation of the Paris Declaration.

Each of the Paris principles has important implications for the focus, scope and contents of this policy guidance:

- **Ownership:** In line with this principle, the policy guidance seeks to take the perspective of the partner country's institutions (governmental or non-governmental) rather than the donor's perspective. It examines how climate change adaptation can be integrated in the context of national policies, plans and programmes, rather than focus narrowly on activities which receive donor support.
- **Alignment:** In line with this principle, the policy guidance seeks to advise donors on how they can support and strengthen existing domestic processes relevant to climate change adaptation, including through joint initiatives for capacity development.
- **Harmonisation:** To facilitate harmonisation, the policy guidance seeks to develop approaches and tools which can be used by all donors individually and collectively.
- **Managing for Results:** As far as possible, the policy guidance should point to approaches and indicators to monitor progress and results achieved by the policies, processes and instruments it recommends, building on existing monitoring systems wherever possible.
- **Mutual Accountability:** In formulating recommendations for policies and instruments, the policy guidance should take account of and reflect the multiple aspects of mutual accountability: between donors and partners, between civil society actors and partner country governments, and, in the context of regional approaches, between governments of developing countries.

1.2. Target audience

With regard to the target audience, the policy guidance is formally targeted on development co-operation agencies. It should, however, also be of direct interest and relevance to policy makers and practitioners in developing countries, given that it is organised around partner countries' institutions and processes, in line with the Paris Declaration.

While development practitioners are clearly the core audience, the policy guidance can also help better inform climate change negotiators, practitioners and policy analysts about the development processes and governance contexts within which decisions to implement adaptation might eventually be taken. Therefore, it may be of relevance to these communities as well.

1.3. Structure of the policy guidance

This policy guidance is divided into three parts:

Part I: *Understanding the Challenge* – introduces human-induced climate change and places it within the context of weather and natural climate variability (Chapter 2). This is followed by a discussion of the implications of climate change on key sectors and regions (Chapter 3). Chapter 4 introduces the concepts of adaptation and mitigation, and the need for mainstreaming climate change responses into regular

development activity, while Chapter 5 describes a four-step generic approach to address adaptation to climate change.

Part II: *Integrating Climate Change Adaptation at National, Sectoral and Project Levels* – discusses in detail how to assess and address climate risks and integrate adaptation responses within development activities at a strategic level – within centralised national government processes (Chapter 7), at the sectoral level (Chapter 8) and at the project level (Chapter 9).

Part III: *Integrating Climate Change Adaptation at the Local Level* – discusses in detail how to assess climate risks and incorporate adaptation considerations within government and community level processes at the local level – within both urban and rural contexts.