Understanding and Developing Synergistic Policy: Development, Mitigation and Adaptation

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Climate Resilient Low Carbon Frameworks by Nadin R., Lashford S., Street R., Liu Y., Cardenes Trujillo I. (2014) Climate Resilient Low Carbon Frameworks, INTASAVE and WWF

- The report aims to provide an overview of the current research and practice of integrating adaptation into low carbon frameworks.
- It examines the rationale for the assumption that ***pursuing an integrated approach to climate change responses is an effective and feasible choice.*** It explores the potential benefits and trade-offs arising from an integrated approach.
- Draws together lessons learned and good-practice case studies from a number of developed and developing countries where mainstreaming has started to take place.

•Examples:

- Incorporating specific mitigation and adaptation provisions and considerations within a central economic planning document, illustrated by **China's 12th Five Year Plan**.
- Climate change strategy policy to mainstream **mitigation** and adaptation into development, in the **Philippines' National Climate Action Plan, 2011-2028**

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Outline of Discussion

① Why move towards synergistic approach

② Is this realistic – is it policy rhetoric or policy in practice ?

A. Breaking down the jargon

B. Synergies

C. Challenges

D. Policy in Practice

- country experiences
- Supporting policy development- towards a climate resilient framework

③ Next steps

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1. Why a Move Towards a more Synergistic Approach

- Science is clear (AR5 IPCC WGII)
  - Warming of the climate system is **unequivocal**
  - Continued emissions of greenhouse gases will cause further warming and changes in all components of the climate system
  - Current mitigation actions not enough
  - According to recent research cited in IPCC AR5, mitigation and adaptation are likely to be more effective as measures when they are designed and implemented in the context of other interventions, within the broader context of sustainability and resilience.

- Donor driven- many favour adaptation projects that also have global mitigation benefits
  - new terms such as 'climate compatible development' and 'climate-resilient low carbon development' have entered into wide spread use.

- Resource Constraints
  - Incentives to look for cost-effective, win-win or "triple win", mutually beneficial policies for development, climate change mitigation and adaptation.
  - ***Integration of mitigation and adaptation can help mobilize resources and political will*** to address climate change

- Increasing acknowledgement that adaptation and mitigation are complementary risk management strategies
  - Climate policy and development policy are increasingly being viewed as two sides of the same coin.
  - Conversely, the ability to respond to climate change can also be limited or enhanced development, because capacity for both adaptation and mitigation is shaped by dev

2. Policy Rhetoric or Policy in Practice?

A. Breaking down the jargon: how is climate-resilient development different from climate compatible development or low carbon development and green growth? Does it matter?

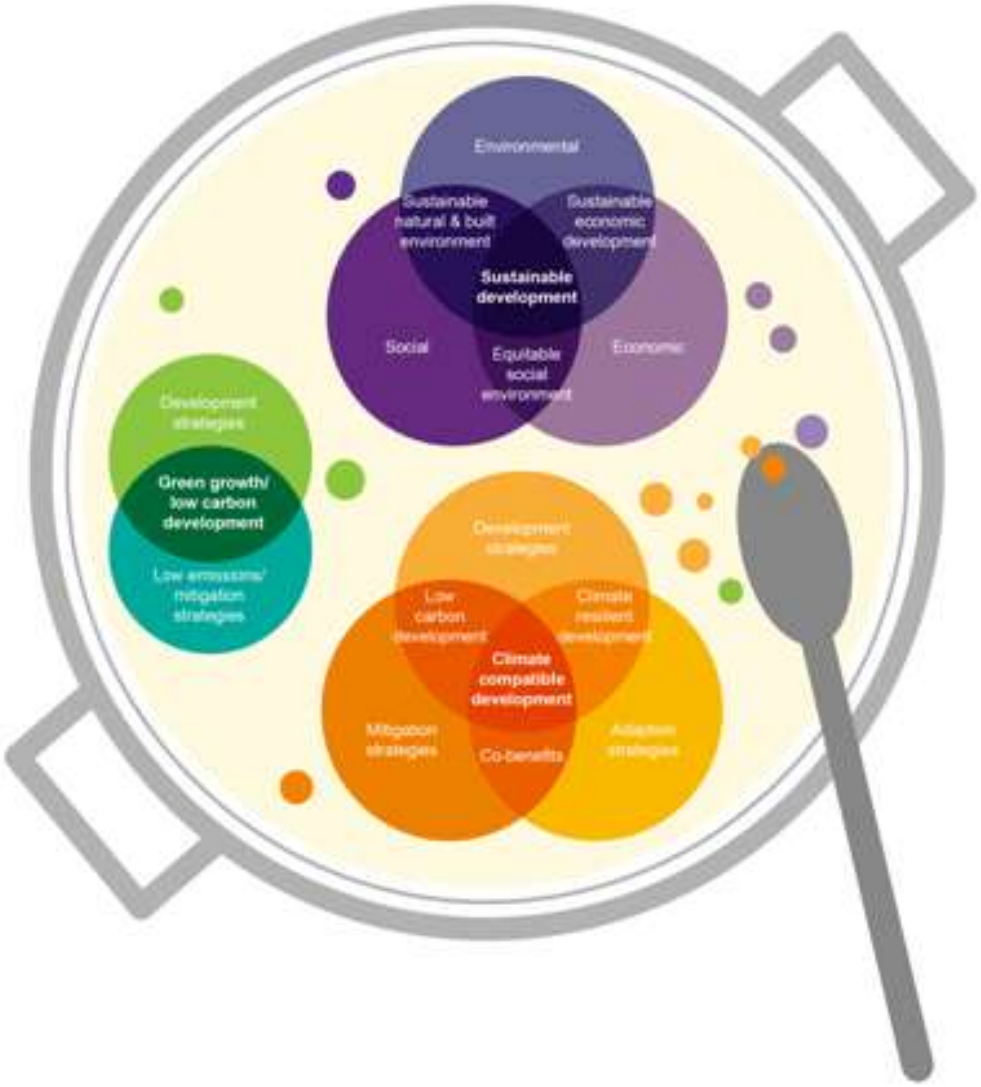
B. Understanding synergies

C. What are the fundamental challenges associated with integrating adaptation into low carbon development frameworks?

3. Examples of Policy in Practice

A.Breaking down the jargon

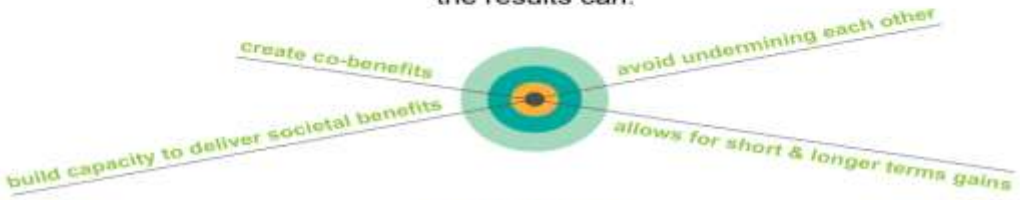
- Numerous policy tools with different names and precise definitions - yet ***all share similar objectives***.
- If country knowledge and experience is to be shared, it is important that a 'common vocabulary' is agreed upon.
- Key terms and jargon which link adaptation, low carbon and development include:
  - Low Carbon Development;
  - Low Carbon Frameworks;
  - Low Carbon Development Strategy;
  - Low Emissions Development Strategies;
  - Low Carbon Transition Plans;
  - Climate-Resilient Development;
  - Climate Compatible Development.



Source: Lashford S., 2014, based on individual figures from CDKN (2012) and Adams (2006)

B. Understanding - Why Synergies

If the mitigation, adaptation and development consider each other, the results can:



CONVERSELY

Mitigation	WITHOUT	adaptation	=	fails to prepare and protect vulnerable groups from unavoidable consequences of climate change and may divert action or attention away from existing and near-term adaptation deficits
Adaptation	WITHOUT	mitigation	=	could contribute to more climate change, and thereby increase the impacts and adaptation required
Development	WITHOUT	mitigation and adaptation	=	may be shortlived as climate impacts and mitigation efforts undermine progress
Mitigation and adaptation	WITHOUT	considering development gains	=	can conflict with developments goals and compromise the vulnerable

Isolated responses risk increased social and economic costs due to inappropriate, insufficient and / or unsustainable mitigation, adaptation and / or development = Missed synergies + conflicts

C. Challenges associated with integrating adaptation into low carbon development frameworks?

Based upon the current literature and evidenced by the experiences of 'early adopter' countries, some challenges include:

- Evidence deficit
- No guarantees
- M&E is sparse
- Inadequate institutional arrangements
- Historical focus on mitigation: problems in engaging decision-makers
- Core differences Timelines – mismatched scales

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Need to understand differences

	Mitigation	Adaptation
Governance	Differences in levels of governances as mitigation is primarily managed at national and international scales,	most adaptation planning and implementation occurs at the local level with national coordination;
Stakeholders	• Different stakeholders involved in each, with different ministries often leading on each and at the least, different departments within the same ministry. • often a lack of alignment of interests for these stakeholders to engage with one another	
Time horizons	long-term perspective of mitigation strategies	current shorter-term needs, planning and projections of adaptation
Costing	Challenges in comparing mitigation and adaptation benefits and costs, particularly the non-economic costs associated with adaptation such as avoided loss of life, avoided health impacts, avoided loss of ecosystems. These challenges have been set out by Fankhauser (1998) and Callaway et al. (1998).	
Sector Focus	GHG emitters & Sinks (e.g. energy, transport etc)	Sectors vulnerable to climate impacts e.g Coastal zones,

D. Policy in Practice: Current approaches to mainstreaming climate concerns into Low Carbon Frameworks

Types of integration

- No single model for climate adaptation mainstreaming into low carbon development
- Categories should *not* be viewed as comprehensive or the sole avenues to Climate Resilient Low Carbon Development Frameworks - but they are a helpful starting point for learning:

①A national development framework mainstreaming mitigation and adaptation, with more specific measures being laid out in separate policy documents***;***

②A dedicated low carbon development policy that includes adaptation provisions;

③A climate policy document with the tools to integrate mitigation and adaptation into the central (or sectoral) economic development planning documents.

Country examples:

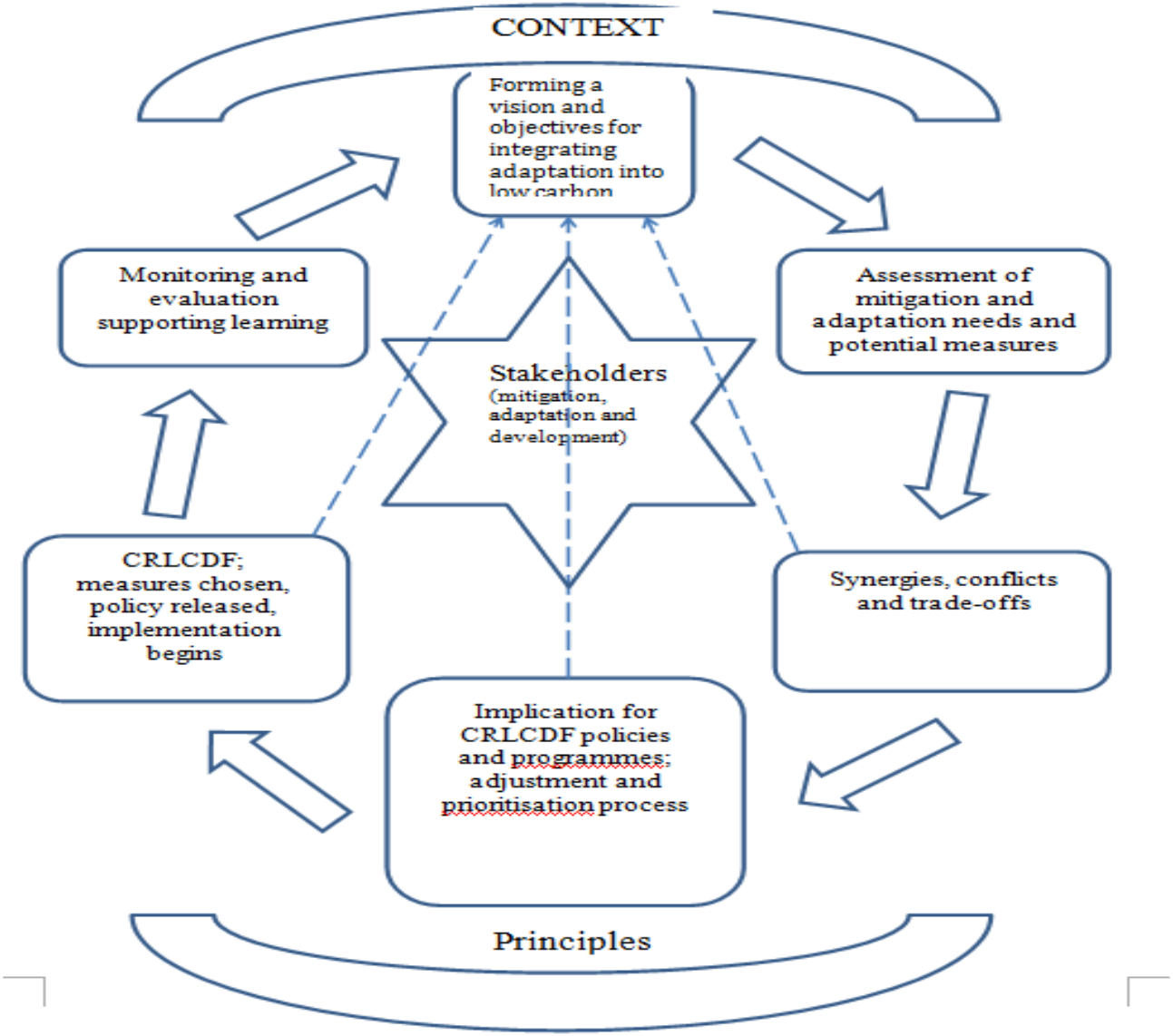
The different approaches taken by various countries highlight three broad ways of integrating climate change adaptation into low carbon development:

- Incorporating specific mitigation and adaptation provisions and considerations within a central economic planning document (such as China's 12th Five Year Plan and the EU 2020 Strategy);
- Drafting a dedicated low carbon development policy that includes adaptation provisions (Colombia's Low Emissions Development Strategy);
- Creating a climate policy document with the tools to integrate mitigation and adaptation into the central (or sectoral) economic development planning documents (like Mexico's General Climate Change Law).

D. Policy in Practice: Lessons Learned

- Successful integration will involve:
  - engaging different time frames
  - communities of interest
  - Understanding decision-making responsibilities for development, mitigation and adaptation.
- **Maximize** synergies and minimize trade-offs, by identification early on
- **Understand-** will not always be possible to fully mitigate, adapt and develop without some contradictions and tradeoffs
- ***No blueprint or one-size-fits-all approach-*** is not promoted as a panacea, or even as the only effective way to meet the challenges of mitigation, adaptation and development.
- **Coordination** at the stage of policy making and ***flexible, enabling institutional arrangements*** are critical in making sure that climate and development policies support and do not undermine each other.
- Integration depends on a high level of ***communication, coordination and exchange*** across sectors and also regional, national and sub-national levels.
- ***Integration can help mobilize resources and political will*** to address climate change.
- An iterative process is important to allow policies to ***reflect new developments in science and technology***, incorporate good practice from experience on the ground and to raise the level of ambition.
- Policy tools such as **A Climate Resilient Low Carbon Development Framework (CRLCF)** cabe helpful to kick start the process

Framework for Integrating Adaptation into Low Carbon Development



Source: Framework for Integrating Adaptation into Low Carbon Development, INTASAVE, 2014

3. Next Steps

Need:

✓Invest in and support **capacity building**

✓development and dissemination of learning and new knowledge, from both research and ***implementation experience***.

✓**Enhanced Research** – to keep track of goals and objectives, quantifying advances, and standardizing gauges for measuring mitigation, adaptation, integration and mainstreaming. These results should then feed back into updating of climate goals and objectives, as well as informing understanding on the barriers to development.

✓Need for more research targeted towards policy and decision makers; much-needed base of empirical evidence**.** This is necessary to better understand and harness the benefits of integrating adaptation into low carbon development

✓M**&E - monitoring, reporting and verification** of progress in integrating low carbon and adaptation into development is currently sparse**. NEEDS to BE ENHANCED**

✓to support **building of robust institutional arrangements, technical and funding support are essential.**

✓Review international / national polices/standards to see how they can support integration

Thankyou

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