

From Integrated Climate Strategies to Climate Finance Effectiveness

**Experiences
from the
Global Climate
Change Alliance**
2013



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Cyprus



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Global Climate Change Alliance**

2013

The publication "From Integrated Climate Strategies to Climate Finance Effectiveness: Experiences from the Global Climate Change Alliance" is available at <http://www.gcca.eu>.

ISBN: 978-92-79-33856-4; doi: 10.2841/22430

Related internet sites:

http://ec.europa.eu/europeaid/index_en.htm

http://ec.europa.eu/clima/news/index_en.htm

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Related EU publications:

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Printed in the UK, December 2013

Printed on 100% recycled FSC paper

Printer's accreditation

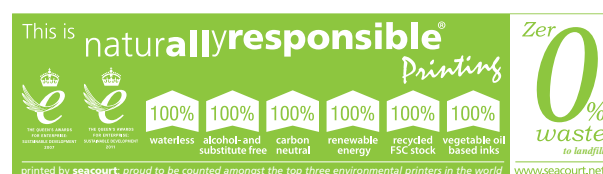
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Acknowledgements

This publication has been produced thanks to the contributions and experiences shared by colleagues working with the Global Climate Change Alliance (GCCA) in delegations of the European Union across the world, in particular: Lorena Elvira Ayuso (Solomon Islands), Gianluca Azzoni (Tanzania), Baptiste Bobillier (Benin), Delphine Brissonneau (Thailand/Lower Mekong River/Myanmar), Jenny Brown (Malawi), Clement Bourse (Papua New Guinea), Marta Caruda (Lao People's Democratic Republic), Thierry Catteau (Fiji/Pacific), Koen Everaert (Cambodia), Maria-Chiara Femiano (Tanzania), Manfred Fernholz (Bangladesh), Sylvie Fontaine (Mali), Stephan Fox (Ethiopia/African Union), Hubert Grandjean (Seychelles), Harshini Halangode (Sri Lanka/Maldives), Samad Hassan (Djibouti), Hadji-Tchere Hissein (Chad), Alain Houyoux (São Tomé and Príncipe), Andrea Janoha (Barbados/OECS), Ruth-Maria-Loreta Jorge (Timor-Leste), Theodorus Kaspers (Lesotho), Jalia Kobusinge (Uganda), Cosimo Lamberti-Fossati (Belize/CCCCC), Benedikt Madl (Guyana), Audrey Maillot (Lao People's Democratic Republic), Ana Monge (Mozambique), Adrien Mourgues (Vanuatu), Séraphine Mukankusi (Rwanda), Beatrice Neri (Mali), Karine Olislagers (Bhutan), Thomas Opperer (Jamaica), Rajesh Parboteeah (Comores), Marco Parolin (Central African Republic), Ronan Pecheur (Burkina Faso/Faso/ECOWAS-CILSS), Helene Quentrec

(Mauritania), Steven Rault (Haiti), Filippo Saracco (Democratic Republic of Congo), Darrell Sexstone (the Gambia), Ranjan Shrestha (Nepal), Mwembe Sichula (Zambia/COMESA), Anne Simon (Senegal), John Stanley (Samoa), Richard Vanderhorst (Jamaica), Stephan Van Praet (Sierra Leone), Abu Yadetta (Ethiopia), Tjasa Zivko (Mauritius) and Diego Zurdo (Rwanda).

Our thanks are also due to Pendo Maro (Belgium) from the Intra-ACP (Africa, Caribbean and the Pacific Group of States) Support Programme to the GCCA.

With the help of Peter Brinn, Mark Futter and Aida Yassine (all members of the GCCA Support Facility) and in consultation with the European Commission, Catherine Paul (also of the GCCA Support Facility) prepared the background papers for the GCCA Global Policy Event held in September 2013, which reviewed the experiences and examples from the field across the initiative. Nita Congress both undertook the copy-editing and designed the publication, under the coordination of Mark Futter.

Sophie De Coninck oversaw the content and led the writing of the publication, in collaboration with Laura Giappichelli and Paul Renier (all from the Development and Cooperation Directorate-General of the European Commission).

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Crossing the river in Djennée, Mali

Foreword



Our Earth is changing in front of our eyes. Rainfall patterns are shifting, and we experience extremely hot and cold temperatures and cyclone and flood events more and more frequently.

Science is clear: the 12 warmest years in recorded history have all come in the last 15 years. Glaciers are melting fast, oceans are becoming warmer and sea level is rising. As a consequence, our crops are being damaged, potable water is scarce in many regions and ecosystems are in danger.

We know climate change is due to many factors, but we also most certainly know that we are contributing. As scientists observe, the increase in greenhouse gases in the atmosphere is caused largely by human activity: burning fossil fuels for electricity, vehicles and heat; damaging our natural resources — for example, through deforestation.

We need to act to reverse this trend and so avoid high costs for our societies and economies. The European Commission is committed to tackling climate change and has pledged that at least 20 per cent of the 2014–2020 European budget will be allocated for activities relevant to climate change.

Our international flagship in this effort is the Global Climate Change Alliance (GCCA). The GCCA was launched in 2007 by the European Commission to support developing countries most vulnerable to climate change increase their capacities in meeting climate change challenges. With funding close to €300 million, we now cover 38 countries and 8 regions and subregions, working with least developed countries and

small island developing states across Africa, Asia, the Caribbean and the Pacific.

The GCCA is a truly innovative programme at the forefront of climate change and development effectiveness, built entirely on national ownership and promoting the exchange of experience among countries and regions. Through technical assistance and support of policy dialogue, the GCCA has been instrumental in making changes on the ground and in informing international debate.

The GCCA Global Policy Event held in Brussels in September 2013 convened GCCA stakeholders around the subjects of climate change planning, policies and financial effectiveness. More than 150 representatives from governments working to implement the GCCA, climate negotiators, development partners and non-governmental organisations contributed to a successful event. This publication is shaped around the experiences and recommendations the participants shared and developed during the three-day event.

As this year's programming cycle ends, we will continue to work in partnership with developing countries on climate change. That is why we have proposed to launch a GCCA+. It will build upon the success of the GCCA's last few years and accelerate the journey to climate-resilient, low-carbon and inclusive societies. I hope you will be part of this journey.

A handwritten signature in black ink, appearing to read 'Andris Piebalgs'.

Andris Piebalgs
EU Commissioner for Development



Opening of the Korolevu water project, Fiji — GCCA Pacific programme with the University of South Pacific

Adding value to the climate change landscape

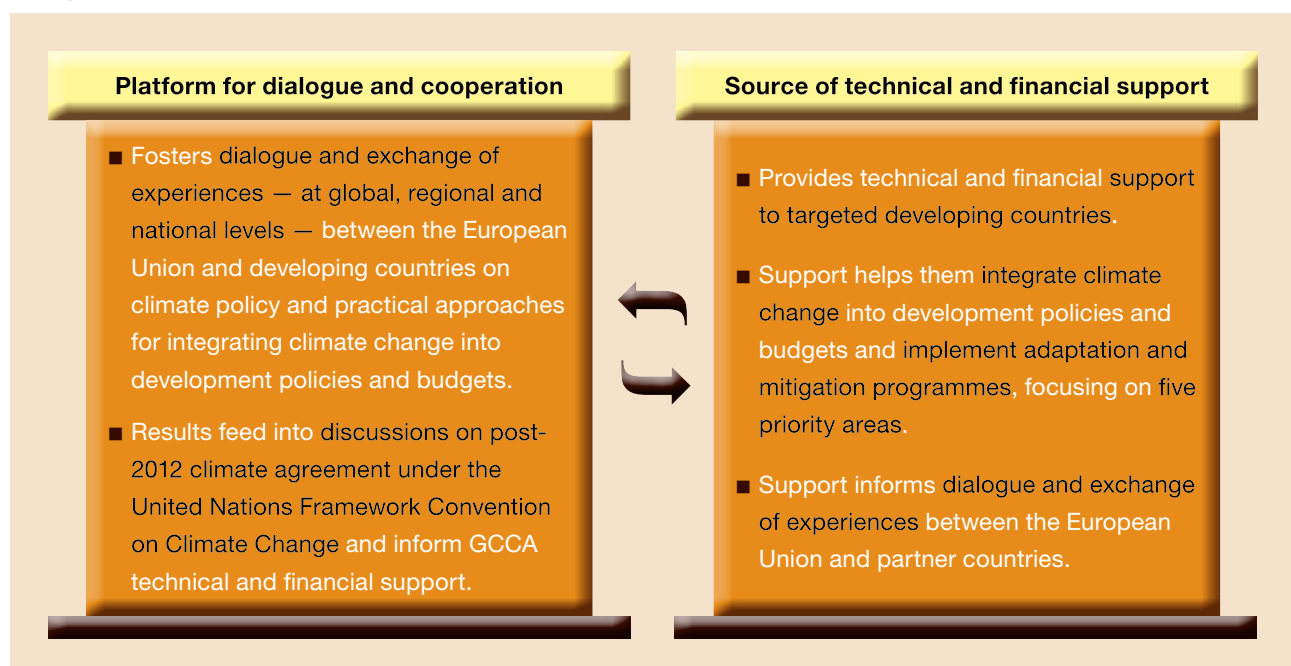
A platform for dialogue and a source of technical and financial support

The Global Climate Change Alliance (GCCA) was established in 2007 by the European Union (EU) as a mechanism to strengthen world dialogue on and cooperation around climate change. In particular, the GCCA strives to support those poorer countries and regions most vulnerable to climate change by building the human, technical and financial capacity needed to mount — and surmount — the challenge.

GCCA support is provided through two mutually reinforcing pillars (diagram 1-1):

serving as a **platform for dialogue and cooperation**, and as a **source of technical and financial support** through country or regional programmes delivered in five priority areas across a range of sectors. These areas — **mainstreaming** climate change into poverty reduction and development efforts, **adaptation** to climate change, reducing emissions from deforestation and forest degradation (**REDD**), enhancing participation in the global **carbon market** and in the Clean Development Mechanism (CDM) and **disaster risk reduction** — are outlined in box 1-1; diagram 1-2 shows the distribution of priority areas and sectors addressed by national and regional GCCA-supported programmes.

Diagram 1-1 The two pillars of the GCCA



Box 1-1 The five priority areas of the GCCA

- 1 Mainstreaming climate change into poverty reduction and development efforts. The GCCA supports the systematic integration of climate change considerations into national development planning, from policy-making and budgeting to implementation and monitoring. This priority area, which focuses on institutional strengthening, is often combined with adaptation and disaster risk reduction.
- 2 Adaptation. The GCCA aims to help improve knowledge about the effects of climate change and the design and implementation of appropriate adaptation actions — particularly in the water and agriculture sectors — which reduce the vulnerability of the population to the impacts of climate change. In doing so, the GCCA builds on national adaptation programmes of action and other national plans.
- 3 Reducing emissions from deforestation and forest degradation. In least developed countries, 60 per cent of emissions originate from land use change, primarily deforestation. The GCCA supports solutions to reduce carbon dioxide emissions from deforestation and create incentives for forest protection, while preserving livelihoods and ecosystems that depend on forests.
- 4 Enhancing participation in the global carbon market. The GCCA aims to promote a more equitable geographic distribution of the Clean Development Mechanism by building the capacities of partner countries, particularly in the field of energy.
- 5 Disaster risk reduction. The GCCA seeks to help developing countries prepare for climate-related natural disasters, reduce their risks and limit their impacts.

Through its actions and programmes, the GCCA promotes the transfer of knowledge from the field, informing the international climate change debate and decision-making at the highest levels. And in all its activities, the GCCA ensures coherence between political commitments and internationally agreed principles such as the Millennium Development Goals and development effectiveness and the way in which climate change support translates into practice.

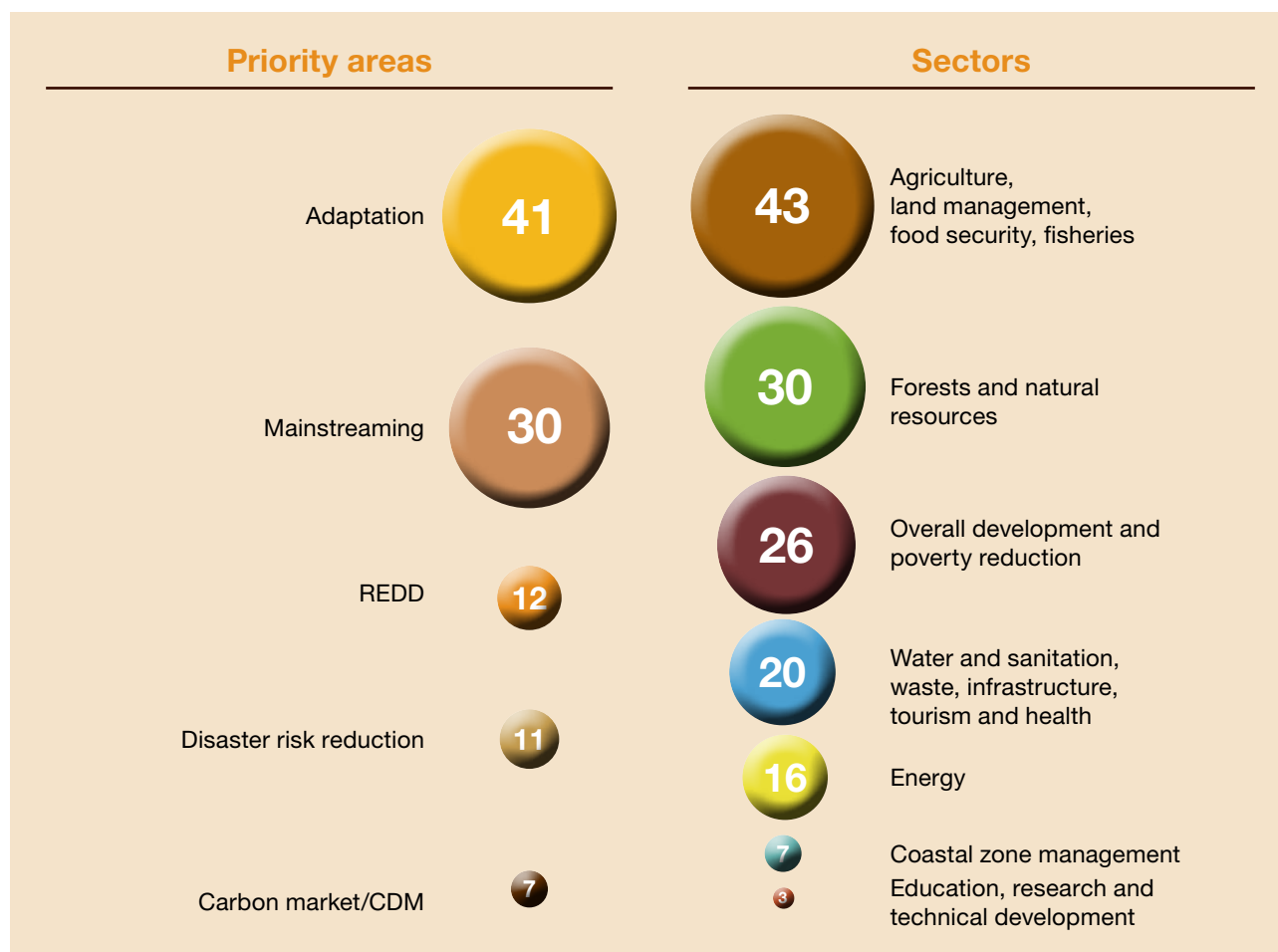
A rapidly growing and catalytic initiative

When it began operation in 2008, the GCCA was working with four pilot countries. Today, 46 GCCA programmes are ongoing or are about to be launched in 38 countries and 8 regions and subregions ([map 1-1](#)) within an envelope of €287 million. The development of this funding is presented in diagram 1-3. Tables [1-1](#) and [1-2](#) at the end of this chapter provide an at-a-glance summary of GCCA support by country and region/subregion.

In addition to regular development aid devoted to climate change, the GCCA has relied on new and additional **fast start funding** pledged at the 15th Conference of the Parties of the United Nations Framework Convention on Climate Change (UNFCCC) in Copenhagen in 2009. This fast start funding has contributed to the rapid expansion of the initiative since 2010, which the European Commission is committed to sustain. The distribution of GCCA funding sources is presented in diagram 1-4. Contributions from EU member states, including fast track funding, to date amount to €37 million, thanks to Ireland (€31 million), Sweden (€5.1 million), Cyprus (€1.2 million), Estonia (€ 0.8 million) and Czech Republic (€ 0.2 million).

In less than six years, the number of GCCA partner countries and regions has increased more than ten-fold.

Diagram 1-2 Distribution of GCCA support by priority area and sector (number of programmes 2008–2013)



Note: Each GCCA-supported programme can comprise more than one priority area and sector.

Diagram 1-3 Cumulative committed GCCA funding 2008–2013

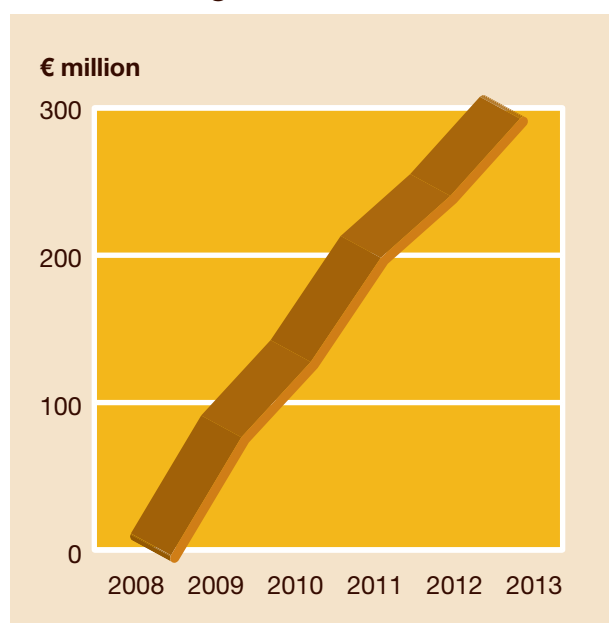
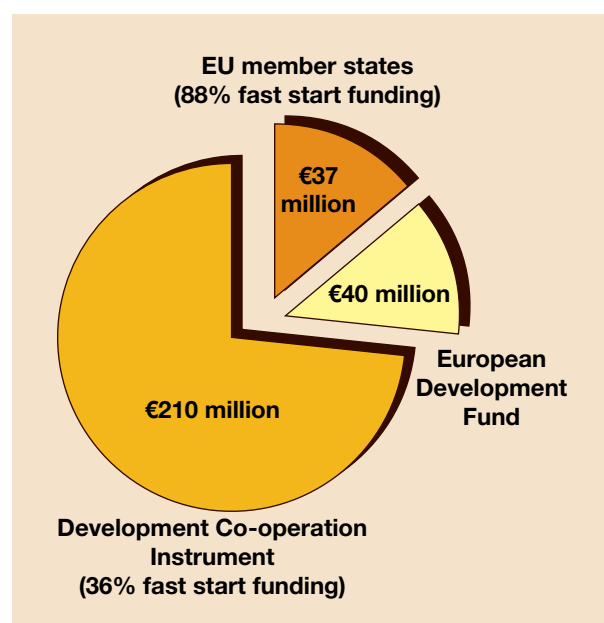
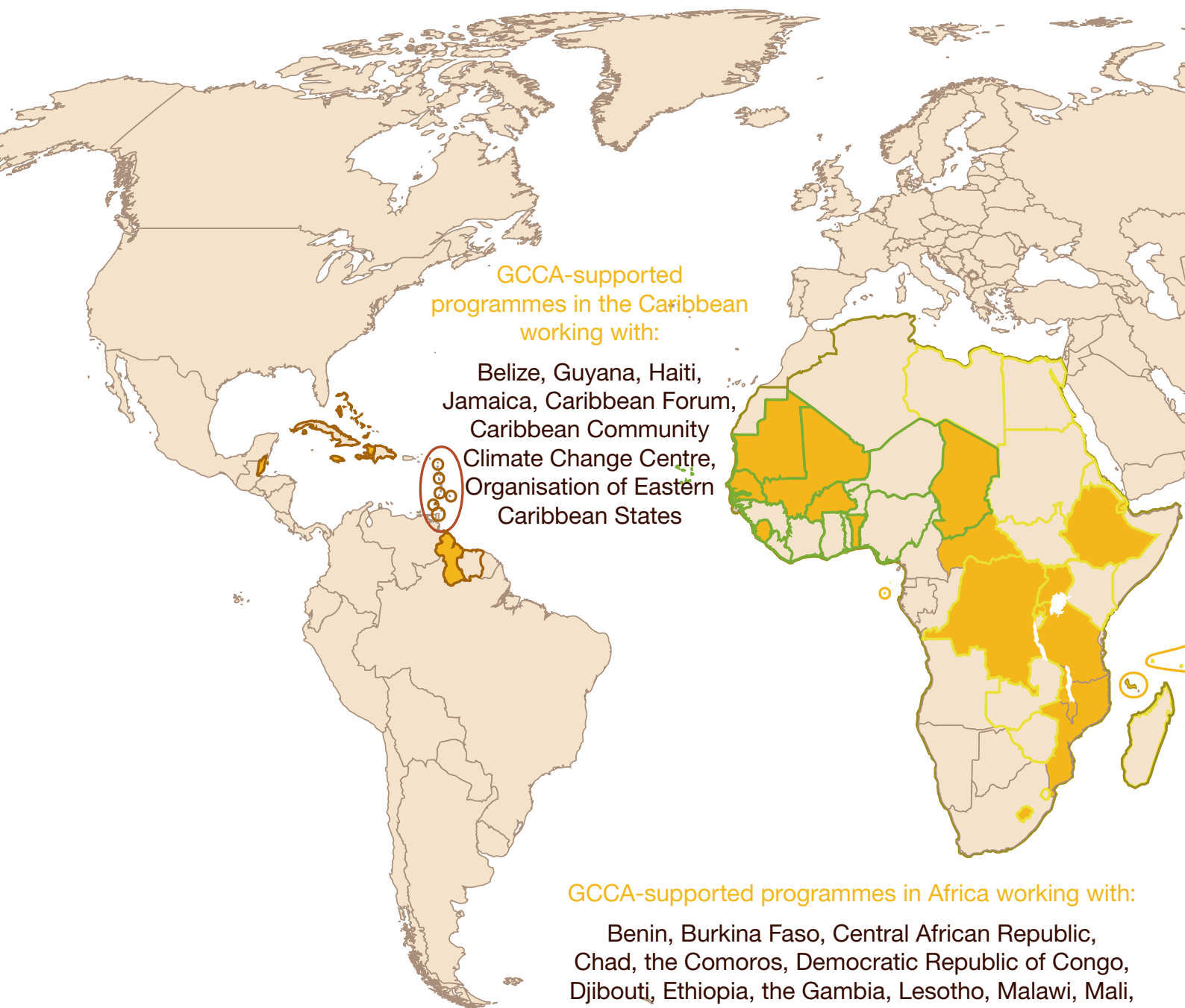
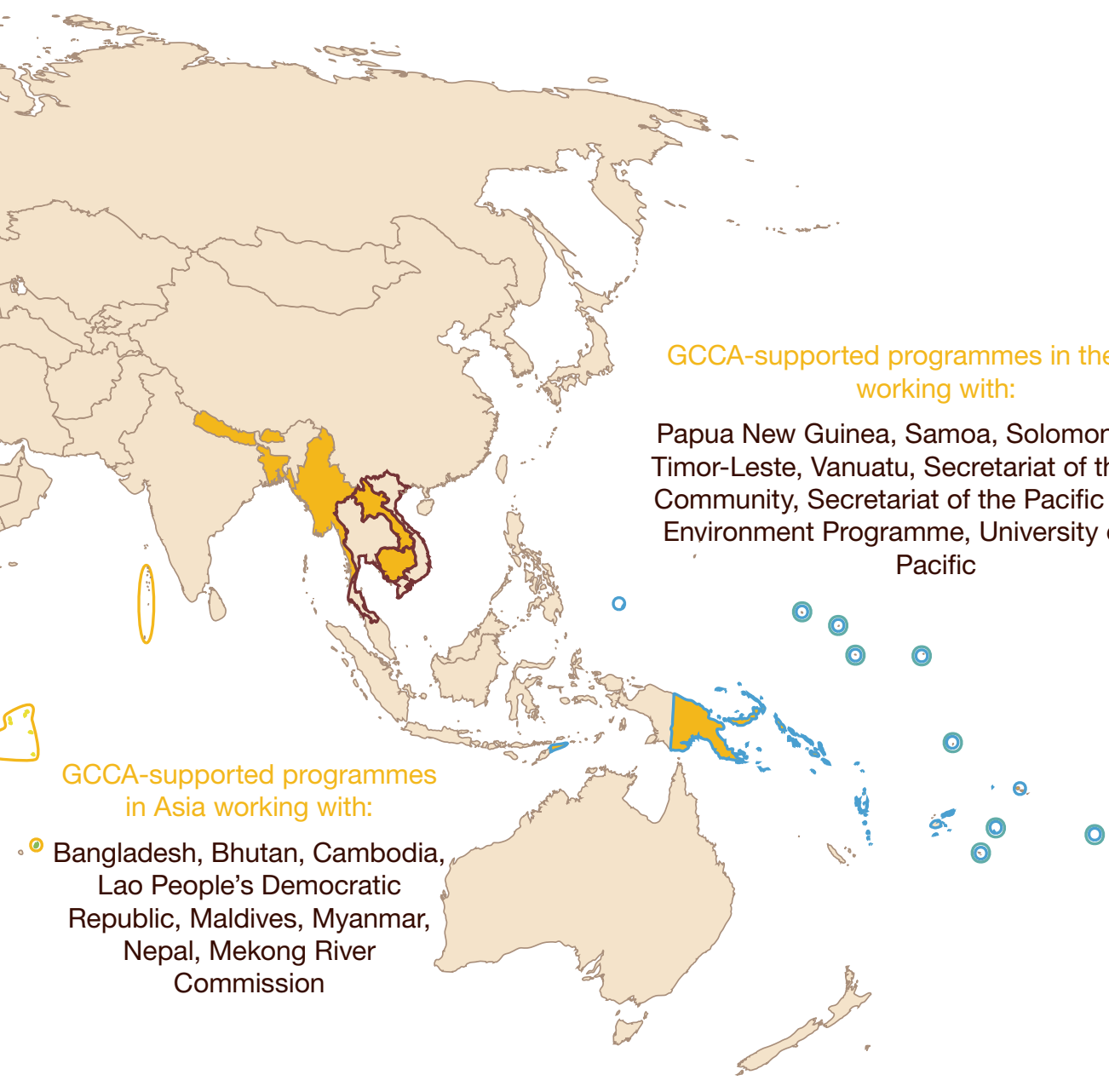


Diagram 1-4 Origin of funding committed to the GCCA 2008–2013



Map 1-1 Overview of GCCA-supported programmes





GCCA-supported programmes in the Pacific working with:

Papua New Guinea, Samoa, Solomon Islands, Timor-Leste, Vanuatu, Secretariat of the Pacific Community, Secretariat of the Pacific Regional Environment Programme, University of South Pacific

GCCA-supported programmes in Asia working with:

- Bangladesh, Bhutan, Cambodia, Lao People's Democratic Republic, Maldives, Myanmar, Nepal, Mekong River Commission

- GCCA partner country
- Regional programmes:**
- Lower Mekong Basin
- Africa
- Eastern and Southern Africa
- Western Africa
- Pacific
- South Pacific
- Caribbean
- Eastern Caribbean

The GCCA also serves as a catalyst to further integrate climate change into EU regular development aid, thereby creating a multiplier effect.

The GCCA is helping countries increase their absorptive capacities in preparation for receiving the long-term climate change finance vital to promoting climate-compatible development. The GCCA helps address this challenge by strengthening planning capacities, public financial management and monitoring systems; laying the foundation for climate-related budget support; contributing to the establishment of multidonor funds; paving the way for nationally owned climate change trust funds; and attracting co-financing for climate-related programmes. GCCA programmes also support countries in preparing for participation in REDD+ — which goes beyond REDD to also include conservation and sustainable management of forests and enhancement of forest carbon stocks — and for enhanced access to the CDM and voluntary carbon markets.

A community of practitioners at country and regional levels

The GCCA operates within a wide network of climate change practitioners, development partners and EU actors across 8 regions and subregions and 38 countries. These include partner countries and regional organisations, EU member states and delegations, international and national development partners, non-state actors, non-governmental organisations (NGOs) and civil society organisations (diagram 1-5). The European Commission coordinates the Alliance. Two dedicated support facilities provide targeted on-demand technical assistance and support: the first, managed by the European Commission, has a global reach and is available to all GCCA programmes; the second supports African, Caribbean and Pacific (ACP) Group of States stakeholders and is available through the GCCA's [Intra-ACP Programme](#) (box 1-2).

Diagram 1-5 Partners in GCCA



Box 1-2 Supporting ACP regions and countries

The GCCA Intra-ACP Programme helps the ACP Group of States better tackle climate change as a challenge to their development — particularly by improving their understanding of the effects of climate change and contributing to adequate adaptation and mitigation responses. The programme is comprised of seven independent but interlinked components, five of which are implemented by regional institutions in the ACP regions. The other two components provide institutional and technical support, including managing overall coordination between the components, with other GCCA programmes and with other initiatives in ACP member states; and providing technical assistance on climate change to the ACP missions, embassies and countries, based on demand. From project formulation to studies and training, ACP countries can apply for short-term customised technical assistance through the [intra-ACP section of the GCCA website](#).

GCCA partner countries and organisations benefit from and contribute to the richness of this network — as well as from the wealth of information and knowledge that GCCA programmes across the world generate.

The countries in which the GCCA is working span all continents, and support climate change action from the small islands of the Pacific to the arid and semi-arid areas of the Sahel.

While the ecosystems and development sectors targeted may vary, the vast majority of the programmes address adaptation and mainstreaming challenges — which means that there are always other GCCA programmes sharing similar objectives, focusses or approaches, enabling all GCCA partners to learn from each other.

The eight regional and subregional programmes complement the country programmes, and facilitate networking at the regional level as well as cross-regionally. The GCCA's largest programme involves the ACP Group of States, which oversees five of the eight GCCA regional programmes and offers technical assistance and support to all 79 ACP member states with an overall budget of €40 million.

A commitment to climate and development effectiveness

Considering the current and projected future scale of climate finance flows, it is essential to ensure their effective and efficient delivery, and address adaptation and mitigation objectives, while making a positive contribution to development and poverty reduction outcomes.

The GCCA is fully committed to aid and development effectiveness principles, which underpin its approach to supporting partner countries.

Based on lessons learned from the last 50 years of development experience, the globally endorsed Paris Declaration on Aid Effectiveness (2005) formulated five key principles relating to ownership of development policies and strategies by the governments of developing countries, alignment of donor interventions with national strategies and country systems, harmonisation of donor operations, greater focus on results and development outcomes, and transformation of the aid relationship into a partnership based on mutual accountability.

And Article 34 of the 2011 Busan Partnership for Effective Development Co-operation

specifically cites the need to promote enhanced coherence, transparency and predictability across approaches for effective climate change finance and broader development cooperation.

The GCCA translates this commitment to development effectiveness in several ways:

- Aligning GCCA programmes with national strategies and programmes, as summarised in table 1-3, and focussing on climate change mainstreaming into national development processes, which is explored in **chapter 2**.
- Supporting countries in strengthening their institutions, systems and capacities to be ready to receive and make effective use of climate funds. The use of budget support, sector policy support programmes and decentralised management across the initiative is presented in table 1-4; how the GCCA is delivering support related to climate finance is explained in **chapter 3**.
- Coordinating with development partners and working through existing mechanisms, as summarised in table 1-5 on contributions to multidonor funds and initiatives and in table 1-6 on joint management, programming and financing with other development partners.
- Promoting synergies between adaptation, mitigation and development. This is described in **chapter 4**, with a focus on sustainable land management.
- Strengthening partner countries' monitoring and reporting systems to meet their own, as well as international, requirements. GCCA-supported programmes that address monitoring, reporting and verification systems are described in **chapter 5**.
- An emphasis on knowledge sharing and lesson learning at the national, regional and global levels. The strategies and approaches that the GCCA has adopted with respect to knowledge management and communication are outlined in **chapter 6**.
- Looking forward, the initiative is seeking to address changing needs and priorities, concentrating on areas where it can bring the most added value. Looking to the future of the GCCA is discussed in **chapter 7**.



House destroyed by natural disaster in Gizo of the Western Province of the Solomon Islands

Table 1-1 Overview of GCCA-supported country programmes

Country	Partners	GCCA priority areas	Sectors	Budget	Duration
Bangladesh	World Bank; Ministry of Environment and Forests	Adaptation, disaster risk reduction	Overall development and poverty reduction, agriculture, coastal zone management, infrastructure, land management and natural resources	Total value: €140.6 million (EC: €28.5 m, of which GCCA: €8.5 m; UK: €71.0 m; Sweden: €15.2 m; USA: €10.0 m; Switzerland: €9.3 m; Australia: €5.3 m; Denmark: €1.3 m)	2011–2017
Belize	UNDP; Ministry of Natural Resources and Environment; National Emergency Management Organisation	Mainstreaming, adaptation	Overall development and poverty reduction, water	Total value: €3.2 million (GCCA: €2.9 m; Government of Belize and UNDP: €0.3 m)	2012–2014
Benin	UNDP; National Centre for the Management of Fauna Reserves; National Geographical Institute; National Remote Detection Centre; Ministry of Environment, Habitat and Urbanism	Adaptation, REDD, disaster risk reduction	Forests	Total value: €8.3 million (GCCA: €8 m; UNDP: €0.3 m)	2012–2016
Bhutan	Ministry of Agriculture and Forests; Gross National Happiness Commission	Mainstreaming, adaptation	Overall development and poverty reduction, agriculture	Total value: €4.40 million (GCCA, including €0.8 m FSF from Estonia)	2013–2016
Burkina Faso	World Bank; Ministry of Environment and Sustainable Development	Mainstreaming, adaptation, REDD	Forests and land management	Total value €22 million (GCCA: €8 m; World Bank/ Forest Investment Program: €14 m)	2013–2018
Cambodia	UNDP; Cambodia Climate Change Alliance; Ministry of Environment	Mainstreaming	Overall development and poverty reduction	Total value: €8.35 million (GCCA, contribution from Sweden: €2.21 m; Sweden: €3.40 m; Denmark: €0.43 m; UNDP: €2.31 m)	2009–2014

Country	Partners	GCCA priority areas	Sectors	Budget	Duration
Central African Republic	AFD; Ministry of Water, Forests, Hunting and Fishing; Ministry of Environment and Ecology	REDD	Overall development and poverty reduction, forests	Total value €10.5 million (GCCA: €4 m; AFD: €5 m; FFEM: €1.5 m)	2013–2018
Chad	Ministry of Environment and Fisheries; Ministry of Energy and Oil	Mainstreaming, adaptation, carbon market/ CDM	Agriculture, energy and forests	Total value: €8.0 million (GCCA)	2014–2019 (est)
Comoros, the	Planning, Monitoring and Evaluation Unit; Directorate General for Environment under the Vice-President's Office in Charge of Production, Environment, Energy, Industry and Handicrafts	Mainstreaming, adaptation, disaster risk reduction	Overall development and poverty reduction	Total value: €3.0 million (GCCA)	2014–2019 (est)
Democratic Republic of Congo	Ministry of Environment, Nature Conservation and Tourism; Congolese Institute for Nature Conservation; Centre for International Forestry Research	Adaptation, REDD	Forests and energy	Total value: €14.0 million (GCCA)	2012–2017
Djibouti	Ministry of Housing, Town Planning, Environment and Land Use Planning; Ministry of Energy and Water in Charge of Natural Resources; Djibouti Agency for Energy Efficiency; Ministry of Agriculture, Fisheries and Livestock	Adaptation, carbon market/ CDM	Agriculture, energy, natural resources, and water and sanitation	Total value: €3.0 million (GCCA)	2014–2018 (est)
Ethiopia	GIZ; Environmental Protection Authority; Ministry of Agriculture and Rural Development	Adaptation	Agriculture, land management, natural resources and energy	Total value: €9.7 million (GCCA, including €8 m EC FSF)	2011–2015
Gambia, the	Ministry of Finance and Economic Affairs; National Environment Agency; Department of Water Resources; Ministry of Forestry and the Environment	Mainstreaming, adaptation	Overall development and poverty reduction, coastal zone management	Total value: €3.86 million (GCCA)	2012–2016

Country	Partners	GCCA priority areas	Sectors	Budget	Duration
Guyana	Ministry of Agriculture through the National Agriculture Research and Extension Institute	Adaptation, REDD	Coastal zone management and forests	Total value: €4.165 million (GCCA)	2009–2014
Haiti	Ministry of Environment	Mainstreaming, adaptation	Overall development and poverty reduction, agriculture, coastal zone management, energy, natural resources	Total value: €6.0 million (GCCA)	2014–2019 (est)
Jamaica	UNEP; Planning Institute of Jamaica; Forestry Department; National Environment and Planning Agency; Ministry of Water, Land, Environment and Climate Change	Adaptation, REDD, disaster risk reduction	Coastal zone management, forests and natural resource management	Total value: €4.48 million (GCCA: €4.13 m; Government of Jamaica and UNEP: €0.35 m)	2010–2013
Lao PDR	Ministry of Natural Resources and Environment; Ministry of Agriculture and Forestry	Mainstreaming, adaptation	Overall development and poverty reduction, agriculture and land management, food security, and natural resource management	Total value: €6.2 million (GCCA: €5.0 m; grantees: €1.2 m)	2012–2017
Lesotho	Ministry of Finance and Development Planning	Mainstreaming, adaptation	Overall development and poverty reduction, energy, agriculture and food security	Total value €4 million (GCCA, FSF from Ireland)	2013–2016
Malawi	Ministry of Environment and Climate Change Management	Mainstreaming, adaptation	Agriculture, energy, forests, natural resources, water and sanitation	Total value: €8.0 million (GCCA)	2014–2020 (est)

Country	Partners	GCCA priority areas	Sectors	Budget	Duration
Maldives	World Bank; Ministry of Housing and Environment	Adaptation	Overall development and poverty reduction, energy and waste	Total value: €3.8 million (GCCA, contribution from Sweden; other contributions to the multidonor trust fund include EU: €2.7 m and AusAID: AUD 1.0 m)	2009–2015
Mali	Ministry of Environment and Sanitation; National Forestry Directorate; Ministry of Foreign Affairs and International Cooperation	Mainstreaming, REDD	Forests	Total value: €6.215 million (GCCA: €5.65 m; Government of Mali: €0.565 m)	2010–2015
Mauritania	Ministry of Economic Affairs and Development; Ministry of Environment and Sustainable Development; Ministry of Rural Development; National Meteorological Office	Mainstreaming, adaptation	Agriculture, food security and land management	Total value: €4 million (GCCA)	2014–2018 (est)
Mauritius	Maurice Île Durable Commission; Ministry of Environment and Sustainable Development	Mainstreaming	Overall development and poverty reduction, energy	Total value: €3 million (GCCA)	2010–2013
Mozambique	Danida; Ministry for the Coordination of the Environmental Action	Mainstreaming, adaptation, disaster risk reduction	Overall development and poverty reduction, agriculture	Total value: €47 million (GCCA: €15.2 m, including €5 m FSF from Ireland; Danida: €31.5 m; Government of Mozambique: €0.3 m)	2011–2015
Myanmar	UN-Habitat; UNEP; Ministry of Environmental Conservation and Forestry; Department of Meteorology and Hydrology of the Ministry of Transport; Department of Planning in the Ministry of Planning and Economic Development	Mainstreaming, adaptation	Overall development and poverty reduction	Total value: €4.065 million (GCCA: €4.00 m; UN-Habitat/ UNEP: €0.065 m)	2013–2018 (est)

Country	Partners	GCCA priority areas	Sectors	Budget	Duration
Nepal	DFID; UNDP; Ministry of Science, Technology and Environment	Mainstreaming, adaptation	Overall development and poverty reduction	Total value €16.5 million (GCCA: €8.6 m, including €0.6 m FSF from Cyprus; DFID: €7.9 m)	2012–2015
Papua New Guinea	FAO; Papua New Guinea Forest Authority	REDD	Forests	Total value €8.49 million (GCCA: €6 m; UN-REDD: €2.49 m)	2013–2017
Rwanda	Rwanda Natural Resources Authority; Ministry of Natural Resources	Adaptation	Land management	Total value: €4.555 million (GCCA)	2010–2012
Samoa	Ministry of Finance; Ministry of Natural Resources and Environment	Mainstreaming, adaptation, disaster risk reduction	Water and sanitation	Total value: €3 million (GCCA)	2012–2015
São Tomé and Príncipe	Ministry of Foreign Affairs, Cooperation and Communities; Directorate General for Environment of the Ministry of Public Works, Infrastructure and Natural Resources; Directorate for Forests and Directorate for Agriculture of the Ministry of Agriculture, Fisheries and Rural Development	Mainstreaming, adaptation	Agriculture, food security, forests and water and sanitation	Total value: €3 million (GCCA)	2014–2018 (est)
Senegal	Ministry of Environment and Natural Protection	Adaptation	Coastal zone management	Total value: €4 million (GCCA)	2011–2014
Seychelles	National Climate Change Committee; Ministry of Home Affairs, Environment, Transport and Energy; Seychelles Energy Commission	Mainstreaming, carbon market/ CDM	Overall development and poverty reduction, energy	Total value: €2 million (GCCA)	2010–2013
Sierra Leone	Forestry Division of the Ministry of Agriculture, Forestry and Food Security	REDD	Forests and energy	Total value: €5 million (GCCA, FSF from Ireland)	2012–2016

Country	Partners	GCCA priority areas	Sectors	Budget	Duration
Solomon Islands	Ministry of Environment, Climate Change, Disaster Management and Meteorology; Ministry of National Planning and Aid Coordination	Mainstreaming, adaptation, disaster risk reduction	Overall development and poverty reduction	Total value: €2.8 million (GCCA)	2011–2014
Tanzania	Ministry of Finance; Vice-President's Office, Division of Environment; Community Forests Pemba; Institute of Rural Development Planning; Sokoine University of Agriculture	Adaptation, REDD	Overall development and poverty reduction, agriculture, coastal zone management, land management, natural resources and water and sanitation	Total value: €2.2 million (GCCA)	2010–2013
Tanzania II	Ministry of Finance; Vice-President's Office, Division of Environment	Mainstreaming, adaptation	Agriculture, energy, food security, forests, natural resources, water and sanitation	Total value: €8 million (GCCA)	2014–2019 (est)
Timor-Leste	Ministry of Agriculture, Forestry and Fisheries; Ministry of State Administration; Camões; GIZ	Mainstreaming, adaptation	Overall development and poverty reduction, forests, agriculture and natural resource management	Total value: €4 million (GCCA, FSF from Ireland)	2013–2018
Uganda	FAO; Ministry of Water and Environment; Ministry of Agriculture	Mainstreaming, adaptation	Agriculture	Total value: €11 million (GCCA, FSF from Ireland)	2012–2016
Vanuatu	World Bank; Department of Meteorology and Geohazards	Mainstreaming, adaptation, disaster risk reduction	Overall development and poverty reduction, agriculture, natural resources, and water and sanitation	Total value: €5.7 million (GCCA: €3.2 m; World Bank: €2.5 m)	2010–2014

Note: AFD = Agence Française de Développement; Camões = Instituto da Cooperação e da Língua, I. P., Portugal; Danida = Danish International Development Agency; DFID = UK Department for International Development; EC = European Commission; FAO = Food and Agriculture Organization of the United Nations; FFEM = Fonds Français pour l'Environnement Mondial; FSF = fast start funding; GIZ = Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH; UNDP = United Nations Development Programme; UNEP = United Nations Environment Programme.

Table 1-2 Overview of GCCA-supported regional programmes

Region	Partners	GCCA priority areas	Sectors	Budget	Duration
Africa	African Union, African Development Bank, UNECA, ACP Secretariat	Adaptation, carbon market/CDM	Overall development and poverty reduction, agriculture, energy, food security, health and water	Total value: € 170 million (est.) (GCCA contribution: €8 m)	2012–2015
Western Africa	Economic Community of West African States, CILSS, ACP Secretariat	Mainstreaming, adaptation, carbon market/CDM	Overall development and poverty reduction, agriculture, forests, energy, infrastructure and land management	Total value: €4 million (GCCA)	2011–2015
Eastern and Southern Africa	COMESA, ACP Secretariat	Mainstreaming, adaptation, REDD, carbon market/CDM	Overall development and poverty reduction, agriculture, energy, forests and land management	Total value: €105 million (GCCA contribution: €4 m)	2010–2014
Caribbean	Caribbean Forum, Caribbean Community Climate Change Centre, ACP Secretariat	Adaptation, REDD, carbon market/CDM, disaster risk reduction	Agriculture, education, energy, fisheries, forests, health, tourism and water	Total value: €8 million (GCCA)	2011–2014
Eastern Caribbean	Organisation of Eastern Caribbean States	Adaptation	Land management	Total value: €10.6 million (GCCA with €7 m FSF from EC and €0.6 m FSF from Cyprus)	2013–2018

Region	Partners	GCCA priority areas	Sectors	Budget	Duration
Lower Mekong Basin	MRC	Mainstreaming, adaptation	Overall development and poverty reduction, agriculture, natural resources and water and sanitation	Total value: €11.82 million GCCA contribution €5 m (€1.54 m FSF from each of EU and Ireland) Other contributors: Australia (€1.64 m); Denmark (€0.65 m); Luxembourg (€1.89 m); Germany (€1.42 m); Sweden (€0.39 m); Sweden and Finland (€0.83 m) through other MRC sources	2012–2015
Pacific	University of the South Pacific, ACP Secretariat	Adaptation, disaster risk reduction	Education, research and technological development	Total value: €8 million (GCCA)	2011–2014
South Pacific	Secretariat of the Pacific Community, Secretariat of the Pacific Regional Environment Programme	Mainstreaming, adaptation	Overall development and poverty reduction, coastal zone management, health, infrastructure and water and sanitation	Total value: €11.4 million (GCCA including €10 m EC FSF)	2011–2015

Note: CILSS = Permanent Inter-State Committee for Drought Control in the Sahel; COMESA = Common Market for Eastern and Southern Africa; EC = European Commission; FSF = fast start funding; MRC = Mekong River Commission; UNECA = United Nations Economic Commission for Africa.

Table 1-3 GCCA programme contributions to existing national programmes or strategies

GCCA programme	Contributes to the implementation of
Bangladesh	The Bangladesh Climate Change Strategy and Action Plan
Belize	The National Adaptation Strategy to Address Climate Change in the Water Sector
Bhutan	The Renewable Natural Resources sector programme/five-year plan
Burkina Faso	The National Rural Sector Plan
Chad	A number of NAPA priorities and the National Development Plan 2015–2020
Central African Republic	The national REDD+ strategy in the south-western region
Comoros, the	The national poverty reduction and growth strategy
Ethiopia	The Climate Resilient Green Economy strategy, the national Climate Change Adaptation programme, and the Sustainable Land Management programme
Guyana	The National Mangrove Action plan
Lesotho	The environment and climate change priorities of the National Strategic Development Plan
Malawi	A number of NAPA priorities
Mauritania	A number of NAPA priorities
Mauritius	The Maurice Île Durable sustainable development strategy
Nepal	Mainstreaming of NAPA-prioritised activities through the national framework of Local Adaptation Plans for Action
Papua New Guinea	The national REDD readiness plan
Rwanda	The Strategic Road Map for Land Reform and the Strategic Plan for Environment and Natural Resources
Samoa	The Water for Life sector plan
São Tomé and Príncipe	The National Programme for Food and Nutritional Security
Seychelles	The Seychelles National Climate Change Strategy and the Seychelles Sustainable Development Strategy
Solomon Islands	A number of NAPA priorities and the National Disaster Risk Management Plan
Uganda	The NAPA, operationalisation of two climate-related objectives of the 2010 National Development Plan
Vanuatu	Measures identified in the NAPA

Table 1-4 Overview of aid modalities used for GCCA country programmes

Project approach		Sector programme and sector budget support	General budget support
Belize ■ ■	Mali	Bangladesh ■ ■ ■	Lesotho ■ ■
Benin ■	Mauritania ■ ■	Bhutan ■ ■	Mauritius ■ ■
Burkina Faso ■ ■	Myanmar ■	Cambodia ■ ■	Seychelles ■ ■
Central African Republic ■ ■	Nepal ■ ■	Guyana ■ ■	Solomon Islands ■ ■
Chad ■	Papua New Guinea ■ ■	Mozambique ■ ■	
Comoros, the ■	São Tomé and Príncipe ■	Rwanda ■ ■	
Dem. Rep. of the Congo ■	Senegal	Samoa ■ ■	
Djibouti	Sierra Leone		
Ethiopia ■ ■	Tanzania		
Haiti	Gambia, the		
Jamaica ■	Timor-Leste ■		
Lao PDR	Uganda ■ ■ ■		
Malawi ■	Vanuatu ■ ■		
Maldives ■ ■			

■ Direct contribution to the implementation of an existing national programme or strategy

■ Multidonor initiative: joint financing and/or management arrangements

■ Multidonor initiative: Contribution to a multidonor pool or trust fund

■ Budget support

Table 1-5 GCCA contributions to multidonor funds or initiatives

GCCA programme	Contributes to	Managed with or by	Co-financed by
Africa	Pan-African Climate for Development (ClimDev) initiative	African Union, African Development Bank, UNECA	UK, Sweden, Norway
Bangladesh	Bangladesh Climate Change Resilience Fund	World Bank	World Bank, Denmark, Sweden, UK, Switzerland, USAID and Australia
Cambodia	Cambodia Climate Change Alliance Trust Fund	UNDP	UNDP, Denmark, Sweden
Eastern and Southern Africa	Tripartite climate change adaptation and mitigation programme (COMESA-EAC-SADC)	COMESA	UK, Norway, the Rockefeller Foundation and USAID
Lower Mekong Basin	Mekong River Commission's Climate Change and Adaptation Initiative	Mekong River Commission	Australia, Germany, Denmark, Luxembourg, Sweden, Finland
Maldives	Climate Change Trust Fund	World Bank	World Bank, AusAID
Uganda	Joint donor basket fund for the water sector	FAO	Various donors

Note: COMESA = Common Market for Eastern and Southern Africa; EAC = East African Community; FAO = Food and Agriculture Organization of the United Nations; SADC = Southern African Development Community; UNECA = United Nations Economic Commission for Africa; USAID = U.S. Agency for International Development.

Table 1-6 Joint management, programming and financing under the GCCA

GCCA programme	Managed with or by	Co-financed by
Belize	UNDP	UNDP
Benin	UNDP	UNDP
Burkina Faso	World Bank	Forest Investment Programme
Central African Republic	Agence Française de Développement	Agence Française de Développement and Fonds Français pour l'Environnement Mondial
Democratic Republic of Congo	Centre for International Forestry Research	Not applicable
Ethiopia	GIZ	Not applicable
Jamaica	UNEP	UNEP
Maldives	World Bank	World Bank and AusAID
Mauritania	GIZ and UNDP	Not applicable
Mozambique	Danida	Danida
Myanmar	UN-Habitat and UNEP	UN-Habitat and UNEP
Nepal	UK Department for International Development	UK Department for International Development
Papua New Guinea	Food and Agriculture Organization of the United Nations	UN-REDD
Timor-Leste	Camões, GIZ	Not applicable
Vanuatu	World Bank	World Bank

Note: Camões = Instituto da Cooperação e da Língua, I. P., Portugal; Danida = Danish International Development Agency; GIZ = Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH; UNDP = United Nations Development Programme; UNEP = United Nations Environment Programme.



Cultivating climate-resilient rice varieties in Cambodia

From NAPAs to integrated climate strategies: the role of country-led mainstreaming

Towards long-term climate change planning and mainstreaming

Two important tools for country adaptation planning are **national adaptation programmes of action (NAPAs)** and **national adaptation plans (NAPs)**.

Where NAPAs are intended to address short-term adaptation needs based on a project approach, NAPs are expected to promote a medium- to long-term approach to reducing vulnerability, as well as promote the adoption of programmatic approaches fully integrated with national development planning. Those developing countries with a NAPA are encouraged to proceed with the implementation of NAPA priority projects, and are offered support to update their NAPAs. Simultaneously, countries have been encouraged to develop, and have started preparing, more comprehensive adaptation strategies such as NAPs or the equivalent — e.g. joint national action plans (JNAPs), addressing both disaster risk reduction and climate change adaptation — indicating a shift to a more strategic and nationally owned process.

On the mitigation side, significant progress has been made over the last years in the production of **nationally appropriate mitigation actions (NAMAs)**, manifested in a diverse range of actions proposed by over 50 countries to date. More recently, the concept of a **low-emission development strategy (LEDS)** was introduced in recognition of the need for a more coherent

approach to low-emission development; LEDS have begun to be operationalised through, e.g. **low-carbon development strategies** and **climate-compatible development plans**.

Some countries and development partners are developing **low-emission climate-resilient development strategies (LECRDS)**, which enable them to shift towards more strategic approaches while addressing synergies between adaptation and mitigation.

The number of documents to be prepared, together with those required to address other multilateral and cooperation agreements with development partners, raises questions in terms of development effectiveness, particularly regarding alignment and ownership. Moreover, formulating all these strategies and plans is very resource and time intensive. Different institutional arrangements generally prevail — too often with limited coordination mechanisms.

A wide variety of climate change and disaster risk reduction programming and planning exercises and documents co-exist.

These planning and programming documents can each bring value of their own — e.g. by raising awareness and through the process established to develop them. However, streamlining planning processes to reduce the number of documents and ensure a clear articulation between them and the integration of their content in relevant national

Ultimately, each country has to determine the most appropriate way of mainstreaming its response to climate change into its development policies, strategies and plans — taking into account its experience with planning processes and existing institutional arrangements.

development planning processes is vital to improving implementation.

Some countries may mainstream climate change on the basis of a NAP and an LEDS; others are moving from NAPAs and NAMAs to an LECRDS as a basis for further mainstreaming. In all cases, institutional strengthening is an integral part of efforts to develop climate change and disaster risk reduction-related strategies, and mainstream them into wider development policies and strategies.

The GCCA experience shows the value of integrated approaches for adaptation and disaster risk reduction and of complementing support to NAPAs or targeted mitigation efforts with assistance for strategic planning. It also illustrates how climate change mainstreaming into national development processes is an important part of the response to effective climate change and disaster risk reduction planning and programming.

Promoting integrated approaches and synergies with adaptation

In developing countries, disaster risk reduction processes may be conducted separately from the adaptation planning process. Some countries — **Bangladesh**, the **Comoros**, **Samoa**, the **Solomon Islands** and **Vanuatu** — have taken action to merge the two processes. Box 2-1 highlights the experiences of the Solomon Islands and Vanuatu in this effort.

Box 2-1 Integrated approaches to climate change adaptation and disaster risk reduction planning

The GCCA supports the government of the Solomon Islands on policy enhancement, coordination and implementation of its national climate change strategy in line with its NAPA and National Disaster Risk Management Plan. Recently, the government created a new Ministry of Environment, Climate Change, Disaster Management and Meteorology to strengthen coherence in the design and implementation of adaptation and disaster risk reduction policies. In line with this, the GCCA programme supports arrangements aimed at enhanced coordination between adaptation and disaster risk reduction. A Climate Change Working Group has been established under the leadership of the Ministry of Environment as a forum for policy dialogue and donor coordination. The large number of ministries, donors and NGOs involved, together with the broad scope of the climate change sector — encompassing adaptation, mitigation, disaster risk reduction and some aspects of environmental management — creates challenges to effective coordination which strong political commitment can help overcome.

In Vanuatu, GCCA support will be provided to the National Advisory Board for Disaster Risk Management and Climate Change, a newly created body integrating the functions of two pre-existing bodies: the multisectoral National Advisory Committee on Climate Change and the National Task Force for Disaster Risk Reduction and Disaster Management. The board's secretariat, under the Vanuatu Meteorology and Geohazards Department, is being reinforced so it can simultaneously address disaster risk reduction and climate change adaptation and support the mainstreaming of both topics into key sectors. Activities will also target regional and community-level stakeholders, particularly with regard to adaptation in coastal areas.

Similarly, while most of the countries supported under the GCCA focus on adaptation, some programmes — including those in **Chad, Djibouti, Lesotho, Maldives, Mauritius** and **Seychelles** — simultaneously support mitigation actions. And the GCCA supports forest-based mitigation in various countries, including **Burkina Faso**, the **Central African Republic**, the **Democratic Republic of Congo, Guyana, Mali, Papua New Guinea** and **Sierra Leone** (see chapter 4).

Supporting development of climate strategies

The GCCA is committed to medium- to long-term climate change planning. When supporting the implementation of NAPAs — e.g. in **Belize, Bhutan, Chad, Uganda** and **Vanuatu** as well as in regional programmes in the **South Pacific** and **Western Africa** — the GCCA generally concurrently promotes a strategic approach to adaptation planning, thus embracing the NAP vision. Highlights of these experiences are presented in box 2-2.

Box 2-2 GCCA support to NAPAs and strategic adaptation planning

In 2009, the Government of **Belize** simultaneously adopted a National Integrated Water Management Policy and a National Adaptation Strategy to Address Climate Change in the Water Sector. The strategy provides a solid foundation for mainstreaming climate change into the sector. The GCCA supports the strategy's implementation, including through the development of a legal and regulatory framework aligned with the new policy and strategy.

In **Chad**, the GCCA programme intends to strengthen climate governance by mainstreaming climate change into several key sector policies and by implementing field projects aligned with its NAPA and related priorities. Specific support will be provided to the Ministry of Environment and Fisheries to establish a monitoring system for the NAPA.

In **Uganda**, climate change is addressed in the 2010 National Development Plan, which sets out four objectives on this topic. GCCA funding will help operationalise two of these objectives — those related to developing national capacities with regard to adaptation and mitigation, and to ensuring climate-proof development. The GCCA programme will also contribute to implementation of Uganda's NAPA, particularly the components related to water for production, drought adaptation, tree planting and climate-compatible development planning.

NAPAs were used in the **South Pacific** as a building block in the preparation of comprehensive climate-resilient strategies, countering the fragmented project-based approach. The GCCA Programme for Pacific Small Island States, implemented by the Secretariat of the Pacific Community and the Secretariat of the Pacific Regional Environment Programme, is supporting the preparation and endorsement of national “adaptation road maps” that help place the region's response to climate change in a strategic, comprehensive framework.

Similarly, the **Gambia, Lesotho, Mali, Myanmar** and **Seychelles** provide examples of country-led initiatives supported by the GCCA to develop integrated climate change strategies that address medium- to long-term needs and both adaptation and mitigation (box 2-3). While combining strategies for climate-resilient and low-emission

development is a challenge, as it increases the number of stakeholders to be consulted and the complexity of prioritisation processes, the GCCA also sees it as an opportunity to produce a national development strategy that fully integrates all responses to climate change into a comprehensive framework.

Box 2-3 GCCA support to integrated climate change strategies

To support mainstreaming of climate change into development planning in the **Gambia**, the knowledge base for integrating climate change into key sectors will be strengthened and a national climate change policy formulated. Institutional arrangements and coordination mechanisms for climate change and coastal zone management will be rationalised.

The GCCA programme in **Lesotho** will contribute to the finalisation of a national climate change adaptation and mitigation strategy and a national sustainable energy strategy. It will also support the establishment of institutional frameworks to support strategy implementation, with the aim of enhancing the climate resilience and “climate friendliness” of the country’s development strategy. On the adaptation side, this 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 should result in the development of renewable sources of energy, the extension of rural electrification based on renewable energies and implementation of energy efficiency measures.

In **Mali**, the GCCA programme supports institutional strengthening and capacity building for the development and implementation of a national policy, strategy and action plan on climate change that address both adaptation and mitigation — and for mainstreaming climate change into national and sector policies and strategies. Activities include capacity building for the Ministry of Environment and Sanitation.

The GCCA programme in **Myanmar** will facilitate the preparation of a national climate change strategy and action plan; this will be done in collaboration with civil society, government technical agencies and academic institutions. Based on a series of assessments, it will also strengthen the communication and institutional framework for climate change, including coordination mechanisms, as well as support a platform for dialogue and exchange of experiences and for subnational and local-level activities to inform policy-making.

The GCCA is supporting implementation of the **Seychelles** National Climate Change Strategy. Expected results include effective mainstreaming of climate change adaptation and mitigation into the national development strategy, key sector strategies and action plans. On the adaptation side, it has so far supported the strengthening of meteorological and disaster management services, updating of national aerial photograph and geographic information system (GIS) coverage, implementation of projects to fight coastal erosion, and sensitisation and education initiatives. The Town and Country Planning Act and Environment Protection Act are also being revised to cohere with the National Climate Change Strategy. On the mitigation side, the programme focuses on creating an institutional and legal framework conducive to the adoption of mitigation measures in the energy sector and access to carbon finance mechanisms.

Putting mainstreaming at the core of GCCA work

Mainstreaming climate change into national and sector development planning is a priority for the GCCA, with targeted support in this area provided to over 30 countries including

Bhutan, Cambodia, the Comoros, Mozambique, Nepal, Samoa, São Tomé and Príncipe and **Timor-Leste**. Each country has a programme designed around its own circumstances and needs. Box 2-4 illustrates some of the different contexts in which this has been done to date.

Box 2-4 GCCA support to climate change mainstreaming

In Burkina Faso, as part of the Sustainable Decentralised Forest Management project, principles of sustainable environmental management — including climate-related aspects — will be mainstreamed into the planning and budgeting of key policies in the rural sector. A review of the legal and regulatory framework governing climate change and the forest sector will be undertaken. The programme will be implemented in support of the National Rural Sector Plan and will make full use of the national coordination and steering mechanisms set up in this context, under the leadership of the Ministry of Environment and Sustainable Development.

In the Comoros, the GCCA looks to strengthen mechanisms for mainstreaming climate change in the transport sector and in relation to the prevention and management of natural and climate-related risks. Actions to be taken include an assessment of policies, strategies, plans, and legal and regulatory frameworks; implementation of a climate-sensitive strategic environmental assessment in the transport sector; proposals for climate change mainstreaming, including in budgetary and monitoring systems; and the development of guidelines on adaptation. Other planned activities include raising awareness of the risks of climate change and on adaptation strategies and capacity building, and strengthening cross-sectoral planning and coordination related to climate change.

In Mozambique, the GCCA programme aims to increase government capacity to mainstream climate change into poverty alleviation and development strategies. Several actions are planned to this end, including strengthening the planning and financial management capacities of the Ministry of Coordination of Environmental Action, reviewing relevant sector development strategies to improve mainstreaming of environmental and climate change themes, strengthening the environmental monitoring system, implementing awareness campaigns, providing on-the-job training, establishing information networks to promote climate change awareness and sharing of local knowledge, and implementing pilot adaptation projects.

GCCA support in São Tomé and Príncipe is expected to contribute to the consolidation of development efforts, with a specific focus on poverty reduction and food security. Planned activities include the mainstreaming of climate-related considerations into planning instruments, including the development of vulnerability and adaptation indicators; and the integration of climate-related considerations into the country's poverty reduction strategy and national food security programme. Support will also be provided for climate change mainstreaming in budgetary processes.

The strengthening of national institutions is an integral part of efforts to develop climate change and disaster risk reduction-related strategies, and to mainstream them into wider development processes. This strengthening is thus a central feature of many GCCA programmes including those in **Bhutan**, **Cambodia**, **Chad**, **Lesotho**, **Nepal** and **Seychelles**. Box 2-5 discusses examples

from these countries of GCCA efforts to reinforce national institutions in the context of programmes aimed at climate change mainstreaming.

Climate change mainstreaming and capacity development are also supported through regional programmes and the replication of the 2011–2012 series of regional training workshops at the national level.

Box 2-5 Strengthening national institutions as part of a mainstreaming effort

The main focus of the GCCA budget support programme in **Bhutan** is on mainstreaming climate change into the renewable natural resource sector. Support is provided to strengthen the sector's monitoring and evaluation system. GCCA support is also expected to pave the way for the establishment of an institutional framework allowing a multisectoral approach to climate change adaptation, in which the renewable natural resource adaptation plan is embedded into a wider multisectoral climate change adaptation strategy.

In **Cambodia**, GCCA support implemented through a multidonor sector policy support programme is used to strengthen the capacities of the inter-ministerial National Climate Change Committee and National Committee for Disaster Management in coordinating national policy-making, capacity development, outreach and advocacy efforts; monitoring implementation of the national climate change strategy, policy and plans; and preparing for the establishment of a nationally owned climate change trust fund. A Climate Change Technical Team has been established as an inter-ministerial body providing guidance to the National Climate Change Committee; team members were involved in the development of sectoral climate change strategic plans. All key line ministries have now finalised these plans. Line ministries continue to cooperate actively in the preparation of the national climate change strategy, and development of a national monitoring and evaluation framework for climate change is under way. The programme also supports the establishment of a multi-stakeholder climate change information-sharing and knowledge management platform.

In **Chad**, GCCA support will assist in setting up a national process aimed at mainstreaming climate change into the Strategic Development Plan 2015–2020, and into sector policies and strategies for agriculture, livestock breeding and energy. This includes providing support to set up institutional structures and mechanisms for climate change coordination and for implementation of concrete cross-sectoral, multi-stakeholder mainstreaming processes.

The GCCA programme in **Lesotho** will promote the establishment of institutional frameworks to support implementation of new climate change and sustainable energy strategies; this will include coordination and monitoring structures. It will also support capacity building for stakeholders (including non-state actors) involved in the coordination, monitoring and evaluation of these strategies.

The objective in **Nepal** is to build government capacity to develop, cost, budget and implement evidence-based policy and measures aimed at mainstreaming climate change into key development sectors. To support this, technical assistance and capacity-building needs have been assessed and budgeted for, and clear action plans have been outlined. An institutional framework and coordination mechanism for adaptation delivery has been developed in consultation with the Ministry of Finance and the Ministry of Federal Affairs and Local Development.

In **Seychelles**, criteria for disbursement of tranches of budget support include setting up steering and monitoring mechanisms for the Seychelles National Climate Change Strategy, and for mainstreaming climate change into all key sectors of the Sustainable Development Strategy 2011–2020. These mechanisms are gradually being put in place and are expected to become fully operational later in 2013.

Conclusions and next steps

As the GCCA experiences highlighted in this chapter and the stories from [Cambodia](#) and [Lesotho](#) illustrate (see stories from the field at the end of this chapter), a strategic perspective and high-level coordination can help prioritise needs and identify the best institutional arrangements for response.

Participants in the 2013 GCCA Global Policy Event discussed at length issues related to the topic “From NAPAs to NAPs, NAMAs, LEDS and Disaster Risk Reduction Strategies: The Role of Country-Led Climate and Disaster Risk Reduction Mainstreaming”. Table 2-1

provides a summary of the key policy and technical conclusions of the event, with messages targeted at climate negotiators, the international development community and national governments. These messages provide interesting insights as to what can be the next steps to take to support long-term climate change response.

Climate change institutional frameworks and architecture have undergone a remarkable and rapid evolution in the last 10 years. No one country has all the answers, but sharing experiences will help find solutions appropriate to national needs as well as to international engagement.

Table 2-1 Key conclusions from the 2013 Global Policy Event on climate change and disaster risk reduction strategies and mainstreaming

For climate negotiators	For the international development community	For national governments
<ul style="list-style-type: none"> ■ Stabilise the climate change and disaster risk reduction planning framework (e.g. related to NAPAs, NAPs, NAMAs, REDD+ strategies and LEDS) ■ Support NAPs, NAMAs and LEDS through flexible arrangements with a view to promoting nationally led strategic planning processes for adaptation and mitigation ■ Acknowledge the value of and promote integrated climate strategies — both climate-resilient and low-emission development strategies 	<ul style="list-style-type: none"> ■ Support the preparation of integrated, country-owned and country-led LECRDS or equivalent ■ Accelerate the provision of resources for adaptation and mitigation measures to incentivise the integration of climate change into national development processes ■ Support institutional and capacity development for mainstreaming including for implementation of priority actions identified through the mainstreaming process 	<ul style="list-style-type: none"> ■ Provide high-level political support (“champions”) for advancing responses to climate change ■ Integrate further adaptation and disaster risk reduction responses, to be addressed by the same people and/or in a more coordinated manner ■ Use consultative, inclusive and transparent (multilevel, multisector and multi-stakeholder) processes to inform decision-making and implementation ■ Strengthen political and technical coordination mechanisms for mainstreaming ■ Engage the finance and planning ministries in climate change policy-making and mainstreaming ■ Let line ministries take ownership of climate-relevant actions (and access funding) under a coordination mechanism ■ Raise awareness of climate change and the benefits of response measures among policy-makers, non-state actors and the public

Stories from the field: Cambodia



Title: Cambodia Climate Change Alliance

Priority area: Mainstreaming

Sector: Overall development and poverty reduction

Budget: €8.35 million (GCCA, contribution from Sweden: €2.21 million, Sweden: €3.4 million, United Nations Development Programme: €2.31 million, Denmark: €0.43 million) implemented through a sector policy support programme

Partners: Climate Change Department of the Ministry of Environment, United Nations Development Programme

Time line: December 2009–June 2014

Cambodia's vulnerability to climate change is linked to its characteristics as a post-civil war, developing, agrarian country — 80 per cent of its population relies on subsistence crop production in rural areas (Pilot Programme for Climate Resilience Cambodia Report, May 2011) — combined with a weak adaptive capacity and limited infrastructure. Climate change is a threat to life, livelihoods and life-supporting systems. It is expected to compound and amplify already existing development challenges, through more severe water scarcity and more frequent floods — which will in turn result in agricultural failure and food shortages — and through the accelerated loss of biodiversity and decline in ecosystem services. It may also have health implications in terms of a higher incidence of malaria and dengue.

The GCCA programme aims to strengthen the capacity of the National Climate Change Committee (NCCC) to fulfil its mandate to address climate change, and to enable line ministries and civil society organisations to implement priority climate change actions.

The Cambodia Climate Change Alliance set up with GCCA support constitutes a unified engagement point for development partners,

and a multidonor financial facility to provide resources for climate change capacity building at national and local government levels. It also offers a mechanism for knowledge sharing and learning about climate change which extends beyond the government to civil society and the broader community.

Key achievements to date

- In support of climate change capacity building, coordination and mainstreaming, a technical team has been established as an inter-ministerial body with an advisory role to the NCCC. All key line ministries have now finalised their sectoral plans; these have been endorsed by the respective ministers.
- The Cambodia Climate Change Strategic Plan has been submitted to the prime minister for endorsement. Climate change has been integrated as a cross-cutting issue in the guidelines of the Ministry of Planning for the preparation of line ministries' contribution to the next National Strategic Development Plan. The preparation of guidelines for integrating climate change into subnational planning is under way. Consultation with key stakeholders for

the development of the climate change legal framework is taking place. A national monitoring and evaluation framework for climate change is being prepared.

- In support of climate change information and knowledge sharing, two national reports have been produced: a study on perceptions of climate change in Cambodian society, and "Building Resilience: The Future of Rural Livelihoods in the Face of Climate Change". The Second National Forum on Climate Change was held in 2011.
- A Climate Change Education and Awareness Strategy has been finalised, and a Climate Change Department website was launched in 2012. A communication platform involving line ministries and civil society organisations has also been established.
- Communication meetings have been organised for key stakeholders to discuss climate change communication and education, share materials, strengthen networks and synergise efforts and initiatives.
- Climate change knowledge is being spread widely to sub-

national levels through the organisation of provincial training events. Increased awareness and information sharing with the Cambodian public are being promoted through university libraries. Media training has been provided for journalists. The Third National Forum on Climate Change will take place in November 2013, presided over by the prime minister.

- Eight projects were selected under the Cambodia Climate Change Alliance's first call for proposals, launched in 2011 and due for completion in 2013. Eleven projects were selected under the second call for proposals, launched in 2012 and now under way.

- Under the programme's coastal adaptation and resilience planning component, a climate change vulnerability and risk assessment of community livelihoods has been finalised. The programme has also conducted cost-benefit analyses for proposed demonstration activities, with a focus on livelihoods enhancement and no-regrets solutions.

“Cambodia is in urgent need of developing a climate change policy and strategic plan which are realistic, implementable and supportive to Cambodia's socioeconomic development priorities.”

H.E. Deputy Prime Minister Yim Chhay Ly



Biogas cooking in Cambodia

- A Climate Public Expenditure and Institutional Review has been finalised. It includes recommendations to develop national capacities to efficiently manage climate change finance.

Lessons learned

Climate change is a new concept that is not always easy for local communities and officials to grasp. There is a need to strengthen awareness raising and to monitor which approaches work best.

NGOs and the private sector have a strong interest in the development of the strategic plan and related consultation, providing an opportunity to establish working platforms for further collaboration between government agencies, NGOs and the private sector.

The way forward

Further strengthening NCCC and Climate Change Technical Team capacity and visibility will take place to enable more active involvement in policy decisions. A chapter on climate change will

be included in the new National Strategic Development Plan, and climate change will be mainstreamed into relevant sectors.

A climate change financing framework will be developed to support resource mobilisation, to be endorsed by the NCCC following consultations with all stakeholders.

Relevant stakeholders will be supported in integrating the climate change communication strategy into their sector strategies and action plans.

Communication and visibility plans will be implemented to further raise the visibility of the programme. Public understanding of climate change will continue to be raised through radio and video programmes and outreach.

A concept note is under preparation on Cambodia Climate Change Alliance objectives after June 2014; this will inform the future of the cooperation in the context of the GCCA+.

Stories from the field: Lesotho

Title: Support to the Climate Change Response Strategy, Kingdom of Lesotho

Priority areas: Adaptation, mainstreaming

Sectors: Agriculture, energy, food security, overall development and poverty reduction

Budget: €4 million (GCCA, fast track funding from Ireland) implemented through general budget support

Partners: Ministry of Finance and Development Planning, Lesotho Meteorological Services and Department of Energy in the Ministry of Natural Resources, Ministry of Agriculture and Food Security, National University of Lesotho

Time line: October 2013–October 2016



Lesotho experiences frequent droughts that result in poor harvests and large livestock losses. Heavy snowfalls, strong winds and floods also affect the country, with adverse social impacts. Lesotho's high vulnerability to climate risks — which are likely to be exacerbated by climate change — and its limited adaptive capacity pose a direct threat to sectors such as agriculture, forestry and infrastructure.

The overall objective of GCCA support in the country is to contribute to Lesotho's efforts to address poverty alleviation and sustainable development by helping establish the policy and institutional framework needed to reverse environmental degradation. The aim is to finalise a national climate change policy and strategy as well as a national sustainable energy strategy, and provide support for their implementation.

Budget support will be provided in two fixed tranches. The disbursement of the first tranche is linked to completion of a “zero draft” of an implementation strategy for environment and climate change and the related public sector investment programme, and their endorsement by the Cabinet; holding the first meeting of the sector coordination group and nominating a working group to draft the group's terms of reference; and finalising the terms of reference for technical assistance to help the government develop a national policy on climate change.

Disbursement of the second tranche is linked to preparation of the National Climate Change Adaptation and Mitigation Strategy and the National Renewable Energy Strategy, including estimates of their implementation costs. It is expected that by then the climate change and environment coordination group

is meeting regularly, and that a climate change and environment monitoring and evaluation framework is in place.

The National Climate Change Adaptation and Mitigation Strategy is expected to involve improving soil and nutrient management, water harvesting and retention, water use efficiency, and the management of eroded lands and wetlands. Actions in support of agricultural adaptation and increased food security may include improving genetic resources to adapt livestock and crops to more extreme climate conditions; and improving harvesting techniques, processing and supply chains to reduce post-harvest losses. In addition, the early warning and disaster preparedness system on climate change and food security should be upgraded.

The National Renewable Energy Strategy will be developed in the

“The impact of climate change is real... we have had more frequent and more severe droughts and floods in the last 10 years than we have had since 1978. As a result, our food security has deteriorated to such levels that the Right Honourable Prime Minister Thomas Thabane has had to declare a state of food emergency and appealed for international assistance.”

Hon. Dr. Thahane Timothy Thahane,
Minister of Energy, Meteorology and Water Affairs

context of the Climate Change Policy and National Strategic Development Plan, with a view to meeting key needs (including lighting, cooking, heating as well as the needs of the community). The strategy will aim to improve access to sustainable sources of clean, reliable and affordable energy through the extension of rural electrification, improved

equity in access to energy and the development of renewable sources of energy such as solar and wind power, biomass energy and small-scale hydro-power.

Key achievements to date

The National Climate Change Committee met in August 2013 and adopted terms of reference. The zero draft chapter on climate

change has been completed as a working document emanating from the National Strategic Development Plan.

The way forward

The programme has only just begun, and staff recruitment and procurement procedures are under way.



Hillside terracing in the highlands of Lesotho



Executive Secretary of Nyarubye Cell Office in Rwanda's Musanze District examines land title documents

Making climate finance effective

An evolving and complex global finance architecture

Climate finance has been a consideration since the outset of the UNFCCC, but has gained more prominence in recent years. The 2007 Bali Action Plan calls for “enhanced action on the provision of financial resources and investment”. The 2009 Copenhagen Accord calls for “scaled-up, new and additional, predictable and adequate funding” for developing countries and established a Green Climate Fund. Commitments were made for fast start funding of US\$30 billion for the 2010–2012 period and the joint mobilisation of US\$100 billion per year by 2020.

The current global climate finance architecture is characterised by a complex interaction between contributions from the public and private sectors, dedicated climate finance funds and initiatives, and bilateral and multilateral implementing agencies.

The current situation is characterised by a fragmentation of sources of climate finance (box 3-1). This lack of coordination is a major challenge for developing countries — which are increasingly dedicating domestic resources as well to adaptation and mitigation actions. The

Box 3-1 Financial mechanisms and funds under UNFCCC and Kyoto Protocol

The UNFCCC’s financial mechanism encompasses two operating entities:

- The Global Environment Facility (GEF) runs climate-related programmes under its climate change focal area. It also administers the Least Developed Countries Fund (LDCF) and the Special Climate Change Fund (SCCF), both of which provide climate-related support to developing countries. The Facility operates under the guidance of the UNFCCC’s Conference of the Parties but is a functionally autonomous entity.
- The Green Climate Fund will develop a range of financing instruments — including grants, loans and concessional loans — to finance both public and private sector adaptation and mitigation initiatives. It will pursue a country-driven approach and promote and strengthen engagement at the country level through effective involvement of relevant institutions and stakeholders. Direct access by national implementing and funding entities will be encouraged, with support provided for the in-country institutional strengthening required to achieve accreditation. The Green Climate Fund is expected to channel a growing proportion of international climate finance flows, and thus contribute to simplification of the climate finance architecture.

Under the Kyoto Protocol, the Adaptation Fund was set up to finance concrete adaptation projects and programmes in particularly vulnerable developing countries; the Clean Development Mechanism was set up as a market-based mechanism by which developed countries can offset part of their emissions through the purchase of certified emissions reductions achieved by mitigation projects in developing countries. Besides these financial mechanisms set up directly under the UNFCCC and Kyoto Protocol, numerous bilateral, regional and multilateral financing instruments currently exist that are not formally accountable to the Conference of the Parties. The multiplicity of available sources of funding results in a complex climate finance landscape.

significant diversity in objectives, rules, procedures and governance arrangements across instruments and initiatives creates barriers to access for countries with limited human resources and technical capacities. The transparent and systematic tracking and reporting of climate finance flows and expenditures — so as to foster accountability, ensure complementarity and enhance effectiveness in the combined use of external and domestic resources — poses a considerable challenge for developed and developing countries alike.

The GCCA helps developing countries strengthen their institutions, systems and

capacities for scaling up the deployment and making effective use of climate finance in a variety of ways. These include **strengthening public financial management (PFM)** for improved management of climate finance, including tracking of climate finance flows and climate-related public expenditures; providing **budget support** for climate change; helping establish **climate funds**; and strengthening the enabling environment to **catalyse private finance** and investment. Table 3-1 summarises GCCA climate finance support to developing countries; the remainder of this chapter details specific examples of these various types of support.

Table 3-1 GCCA support in the field of climate finance

Country/region	PFM systems	Budget support	Climate funds	Private finance
Bangladesh				
Bhutan				
Cambodia				
Caribbean				
Central African Republic				
Chad				
Djibouti				
Dem. Rep. of Congo				
Eastern and Southern Africa				
Guyana				
Lesotho				
Maldives				
Mauritius				
Mozambique				
Nepal				
Rwanda				
Samoa				
Seychelles				
Solomon Islands				
South Pacific				

Strengthening public financial management systems

Robust PFM systems and procedures are needed to ensure effective and efficient management of both external and domestic resources — and thereby build developing countries' readiness to access, implement and monitor scaled-up flows of climate finance. Examples of how GCCA programmes contribute to strengthening

PFM and budgetary systems in the context of climate finance are provided by **Cambodia**, **Mozambique**, **Nepal** and the **South Pacific** regional programme (box 3-2). Notably, the **Climate Public Expenditure and Institutional Review** is a recently developed tool that supports, among other aspects, the tracking of climate finance flows and climate-related public expenditure at the national level. The GCCA supported implementation of such a review in Cambodia in the context of the Cambodia Climate Change Alliance (box 3-2).

Box 3-2 Strengthening PFM and budgetary systems for climate change

In Cambodia, the GCCA-supported Climate Public Expenditure and Institutional Review concluded that until impact indicators are available for mitigation and adaptation programmes, it will be difficult to provide budget support fully integrated into government planning and budgeting systems — although it may theoretically be possible to channel some earmarked, climate-specific funding through the budget. It also noted that if Cambodia is to assure contributors of climate finance that resources channelled through national systems will be well spent, it needs to continue to demonstrate progress in strengthening its PFM and budget management processes. The assessment provides a basis for taking specific actions to address weaknesses or gaps in the existing PFM and budgetary systems, such as revising the budget classification or “tagging” climate-relevant programmes. It also recommends systematic climate screening of all new major public investments.

The GCCA-supported sector programme in Mozambique aims to increase government capacity to mainstream climate change and climate-proofing initiatives into its poverty alleviation and development strategies. Strengthening financial management capacity in the environment sector, together with other activities focused on strengthening capacities of the Ministry for the Coordination of Environmental Action to fulfil its mandate, should lay the groundwork for higher budget allocations and improved budget execution regarding environment and climate change.

Project activities in Nepal include detailed economic and social appraisal, and governance and fiduciary risk assessment, with a view to addressing PFM and other weaknesses, thereby preparing the country to receive future climate-related funding as sector budget support rather than project support.

One of the objectives of the GCCA regional programme in the South Pacific is to help up to nine small island developing states prepare for receiving budget support (for which most are not yet eligible). Work to help these countries assess their readiness for climate change financing via budget support is under way. The establishment of appropriate fiduciary arrangements and the adoption of plans for improving PFM systems will likely be required. The GCCA also supports the development of “adaptation road maps”, fully fledged national climate change policies (as in Palau) and joint national action plans for climate change adaptation and disaster risk management (as in Kiribati and Nauru) — all of which can provide a basis for programmatic support to climate change adaptation.

Piloting climate change budget support

Among available financing modalities, budget support exemplifies the application of aid effectiveness principles, aligning with national agendas and making full use of country systems. The GCCA

provides climate-related sector budget support to four countries — **Bhutan**, **Guyana**, **Rwanda** and **Samoa** — and general budget support to **Lesotho**, **Mauritius**, **Seychelles** and the **Solomon Islands**, with more in the pipeline. Table 3-2 provides an overview of these programmes, including the

Table 3-2 Overview of GCCA budget support programmes

Country	GCCA priorities addressed	Key sector(s) targeted	Specific objective(s)
Sector budget support			
Bhutan	Mainstreaming, adaptation	Overall development and poverty reduction, agriculture	Ensure climate change readiness of the renewable natural resource sector by (1) mainstreaming climate change into the sector, with a view to reducing both vulnerability to water stress and the sector's contribution to greenhouse gas emissions; and (2) ensuring steps are taken towards addressing climate change adaptation at a multisectoral level
Guyana	Adaptation, REDD	Coastal zone management, forests	Through support for the National Mangrove Management Action Plan: <ul style="list-style-type: none"> ■ Abate climate change (carbon sequestration through reforestation and forest preservation) ■ Mitigate its effects (sea defence, biodiversity)
Rwanda	Adaptation	Land management	Contribute to the implementation of the Strategic Road Map for Land Reform, which aims to put in place a land tenure system that guarantees tenure security for all Rwandans and gives guidance on necessary land reforms with a view to good management and rational use of national land resources
Samoa	Mainstreaming, adaptation	Water and sanitation	<ul style="list-style-type: none"> ■ Strengthen integration of climate change adaptation into the updated Water for Life Sector Plan 2012–2016 ■ Mitigate the impact of flooding in central Apia through rehabilitation of priority drainage infrastructure and introduction of an effective maintenance programme
General budget support			
Lesotho	Mainstreaming	Overall development and poverty reduction, agriculture, energy, food security	Contribute to establishing the required policy and institutional framework to reverse environmental degradation and adapt to climate change by finalising: <ul style="list-style-type: none"> ■ A national climate change policy and strategy ■ A national sustainable energy strategy ■ Policy and institutional frameworks to support implementation of policies and strategies
Mauritius	Mainstreaming	Overall development and poverty reduction, energy	Encourage consistency between economic reform programme and sustainable development, focusing on mitigation of negative impacts on the environment
Seychelles	Mainstreaming, carbon market/CDM	Overall development and poverty reduction, energy	Support sustainable development policies and implementation of the priority areas of the Seychelles National Climate Change Strategy
Solomon Islands	Mainstreaming, adaptation, disaster risk reduction	Overall development and poverty reduction	Support government capacity for policy enhancement, coordination and implementation of its national climate change strategy in line with its NAPA and National Disaster Risk Management Plan

■ Technical assistance component included in programme.

GCCA priorities addressed, key sectors targeted, specific objectives and whether a technical assistance component is included in the programme.

GCCA budget support programmes build on EU and **partner country experience** in implementing general and/or sector budget support programmes. The existence of other programmes facilitates the launch of budget support for climate change because the requisite fiduciary and macroeconomic assessments have already been conducted and activities are under way to strengthen PFM systems. In many cases, GCCA budget support specifically complements or builds on other ongoing budget support programmes, as illustrated by the examples in box 3-3.

Managing for results is especially critical for budget support programmes, which need to demonstrate the contribution of financial transfers to tangible achievements. Criteria for monitoring such programmes ideally originate from the performance assessment framework associated

with the supported policy or strategy. The GCCA has experience in selecting indicators from national monitoring systems. In all cases, the GCCA strives to use budget support operations to strengthen national monitoring systems, as illustrated in box 3-4.

Technical assistance can be a useful complement to budget support operations — provided it is embedded in national structures, relies on national expertise and supports long-term institutional strengthening and capacity building. Box 3-5 provides examples of how technical assistance is used to complement GCCA budget support programmes. Experience has also shown that, in a number of cases where no specific provisions were made for technical support, embedding a technical assistance component in the programme's design would have been useful. Based on these initial experiences, closer attention is being paid to the technical support that might be needed to implement and follow up on the reforms agreed to under budget support programmes.

Box 3-3 Complementing other budget support programmes

In Bhutan, the EU supports development in the renewable natural resource sector through sector budget support. The targets set for the sector relate to sustainable rural livelihoods, the promotion of sustainable agricultural production and commercialisation, food security and the preservation of natural resources. The GCCA programme complements EU support by promoting the integration of climate change adaptation measures into the sector strategy and the medium-term sector budget, alongside improvements in sector monitoring systems.

In Samoa, the EU has supported the water sector through sector budget support since 2010; this has helped integrate water sector planning, budgeting and institutional processes into the government's wider planning systems and processes as well as develop planning and implementation capacity. This experience has made it easier to use the budget support modality for the GCCA programme, which reinforces ongoing activities by strengthening the integration of climate change adaptation into the water sector plan and improving drainage infrastructure.

Box 3-4 Strengthening monitoring systems through budget support

Improvement in sector monitoring and the quality of statistical data have been made a criterion for sector progress and the disbursement of the variable tranches of budget support in Bhutan. This decision was based on the identification of weaknesses in monitoring the performance of the renewable natural resource policy and strategy. For the last two years of the budget support programme, outcome indicators and criteria have been retained to measure in concrete terms the implementation of agricultural practices that reduce vulnerability and/or reduce greenhouse gas emissions as a result of mainstreaming climate change adaptation in the renewable natural resource sector. The choice of these indicators reflects the country's willingness to monitor the climate-related performance of funds implemented through the national budget.

In Guyana, monitoring criteria selected for determining the disbursement of the variable tranches of budget support are very straightforward and draw directly from the performance assessment framework of the Mangrove Management Action Plan. Besides monitoring programme performance, the GCCA budget support programme contributes to enhancing national capacity in monitoring mangroves and the results of the action plan, including through the establishment of a mangrove inventory, the development of a mangrove monitoring plan and protocols, and field monitoring.

One of the criteria associated with the disbursement of the second tranche of GCCA budget support in Lesotho relates to the finalisation of monitoring and evaluation frameworks for the new climate change adaptation and renewable energy strategies, providing clear information on sources of information, availability of data and reliable data collection methodologies. Performance monitoring of the GCCA programme is to be undertaken on the basis of the monitoring and evaluation framework of the National Strategic Development Plan.

In Seychelles, criteria for disbursement of the tranches of budget support include establishing monitoring mechanisms for the Seychelles National Climate Change Strategy related to the mainstreaming of climate change into all key sectors of the Sustainable Development Strategy 2011–2020. Their establishment is now under way.



Livelihoods in a degraded mangrove ecosystem in Guyana

Box 3-5 Complementing budget support with technical assistance

The technical assistance provided in Guyana with sector budget support for mangrove management is deemed useful in a context which features a scarcity of local technical expertise. The Guyana experience also highlights the utility of mobilising such assistance relatively early on in the programme time frame.

In the Lesotho programme, complementary technical assistance will be used to support capacity building for government and non-state actors in relation to the achievement of the agreed-upon indicators — in particular with regard to the strengthening of sector-level coordination and the monitoring and evaluation of policy and strategy implementation.

A small provision for technical assistance in Mauritius was used to elaborate policy and guidelines on sustainable buildings and construction standards, develop targets for the Mauritius Green Buildings 2025 strategy, and design a rating system for green buildings. It gave access to specialised expertise that might otherwise have been difficult to mobilise.

In Seychelles, where no specific provision was made for technical support, experience showed that targeted high-level institutional technical assistance and capacity building would have been useful in a context characterised by a complex institutional framework, lack of coordination, and limited staff and management capacity. This lesson will be integrated into future programmes.

Following up and reporting on some of the disbursement criteria for the second tranche of budget support in the Solomon Islands has proved very challenging. To reinforce the project implementation unit and help finalise some elements of the programme, short-term technical expertise has been mobilised, as no specific provision for technical assistance had initially been made.

Paving the way for scaled-up finance through climate funds

Increasingly, countries are establishing national climate funds. These are expected to generate a variety of benefits, including improved alignment; improved coordination; the ability to sustain funding over the medium term; increased scope for strengthening national institutions and capacities; and the potential for scaling up and increased effectiveness in accessing, managing and monitoring climate finance.

A key requirement in establishing a national climate fund is defining the fund's specific objectives within the country's overall climate finance architecture. In practice, national climate funds tend to take a long time to operationalise, due to the complexity of setting up procedures that simultaneously guarantee

transparency, accountability and a fair distribution of resources within the country. Such funds also tend to be extra-budgetary. With adequate systems in place for tracking climate finance (as discussed above in "Strengthening public financial management systems"), setting up "virtual" climate funds within the budgetary systems might prove an interesting solution.

Multidonor climate-related trust funds often start operating on the basis of donor-driven procedures. The objective is generally to establish management arrangements that can then be transferred to national authorities, making increasing use of strengthened national capacities, systems and procedures. Box 3-6 provides highlights of GCCA experience in participating in multidonor trust funds in **Bangladesh, Cambodia, Eastern and Southern Africa, and Maldives.**

Box 3-6 Contributing to the set-up of climate funds

The GCCA supports the Government of Bangladesh in its implementation of the Bangladesh Climate Change Strategy and Action Plan by contributing to the Bangladesh Climate Change Resilience Fund (BCCRF). This multidonor trust fund was established by the government and development partners in 2010 to channel grant funds from multiple donors to a medium- to long-term programme for enhancing resilience to climate change and facilitating low carbon and sustainable development. The government takes leadership in the choice of projects to fund and in supporting their implementation. On an interim basis, the World Bank plays the role of trustee, conducting fiduciary, transparency and accountability due diligence, helping to set up strong governance arrangements and supporting operations as needed. After some delays in the start-up phase, governance structures are fully established and the fund is operational. Several grant agreements have been signed, more are in preparation, and the programme's research window has been launched. The BCCRF secretariat has been set up with the Ministry of Environment and Forests, and — with capacity-building support from the World Bank — will gradually take over responsibility for managing all the fund's operations.

In Cambodia, GCCA support is implemented through the Cambodia Climate Change Alliance (CCCCA), a multidonor sector policy support programme that aims in particular to strengthen the capacity of the National Climate Change Committee to mobilise and effectively administer climate finance, and to prepare for the establishment of a national climate change fund (a priority action under the Second National Strategic Development Plan). The Climate Public Expenditure and Institutional Review conducted with CCCC support concludes that the setting up of a national climate fund is a necessary transitional arrangement until full channelling of climate finance through budget support is possible. It could provide funding for programmes with high climate relevance, and top-up funding for integrating climate-related considerations into other programmes. The CCCC trust fund helps establish a model for accountable and transparent selection of project proposals, develop a scalable grant mechanism for financing climate change initiatives on the ground, and explore the legal framework and design options for the establishment of a nationally owned trust fund. It also offers a mechanism for knowledge sharing and learning about climate change at the national and local levels. Eight projects selected under the CCCC's first call for proposals, which promote climate resilience and adaptation in the fields of agriculture, fisheries, forestry, natural resource management and town planning, have already been completed and will soon be evaluated; 11 more projects selected under a second call for proposals are under way.

In Eastern and Southern Africa, where the GCCA contributes to a programme implemented by the Common Market for Eastern and Southern Africa (COMESA) in partnership with the East African Community (EAC) and the Southern African Development Community (SADC), a COMESA carbon fund was registered in September 2010 in Mauritius to work with designated national authorities to provide financial support (in the form of loans, equity and emissions reduction purchase agreements) for low carbon and carbon abatement projects developed in COMESA, EAC and SADC countries. A regional Catalytic Facility/Challenge Account is also being set up. It will serve as a vehicle for channelling resources to member states for scaling up activities in the field of "climate smart" and conservation agriculture. Through this facility, investments will be made in at least six countries.

In Maldives, the GCCA supports the country in the development and implementation of its climate change strategy and action plan, through a contribution to a multidonor, World Bank-administered Climate Change Trust Fund set up to finance adaptation and low carbon technology initiatives. Three projects have initially been selected for support by a grant. The objective of the programme is to enhance the capacity of the government and other national stakeholders to develop, formulate, implement and mainstream climate change policies and strategies.

Catalysing private and international finance

Leveraging climate-related private investment requires a conducive enabling environment in recipient countries. The GCCA has assisted in catalysing private sector investment through improvements in policy, legal and regulatory frameworks in various ways in **Mauritius**, **Rwanda** and **Seychelles** (box 3-7).

Some GCCA programmes — including **Djibouti**, the **Democratic Republic of**

Congo and **Maldives** — help partner countries pilot and demonstrate replicable and scalable adaptation and mitigation activities that involve the private sector, as illustrated in box 3-8.

The GCCA also provides technical support for enhanced access to the CDM, voluntary carbon markets and the Adaptation Fund, as in the **Central African Republic**, **Chad** and **Djibouti** and through the **Caribbean** and **Eastern and Southern Africa** regional programmes (box 3-9).

Box 3-7 Catalysing private sector investment through improvements in policy, legal and regulatory frameworks

Expected outcomes from GCCA budget support in **Mauritius** included the adoption and enactment of an energy efficiency bill and a new building control bill that comprise requirements for sustainable buildings. These new bills create a clear legal framework for private (as well as public) investment in energy efficiency measures. In the wake of their adoption, an Energy Efficiency Management Office has been set up, and work has begun on a policy and guidelines on sustainable buildings and construction. National targets have been proposed for a Mauritius Green Buildings 2025 strategy, and a rating system for green buildings has been developed and proposed for implementation on a mandatory basis for public buildings and on a voluntary basis for private buildings.

The GCCA has provided budget support in **Rwanda** for the implementation of an ambitious national land registration programme, the Strategic Road Map for Land Reform. This programme supports the establishment of a system that guarantees land tenure security for all Rwandans and gives guidance on land management, including environmental protection aspects. The certificate of title issued at registration is accompanied by land use conditions mandating the application of a number of good practices (e.g. tree planting around farms to reduce soil erosion) which are critical to sustainable land management. Besides these mandatory conditions, security of tenure provides incentives for individual landholders to sustainably manage their land; this in turn can contribute to enhancing adaptive capacity and reducing vulnerability to climate change.

In **Seychelles**, the GCCA programme has focused on the creation of an institutional and legal framework that promotes investment in renewable energies and energy efficiency, facilitates innovation and access to technology transfer in the field of energy, and enables participation in the CDM and other carbon finance mechanisms. The new energy framework is now in place.

Box 3-8 Catalysing private sector investment through demonstration activities

The GCCA programme in Djibouti will support the construction of a pilot bio-climatic building, and the preparation and implementation of a communication and education strategy. It also plans to raise awareness of the benefits associated with energy savings and provide training to targeted groups on available technical options. This initiative is aimed at stimulating public as well as private investment in energy efficiency in the building sector.

In the eastern region of the Democratic Republic of Congo, the development of woodfuel plantations based on an agroforestry model will be encouraged, including with small private land owners and private commercial investors. If these demonstration activities initiated with project support are successful at increasing the supply of woodfuel and local income while reducing pressure on natural and protected forests, they will open access to carbon finance opportunities and encourage further private investment.

In Maldives, programme activities in the context of the Climate Change Trust Fund include exploring the potential and creating a supportive environment for the development of public-private partnerships, with an initial focus on the tourism and energy sectors. In the Clean Energy for Climate Mitigation project, the private sector is targeted through activities aimed at improving energy efficiency; another project will be used to leverage private sector investment in clean energy. In the Wetland Conservation and Coral Reef Monitoring for Adaptation to Climate Change project, tourist resorts are involved in coral reef monitoring field operations, building on the premise that they have an interest in supporting the protection of this resource. And in the Ari Atoll Solid Waste Management pilot project, a public-private partnership involving tourist resorts is being promoted for improved waste management.

Box 3-9 Building capacities for access to carbon markets and other sources of climate finance

One objective of the Caribbean regional programme is to promote improved access to climate finance. This involves support for the establishment and operationalisation of designated national authorities which approve projects and facilitate participation in the CDM, and for development of criteria for screening renewable energy project proposals.

In Chad, the GCCA will support the accreditation of a national implementing entity through which the country will obtain direct access to the Adaptation Fund, and of a designated national authority to act as a focal point for the CDM. Start-up of these entities will be supported through the submission of project proposals to the Adaptation Fund, and the preparation and registration of projects or programmes of activities in the context of the CDM with a focus on renewable energies. To facilitate registration of energy-related projects — and thus give prospective private investors access to the carbon market — the GCCA programme will support the Ministry of Energy and Oil in calculating the emissions factor of the country's power grid as a baseline against which the emissions reduction potential of energy efficiency and renewable energy projects and programmes can be estimated. Support will be given to the development of a renewable energy master plan and the establishment of a favourable regulatory framework and financial incentives (feed-in tariffs) for renewable energies.

One objective of the GCCA programme in Djibouti is to strengthen national capacities to pilot energy efficiency activities and access sources of funding — including the CDM — for renewable energy projects. This will be achieved through institutional support for the designated national authority and the recently created Djibouti Agency for Energy Efficiency for training staff and the definition of a three- or five-year plan for promoting energy efficiency. The programme also includes capacity building for project promoters, designated national authority staff and staff of the Ministry of Energy, Water and Natural Resources related to access to the CDM (and possibly the voluntary carbon market) and other financial instruments available to support development of renewable energies.

In Eastern and Southern Africa, programme activities include research into methodologies, practices and standards related to bio-carbon and agriculture, forestry and land use applications that can help the region's countries enhance their participation in carbon markets and REDD+, as well as the operation of a carbon project preparation facility.

Conclusions and next steps

Building on experience to date, there is scope to strengthen GCCA work in the field of climate finance and development effectiveness through future programming as well as a number of ongoing or about-to-start programmes. In particular, the strengthening of national PFM and budgetary systems for managing climate finance should become a more systematic feature of programmes with a focus on climate change mainstreaming. The GCCA should also continue to develop and share experiences on climate-related budget support (see stories from the field from [Mauritius](#) and [Rwanda](#) at the end of this chapter).

Table 3-3 provides an overview of the outcome of the working group and

plenary discussions from the 2013 GCCA Global Policy Event on the topic “Making Climate Finance Effective: Strengthening National Public Financial Management and Budgetary Systems”. It provides interesting insights to inform the next steps under the GCCA and beyond in the field of climate finance.

Given the present urgent need to achieve global emissions reductions and enhance the resilience of vulnerable countries to the effects of climate change, the ability to mobilise climate finance is increasingly important to accelerating action and achieving lasting results. Improved approaches and mechanisms for effectively deploying climate finance are thus critical for effective climate change responses.

Table 3-3 Key conclusions from the 2013 Global Policy Event on climate finance effectiveness

For climate negotiators	For the international development community	For national governments
<ul style="list-style-type: none"> ■ Clarify and simplify the global climate finance architecture ■ Streamline and simplify accreditation processes for direct access to various funds and mechanisms ■ Finalise arrangements for the Green Climate Fund ■ Address climate-related budget support in the debate on direct access 	<ul style="list-style-type: none"> ■ Simplify access to climate finance (e.g. simplification and harmonisation of modalities and procedures; coordination; joint financing) ■ Support partner countries in identifying and accessing the sources of finance that best meet their needs ■ Deliver climate finance based on aid and development effectiveness principles ■ Promote the transparency and predictability of climate finance ■ Make use of/support readiness for budget support ■ Develop and share experiences on climate-related budget support 	<ul style="list-style-type: none"> ■ Strengthen the enabling environment for mobilising and effectively deploying climate finance (e.g. policy, legal and institutional frameworks; prioritisation; public financial management and monitoring systems; mainstreaming in all the above; roles, mandates and coordination mechanisms) ■ Use economic valuation and analysis to make the case and support decision-making (e.g. for prioritisation and resource allocations) ■ Co-invest with donors in climate-relevant actions in line with national priorities to support ownership, efficiency and long-term sustainability



Title: Global Climate Change Alliance for Mauritius

Priority area: Mainstreaming

Sector: Energy, overall development and poverty reduction

Budget: €3 million, through general budget support

Partners: Maurice Île Durable Commission, Ministry of Environment and Sustainable Development

Time line: October 2010–October 2013



Climate change is exacerbating the inherent environmental vulnerabilities of small island developing states like Mauritius, characterised by limited land area, susceptibility to natural disasters, geographic isolation, limited natural resources and sensitive ecosystems. Climate change directly threatens human well-being and life-supporting systems; it also compounds problems caused by unsustainable practices such as sand mining, and environmental problems resulting from human pressures such as coastal and soil erosion.

GCCA funding was provided alongside ongoing EU general budget support for implementation of the Government of Mauritius's 10-year economic reform programme in the context of the "Maurice Île Durable" initiative, which seeks to make Mauritius a world model of sustainable development, particularly in the context of small island developing states.

The GCCA programme, now completed, specifically focused on mitigating the negative impacts of development on the environment through the introduction of an enabling legal framework, encouraging consistency between the economic reform programme and sustainable development. Existing

support was reinforced and donor coordination strengthened.

Key achievements

- A Climate Change Division has been created in the Ministry of Environment and Sustainable Development. An energy efficiency bill was approved by the Mauritius Cabinet in 2010, and an Energy Efficiency Management Office was set up in 2011.
- Working groups mobilising some 300 participants have been established around key topics contained in the Maurice Île Durable strategy, and have begun providing recommendations.
- The Cabinet has approved a new building control bill that includes a requirement for sustainable building. Work has begun on the policy and guide-

lines for sustainable buildings and construction. National targets have been proposed for Mauritius Green Buildings 2025, as well as for a sustainable buildings rating system.

Lessons learned

On the government side, there is a strong conviction that isolated plans and programmes are not effective and can fail to exploit synergies, especially where different donor agencies and assistance programmes are involved. Donor interventions should support the national sustainable development policy and investment programme, which includes a portfolio of projects and actions. The GCCA programme, through the use of budget support, was in line with these principles. However the limited time frame for establishing conditions governing disbursement of general budget support made the negotiation process challenging.

The way forward

The project is completed. The EU will continue a close dialogue with the government and stakeholders to support ongoing initiatives within the existing framework of development cooperation and to prepare a new GCCA+ programme.

“We need to grasp every opportunity on our route to a low carbon economy.”

**Hon. Devanand Virahsawmy,
Minister of Environment
and Sustainable
Development**

Stories from the field: Rwanda

Title: Sector Budget Support for Environment and Natural Resources in Rwanda

Priority area: Adaptation

Sector: Land management

Budget: €4.555 million (GCCA) implemented through general budget support

Partner: Rwanda Natural Resources Authority

Time line: April 2010–April 2012



Rwanda recently embarked on an ambitious programme of land reform to formally register all land ownership. Its Land Tenure Regularisation programme involved national awareness raising, capacity building and information management, together with a transparent dispute resolution process to clarify complex and contended customary land ownership claims.

By providing security of tenure, land registration gives landholders greater incentives to care for the land on which their rights are firmly protected. The certificate of title issued at registration is accompanied by land use conditions with which landholders are obliged to comply. These conditions are critical particularly in fragile areas such as wetlands and high-relief areas.

Sustainable land management practices can contribute to increasing adaptive capacity and reducing vulnerability to the negative impacts of climate change — which in Rwanda include increased intensity of and erratic rainfall, contributing to an increased incidence of the landslides to which the country is particularly prone.

GCCA support helped reduce the vulnerability of the rural population by providing incentives through the land tenure system to protect its resource base, in particular against the effects of global climate change. Activities conducted with project support included procurement of aerial ortho-photo base maps and distribution to districts; recruitment of a land tenure regularisation support team; implementation of a training programme for all levels; land tenure regularisation field work; and registration and titling in all districts, with full development of district plans and tenure arrangements.

Key achievements to date

As of May 2013, some 10.3 million parcels of land had been registered and mapped, with leases issued for the majority of land parcels.

Lessons learned

The amount of data/information to be managed and stored is considerable, and data must be available at decentralised and centralised levels. The maintenance of such a complex system represents an ongoing financial commitment.

The need to keep all stakeholders informed about the process, its

progress and implications, and beneficiary rights is a challenge. Several actors including NGOs can take an active role in this matter, but the messages to be delivered must be strictly coordinated.

Land tenure regularisation is a cross-cutting issue and as soon as the process is initiated, coordination efforts with other sectors/ministries (agriculture, natural resources, education, justice, etc.) must take place.

The way forward

The GCCA budget support programme has ended. Registration and titling is scheduled to continue until December 2013, with system maintenance to be carried out on an ongoing basis. An impact evaluation study should be undertaken at the end of the programme which will inform future cooperation in the context of the GCCA.

“This land is completely mine now. It is an opportunity to develop it.”

Beneficiary, Musanze District



Mangrove seedling, Jamaica

Promoting synergies between adaptation and mitigation: drawing from sustainable land management

Harnessing sustainable land and forest management

The potential of sustainable land and forest management has long been recognised as contributing to climate change mitigation in a cost-effective manner, but has not been fully exploited so far. In the context of the UNFCCC negotiations, sustainable land and forest management is addressed through what is called land use, land use change and forestry (LULUCF) activities and REDD+ (see box 4-1 for definitions).

However, LULUCF-based approaches entail technical complexity and uncertainty of results, and pose the risk of leakage and reversals. These barriers prevent full exploitation of the

Developing countries show growing interest in participating in LULUCF-related activities, both in the context of REDD+ and more generally in the context of their NAMAs, 60 per cent of which are related to agriculture, forestry or other land use.

potential of LULUCF activities in contributing to climate change mitigation. In particular, afforestation/reforestation projects under the CDM have had mixed results.

Similarly, methodological issues and the lack of visibility and firm commitments with regard to financing are brakes on the full implementation of REDD+. Other important barriers are

Box 4-1 LULUCF and REDD+ defined

LULUCF is defined by the UNFCCC as “a greenhouse gas inventory sector that covers emissions and removals of greenhouse gases resulting from direct human-induced land use, land-use change and forestry activities”. It is one of the sectors that must be included in the carbon pools reported upon by all parties in their greenhouse gas inventories, and accounted for by Annex I parties under the Kyoto Protocol. The CDM, one of the “flexibility mechanisms” of the Kyoto Protocol, allows for implementation of LULUCF project activities, limited to afforestation and reforestation, in developing countries. The certified emissions reductions generated from such projects can be used to meet a (small) share of Annex I countries’ emissions reduction targets.

REDD+ is based on the concept that developed countries provide financial support to developing ones which demonstrate reduced emissions from deforestation and forest degradation, as measured against a predefined reference level. In 2007, the Bali Action Plan extended the scope of RED (reducing emissions from deforestation) to include forest degradation (hence the second “d” in “REDD”) and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries (hence the “plus” in “REDD+”). It also recognised the need to integrate the initiative into the post-2012 climate regime, and adopted provisions for stimulating action on REDD+.

data uncertainty; the unrelenting pressure exercised by drivers of deforestation and forest degradation; and the poor institutional frameworks with regard to issues such as forest governance, land use planning, land tenure security and natural resource use rights.

In recent years, political momentum to address emissions from agriculture and recognition of the sector's relevance for adaptation and resilience have increased. Because global food production needs to grow by an estimated 60 per cent by 2050, greenhouse gas emissions from the sector must be stabilised to achieve emission targets, and forest clearing to accommodate cropland and pasture expansion must be controlled. How these new (and existing) agricultural lands are managed will have major local and global environmental consequences. At the same time, climate change is expected to depress agricultural yields, emphasising the need for adaptation in this sector.

In practice, most LULUCF-related activities have the potential to generate non-carbon benefits, including development and adaptation benefits. The land use sector including agriculture and forestry offers significant opportunities to exploit synergies

between adaptation and mitigation, as illustrated in box 4-2.

Similarly, according to the Cancún Agreements, REDD-related activities should be aligned with national development priorities, sustainable development and poverty reduction needs; be consistent with adaptation needs; and promote the sustainable management of forests.

Mandatory social and environmental safeguards should be implemented to maximise REDD+ benefits and reduce the risk of unintended and adverse impacts. These safeguards include transparent and effective national forest governance structures, taking into account national legislation and sovereignty; respect for the knowledge and rights of indigenous peoples and members of local communities; full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities; and consistency with the conservation of natural forests and biological diversity.

In addition, the non-carbon benefits potentially associated with REDD+ implementation include:

Box 4-2 Examples of adaptation-mitigation synergies in the land use sector

- Forest conservation and sustainable forest management may simultaneously contribute to carbon sequestration and reduced greenhouse gas emissions, and preserve or restore important ecosystem services while supporting forest-related livelihoods. Forest-related ecosystem services include provisioning services (timber, fibre, energy and food products), water flow regulation (including watershed protection and flood risk mitigation), protection against soil erosion and nutrient leaching, biodiversity conservation, temperature regulation, and coastal protection against storms and erosion (in the case of mangrove forests). All of these can play an important role in mitigating climate-related disaster risks and enhancing resilience to the effects of climate change.
- Some agricultural methods, such as reduced tillage and permanent soil cover, enhance carbon sequestration in soils while supporting soil moisture retention, thereby increasing resilience to dry spells. They also offer effective protection against soil erosion, which is aggravated by the increasingly frequent heavy precipitation events that characterise climate change in many parts of the world. Agroforestry techniques also support the densification of carbon stocks in agricultural landscapes while enhancing the productivity and resilience of farming systems.

■ **Ecosystem-related benefits**, in the form of increased resilience of forest ecosystems and continued or enhanced provision of ecosystem services — which in turn can generate benefits in terms of food, energy and water security, adaptation and disaster risk reduction.

■ **Socioeconomic benefits**, in the form of new and improved forest-based livelihood options for forest-dependent people, employment and opportunities for participatory forest management (hence benefits in terms of human rights, poverty reduction and economic development).

■ **Institutional benefits**, notably in the form of improved forest governance, more sustainable land use policies and practices (which can generate benefits across the entire economy), clarification of land tenure rights (which can support both more sustainable practices and investment), and improved capacities to manage information systems and monitor performance.

These non-carbon benefits could in themselves, if appropriately captured and shared, constitute incentives for developing countries to implement REDD-related reforms, and partially offset the costs associated with REDD+ implementation.

Such implementation will have to be encouraged by providing adequate technical support, and the GCCA provides some insights in this regard.

A number of GCCA-funded programmes contribute specifically to sustainable land management in its broadest sense. GCCA funding is also provided for projects that support the initial preparations for engagement in the REDD+ process and the implementation of REDD+ strategies. Some projects and programmes also address forestry and land management among a wider range of activities.

GCCA experiences illustrate the benefits that can accrue, the challenges that have been

The co-existence of adaptation, mitigation and development benefits should provide incentives for developing countries to increase participation in mitigation efforts through sustainable land and forest management activities.

addressed, support provided to lower the barriers, and success factors supported in the context of sustainable land management with a focus on maximising synergies between adaptation and mitigation.

Fostering adaptation-mitigation synergies and development co-benefits

Land use and forest-related activities offer significant opportunities to generate non-carbon benefits and to combine adaptation and mitigation. The existence of adaptation and development benefits constitutes an incentive to engage in mitigation activities. GCCA-supported programmes frequently foster synergies between adaptation and mitigation. In some cases, this results from a deliberate intent to combine both aspects of the response to climate change. In other cases, the focus is on adaptation, and mitigation benefits represent a positive additional effect.

The examples presented in box 4-3 show how some GCCA initiatives are addressing challenges and barriers to adaptation-mitigation synergies through protecting and restoring natural ecosystems as in **Guyana** and **Jamaica**; promoting sustainable agricultural practices as in **Ethiopia** and **Eastern and Southern Africa**; and enhancing livelihood opportunities and benefits to local communities as in **Benin**, the **Democratic Republic of Congo**, **Nepal** and **Tanzania**.

Box 4-3 Addressing challenges and barriers to adaptation-mitigation synergies

The GCCA programme in Benin promotes the conservation and sustainable use of gallery forests through the establishment of a network of community-based conservation areas, as well as of sustainable local forest management institutions and implementation of sustainable use models for forest resources. These are expected to curb deforestation and forest degradation, while reducing the risk of flooding in downstream areas and developing sustainable livelihoods for local forest-based or forest margin communities. Livelihood diversification (into areas such as sustainable production of non-timber forest products and medicinal plants, and eco-tourism) should enhance local communities' adaptive capacity, and create incentives to adopt sustainable forest and land management practices with mitigation benefits.

In the Democratic Republic of Congo, institutional and capacity-building activities will focus on implementation of measures that realise synergies between adaptation and mitigation in the forest sector. These synergies will be tested in the eastern part of the country, where support will be provided for the development and management of agroforestry plantations, as well as the restoration and more sustainable management of degraded natural forests. These approaches are expected to increase the supply of woodfuel under sustainable conditions, and to provide new livelihood and income opportunities for local populations — thus reducing vulnerability and enhancing adaptive capacity while reducing incentives to generate cash income from unsustainable charcoal production. Ultimately, the initiative should increase net carbon stocks.

The GCCA-supported programme in Eastern and Southern Africa promotes investment in agricultural techniques and sustainable land use practices that are simultaneously climate resilient and carbon efficient. Supported activities include the promotion and piloting of “climate-smart” agriculture, conservation agriculture and other sustainable land use practices.

The GCCA supports field testing of climate change adaptation measures in the context of Ethiopia's Sustainable Land Management programme. While the focus is primarily on adaptation, measures that support mitigation objectives will also be promoted. Projects are likely to include watershed rehabilitation, afforestation and reforestation; tree management for sustainable fuelwood production; implementation of conservation agriculture practices, which support increased carbon storage in agricultural soils as well as increased resilience to climate variation; and integration of grasslands and pasture management into an agricultural technology package that combines carbon sequestration with improved livestock productivity.

Guyana, like many other countries in the Caribbean, is vulnerable to increased coastal erosion due to climate change. The GCCA-supported national initiative to protect and restore mangrove forests is an interesting way of contributing to carbon sequestration through reforestation and forest preservation, while supporting adaptation to climate change through strengthening of natural sea defences and support for coastal zone biodiversity.

The GCCA programme in Jamaica aims to increase resilience and reduce the risks associated with natural hazards in vulnerable areas through the rehabilitation (replanting) and improved management of selected watersheds to reduce downstream run-off and associated pollution and health risks, as well as the restoration and protection of coastal ecosystems (including mangroves, sand dunes and seagrass beds) to enhance natural buffers. While the focus is on adaptation, programme activities also support an increase in the carbon sequestration potential of land and coastal ecosystems.

The focus of the eco-village approach in Tanzania to sustainable resource management is on enhancing the adaptive capacity of vulnerable communities. In practice, many of the supported activities also contribute to climate change mitigation, through more sustainable management of forests, afforestation, reforestation and agroforestry development; the use of agricultural techniques that enhance carbon sequestration in soils; the promotion of more efficient woodfuel stoves; and the development of alternative sources of energy in rural areas.

There are a number of GCCA programmes that promote sustainable forest and land management, integrate sustainable development principles or the implementation of REDD+ safeguards:

- GCCA programmes in **Benin**, **Burkina Faso**, the **Democratic Republic of Congo**, **Guyana** and **Papua New Guinea** explicitly promote natural forest conservation and sustainable forest management — two important REDD-related safeguards.
- Programmes that support ecosystem restoration, such as those in **Guyana** and **Jamaica**, promote the conservation of biodiversity and thereby support the objectives of the UN Convention on Biological Diversity.
- Full and effective participation of relevant stakeholders, including indigenous peoples and local communities, is a recurrent feature of GCCA programmes, such as those in **Guyana**, **Jamaica** and **Tanzania** (box 4-4).

Box 4-4 Fostering stakeholder engagement, including indigenous peoples and local communities

In Guyana, the National Mangrove Management Action Plan places a strong emphasis on public awareness and community involvement. The participation of communities living close to mangrove fields is indeed important in terms of both protection and mangrove monitoring. Mangrove producers are local community members who are paid to cultivate mangrove seedlings on their land; they have already produced 420 000 black mangrove seedlings and contributed to their planting. A mangrove reserve women's producers group has also been established to promote alternative livelihoods, based in particular on the sale of non-timber forest products, honey from bee-keeping and other mangrove products. All this gives local communities a stake in programme implementation.

Local communities in Jamaica are fully engaged in sustaining the rehabilitation of watersheds through slope stabilisation measures such as reforestation of degraded hillsides. This is accomplished by establishing or — where they exist — strengthening local forest management committees. Under the programme's coastal ecosystem restoration and protection component, grants will soon be provided to alternative livelihoods projects; this will also give the local population a direct stake in programme implementation.

Respect for the knowledge and rights of indigenous peoples and members of local communities is a feature of the GCCA programme in Papua New Guinea, where an assessment of indigenous knowledge and use of the forest land is planned.

In Tanzania's eco-village projects, community participation (with a focus on women) at all stages of the project cycle, trust building at various levels, and a focus on education and awareness are seen as critical success factors. A highly participatory approach is needed to identify both the activities that best suit local needs and the best approach to implementing them. Eco-village projects were consequently designed through a bottom-up and participatory approach, based on a detailed vulnerability assessment — and local stakeholders continue to be closely associated throughout project implementation. Demonstrating win-win or no-regret actions with clear benefits as early as possible has been shown to help establish good relations with targeted communities.

Rural communities in Timor-Leste will be supported in assessing the best climate-adapted options at the local level, drafting local soil and water conservation plans and integrating them into existing planning processes. This effort will rely on participatory, socially inclusive processes for assessing climate change effects on communities. Specific attention will be paid to the inclusion of conflict mitigation measures.

Strengthening the enabling environment and capacities for sustainable land and forest management

Institutional and capacity development for land use-related mitigation and adaptation and REDD+ involves promoting an enabling environment addressing policy and regulatory frameworks, institutional aspects such as

coordination mechanisms, and a wide range of organisational and individual capacities in targeted areas such as forest governance, land use planning and management, land tenure security, and natural resource management and use rights. Boxes 4-5 and 4-6 illustrate GCCA approaches and experience in this regard.

Support for the replication and scaling up of mitigation and adaptation measures

Box 4-5 Strengthening sustainable land management frameworks and land tenure systems

The GCCA programme in the Eastern Caribbean aims to improve the region's natural resource base resilience to the impacts of climate change through support for more effective and sustainable land management frameworks and practices. Institutional and capacity-building work will be complemented by implementation of pilot projects in areas such as coastal protection, ecosystem restoration and rehabilitation, soil conservation, reforestation, flood mitigation, land and river bank stabilisation, and water conservation. The GCCA programme will help establish or reinforce the regional and national land management systems by providing appropriate climate change-oriented institutional and regulatory frameworks. These frameworks are expected to cover aspects such as regulations to protect and/or restore ecological buffers, regulations to phase out development in high-hazard areas, strict building codes and the establishment of coastal construction baselines.

In Eastern and Southern Africa, institutional capacity development is 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 activities; and also to promote increased participation in carbon trading. Two existing organisations are being strengthened to serve as regional knowledge centres on conservation agriculture. A research programme on methodologies, practices and standards related to bio-carbon, AFOLU applications and other mitigation measures will also be initiated.

The GCCA has contributed in Rwanda to the establishment of a land tenure system that guarantees tenure security for all Rwandans and gives guidance to the necessary land reforms with a view to good management and rational use of national land resources. By providing security of tenure, land registration gives landholders greater incentive to care for the land. To reinforce this, the certificate of title issued at registration is accompanied by land use conditions that mandate the application of a number of agricultural good practices (e.g. tree planting around farms to reduce soil erosion) that are critical to sustainable land management, particularly in fragile areas such as wetlands and high-relief areas. GCCA support also contributed to the establishment of the central, provincial- and district-level land administration institutional architecture.

In Tanzania's Pemba Island eco-village project, the transfer of land ownership from government to communities under secure tenure arrangements is supported by the GCCA, as this is seen as a prerequisite for the development of agroforestry and community-based afforestation and reforestation projects. Following a survey of target village areas by the Zanzibar government's Department of Lands and Surveys, the transfer of title deeds to community ownership is in preparation, with the aim of protecting community lands used for environmental conservation and restoration purposes. Without such incentives, investment in these sustainable land use practices would be too risky.

Box 4-6 Strengthening capacities at the organisational and individual levels

The GCCA programme contributes to capacity building in the Democratic Republic of Congo in support of climate change mainstreaming into the forest and environment sectors. The focus of capacity building is on enhancing skills required for ecosystem-based adaptation, carbon stock measurement and monitoring, synergies between adaptation and mitigation in the forest sector, and climate-related policy-making. Training programmes will be adapted for various target groups including civil servants, policy-makers, the media and civil society. In this regard, the University of Kisangani is being strengthened in its role as a training centre and centre of competence in charge of supporting the generational transition within the forest and environment administration.

In preparation for the field testing of climate change-related activities under Ethiopia's Sustainable Land Management programme, training has been delivered to 200 government development agents and 430 farmers on climate-smart and energy-saving technologies that can help in adaptation to climate change, reduce deforestation and forest degradation, and improve livelihoods.

Capacity building in relation to the implementation of a continuous, multi-purpose forest inventory is a key component of the GCCA programme in Papua New Guinea. The aim is to provide both current and future staff of the country's Forest Authority and of the University of Technology with the technical capability to carry out and periodically update the inventory. Planned activities include the design and delivery of field and technical training, the development of training modules for university students, the development of field procedures for conducting the inventory, and the provision of internships and scholarships for students. NGOs involved in sustainable forest management and forest industry staff will also be associated with the training programme.

The GCCA programme in Sierra Leone aims to help develop the institutional, technical and social capacities necessary for sound forest governance — more specifically, to strengthen the Forestry Division to prepare the country for REDD+ mechanisms and promote low carbon initiatives. Technical assistance will be provided; a staff training needs assessment undertaken; and training, seminars and workshops delivered to discuss policy options on the management of forest resources and REDD+.

successfully tested in the context of demonstration projects is another way of addressing barriers to the realisation of the adaptation and mitigation potential of sustainable land management. For demonstration projects to inform the wide-scale adoption of successfully tested approaches and techniques, best practices and lessons learned need to be disseminated and enabling conditions for scaling up need

to be established — e.g. by developing or reviewing strategies; establishing the adequate policy, regulatory and institutional framework; and allocating requisite financial and human resources.

Box 4-7 summarises two cases in which GCCA programmes that promote adaptation-mitigation synergies include explicit activities to promote replication, scaling up and the translation of results into policy.

Box 4-7 Supporting replication and scaling up

In the Lao People's Democratic Republic (PDR), village-level demonstration activities aimed at increasing the adaptive capacity of local communities, farming systems and livelihoods will be undertaken. Lessons learned from these activities will be assessed, documented and reported. The experience gained will be shared broadly with all development partners, notably through the subsector Working Group on Environment. The aim is to place climate change-related issues higher on the Government of Lao PDR's agenda, and to identify practical responses to climate variability and change in uplands rural development. Recommendations will be made at the national level and will feed into policy dialogue.

Results from the eco-village projects in Tanzania are to be integrated into policy-making. The knowledge transfer from the eco-village experience to a wider group of stakeholders at local, regional and national levels must be actively managed — for example, through links with development planning processes, through participation of technical staff from relevant central government bodies in project advisory boards, or through the use of local farmers involved in pilot activities as trainers for other farmers (as well as students). Activities aimed at sharing results and disseminating innovation are an integral part of all eco-village projects. They include support for visits by national policy-makers and neighbouring village representatives; documentation of project achievements on a website; promotion and dissemination via national television, radio, newspapers and leaflets; development of guidelines and best practices for scaling up; organisation of national workshops; and support for the delivery of training by early adopters of new, successful technologies.



Promoting “climate-smart” actions in the Bahra watershed, Ethiopia

Sustaining the effort through country systems, mainstreaming and institutional strengthening

In line with aid effectiveness principles, the GCCA promotes the use of national systems, institutions and procedures for delivering climate-related support. It therefore aligns its

programmes with national priorities, strategies and management structures (box 4-8) to foster national ownership and leadership and reinforce existing institutional structures and mechanisms; it supports climate change mainstreaming in the land use and forest sectors (box 4-9); and — where the required conditions are in place — it makes use of budget support (box 4-10).

Box 4-8 Aligning with national priorities, strategies and institutional structures

The GCCA programme in Burkina Faso contributes to implementation of the wider National Rural Sector Plan. It will make full use of the national coordination and steering mechanisms set up in this context, under the leadership of the Ministry of Environment and Sustainable Development.

The GCCA programme in Ethiopia supports the field testing of climate change adaptation measures in the context of the national Sustainable Land Management programme, in line with the climate change adaptation programme and the wider Climate Resilient Green Economy strategy. It thus builds on existing initiatives of Ethiopian authorities and is fully aligned with national priorities.

In Jamaica, GCCA programme management and implementation is entirely in the hands of national actors. Watershed replanting is being implemented using the existing structures and procedures of the Forestry Department, while the programme component related to enhancing the resilience of coastal ecosystems is the responsibility of the National Environment and Planning Agency.

The GCCA has contributed to the implementation of the Strategic Road Map for Land Tenure Reform in Rwanda through a budget support programme fully aligned with government priorities.

Box 4-9 Mainstreaming adaptation and mitigation in the land use and forest sectors

The GCCA programme in the Lao People's Democratic Republic (PDR) promotes sustainable, climate-friendly and climate-resilient forms of agriculture and agroforestry, and more generally sustainable natural resource management and improved land management. Climate change mainstreaming efforts focus at the subnational level: support will be provided for “climate-proofing” provincial, district and village land use planning processes and strategies.

In Nepal, GCCA support aims to build the capacity of authorities at various levels to develop, cost, budget and implement evidence-based policies and measures aimed at mainstreaming climate change into key development sectors, including agriculture and forestry, at the local, regional and national levels. Support is provided for the mainstreaming of prioritised adaptation activities through local adaptation plans of action. Seventy such plans have been prepared across 14 districts. They have prioritised actions to undertake in five main areas, including one that encompasses agriculture, food security, livelihoods, forestry and biodiversity.

The GCCA will help communities in Timor-Leste faced with adverse impacts from climate variability and change to draft local soil and water conservation plans, in coherence with watershed management principles. These plans will then be integrated into subdistrict and district development plans to ensure the actual implementation of proposed measures. This complements mainstreaming activities undertaken at the national level, notably the updating of national policies and plans with regard to vulnerability areas and adoption of best practices for climate resilience.

Box 4-10 GCCA budget support in the land use and forest sectors

The GCCA provides sector budget support in Bhutan for the mainstreaming of climate change readiness into the country's renewable natural resource sector, which encompasses rural development, agriculture, food security and the preservation of natural resources. This will lead in particular to the implementation of concrete adaptation measures in the agricultural sector — such as the development of infrastructure to save, store and reuse rain and groundwater, and the introduction of sustainable land management practices. Measures to reduce the sector's contribution to greenhouse gas emissions will also be promoted.

Through sector budget support, the GCCA is helping Guyana implement a national programme, the National Mangrove Management Action Plan — which is itself aligned with the new Low Carbon Development Strategy, the National Biodiversity Action Plan, and the Sea and River Defence Policy. The programme is being implemented by the National Agricultural Research and Extension Institute.

In Lesotho, GCCA general budget support facilitates the preparation of a national climate change adaptation and mitigation strategy that is expected to encompass, amongst others, sustainable agricultural practices (e.g. improved soil and nutrient management, water harvesting and retention, water use efficiency) and the management of eroded lands and wetlands.



Gallery forest in the Democratic Republic of Congo

Conclusions and next steps

Sustainable land management not only provides opportunities for mitigation but can also support adaptation and, critically, generate livelihood opportunities as well as biodiversity benefits.

Sustainable land management needs to be viewed in a broad context, as land can be a sensitive and political issue, and there are multiple external drivers of land degradation. GCCA experience illustrates the advantage of holistic approaches that address adaptation, mitigation and development in an integrated manner, and aim to be fully aligned with national development policies, strategies, plans and programmes (see stories from the field from [Jamaica](#) and [Tanzania](#) at the end of this chapter).

Developing countries, where a significant potential for land-based mitigation and adaptation exists, show growing interest in

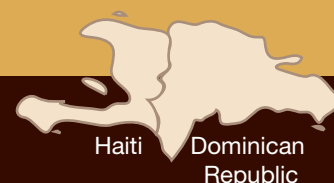
participation in land use and forestry-related activities, and in obtaining support to enable such participation. The need for capacity development is often cited as a major issue for developing countries, and it is particularly acute in the land and forest sectors, where climate-related actions involve the use of complex methodologies and require the establishment of sophisticated data collection and management systems. For these reasons, institutional and capacity strengthening will remain at the core of GCCA programmes in the land use and forest sectors.

Table 4-1 outlines the outcomes from the discussions at the 2013 GCCA Global Policy Event. The working groups on the theme “From Forests to Sustainable Land Management: Creating Synergies between Adaptation and Mitigation” made a series of recommendations for the attention of climate negotiators, the international development community and national governments.

Table 4-1 Key conclusions from the 2013 Global Policy Event on adaptation and mitigation synergies in the context of sustainable land and forest management

For climate negotiators	For the international development community	For national governments
<ul style="list-style-type: none"> ■ Promote a long-term perspective that embeds sustainability in sustainable land management and REDD+ mechanisms (e.g. non-carbon benefits) ■ Break the divide between adaptation- and mitigation-related processes under the Convention ■ Promote alignment between various international processes and funding streams under climate change and other multilateral environmental agreements ■ Balance the need for harmonised accounting/reporting with consideration of national specificities 	<ul style="list-style-type: none"> ■ Promote political and local buy-in for sustainable land management (e.g. through evidence sharing and by creating incentives) ■ Support capacity building in various areas (e.g. data collection and management, land and forest governance, integrated land use planning), with a focus on achieving and demonstrating synergies ■ Promote and support integrated approaches to sustainable land management (e.g. ecosystem approaches, livelihood approaches, landscape approaches and integrated coastal zone management) 	<ul style="list-style-type: none"> ■ Strengthen the policy, institutional and legal framework for sustainable land management (e.g. on aspects such as land tenure, land law enforcement, governance, land use planning) ■ Set up cross-sectoral, multi-stakeholder platforms to support sustainable land management ■ Take a long-term perspective aligning sustainable land and forest management strategies with country development strategies and livelihood strategies and priorities ■ Ensure fair benefit sharing of REDD+ results-based payments among the state, local actors and the private sector

Jamaica



Haiti

Dominican Republic

Title: Climate Change Adaptation and Disaster Risk Reduction in Jamaica

Priority areas: Adaptation, disaster risk reduction, REDD

Sectors: Coastal zone management, forests, natural resources

Budget: €4.48 million (GCCA: €4.13 million, Government of Jamaica and United Nations Environment Programme: €0.35 million) implemented through a project

Partners: Planning Institute of Jamaica, National Environment and Planning Agency, Forestry Department, Ministry of Water, Land, Environment and Climate Change, United Nations Environment Programme

Time line: November 2010—December 2013

Like many small island developing states, Jamaica is highly vulnerable to the impact of climate change. The island is subject to the threat of tropical weather systems and faces direct threats from climate change because of its geographical location. Studies in 2012 conducted by the Climate Studies Group of the University of the West Indies, using models downscaled from global and regional climate models, point to the increasing variability in climate parameters, as well as projected changes in temperature and precipitation. Other studies predict a doubling of the frequency of Category 4 and 5 storms by the end of the 21st century, despite a decrease in the overall frequency of tropical cyclones. Coastal and upland communities whose livelihoods are climate sensitive are physically and economically vulnerable to climate risks.

The objective of the GCCA support to Jamaica is to increase resilience and reduce risks associated with natural hazards in vulnerable areas through the implementation of adaptive measures to climate change, contributing to sustainable development.

This support involves rehabilitation and improved management

of selected watersheds to reduce downstream run-off and associated pollution and health risks. It also entails restoration and protection of coastal ecosystems to enhance natural buffers and increase resilience. A component of the programme integrates climate change mitigation and adaptation into relevant national policies and plans, enhances institutional capacity and facilitates awareness building amongst Jamaica's population to better adapt to climate change.

Key achievements to date

- Reforestation of selected water management units is well under way. Almost 90 per cent of the upwardly revised target of 400 hectares have been replanted. Four local forest management committees have been established and are participating in alternative livelihood programmes. Some 110 000 hectares of forest crown lands have been assessed, and a geo-referenced database is being developed.
- A partnership has been established with the United States Fire Service. Draft forest fire management plans have been developed and circulated to stakeholders for review and feedback.

- To monitor forest resources in a systematic manner and track changes caused by climate variation, 21 permanent sample plots have been established. Agroforestry and sustainable livelihood activities have started, and four demonstration plots have been established; farmers have been trained in good agronomic practices.
- Reconnaissance work has been completed for all the marine protected areas targeted by the project. Thirty data loggers for measuring sea surface temperature have been installed. Data are collected at regular intervals and passed on to the experts in charge of developing the coastal ecosystem monitoring database.
- Technical assessment work for re-establishing sand dunes and replanting mangroves in degraded coastal areas has been completed and approved by the Board of the National Environment and Planning Agency. Approximately 5 hectares of mangroves have been replanted in Portland Bight. The refurbishing of the coastal plant nursery is close to completion. This work will enable the National Environment and Planning Agency to deliver coastal



Climate change actions in the Portland Bight Protected Area, Jamaica

plants and services for ecosystem rehabilitation work.

- Eight grants have been awarded to support alternative livelihood projects mainly involving eco-tourism and beekeeping. A climate change awareness campaign has been rolled out in 8 parishes and across 14 schools.
- A spatial data-sharing mechanism has been developed and is operational. It is available to planners, the agricultural sector, legal firms and insurance companies, the tourism sector, engineering and construction companies, and development agencies.

- A policy and institutional review is under way. Regional consultation workshops have been undertaken, and good progress is being achieved towards the completion of a Climate Change Policy Framework and Action Plan.

Lessons learned

Engaging partners and community groups from the onset is important for buy-in. In a project implemented by multiple agencies, it helps to conduct preparatory training and to designate focal points in each agency involved. Project procedures and systems should be formalised and standardised. Project duration should include a provision for inception

and procurement procedures, which tend to be lengthy.

Specialised firms should be used to implement activities in areas such as communication and awareness raising, so that technical agencies are left to focus on their own areas of competence.

The way forward

The procurement of additional project personnel as well as other resources has started to support outstanding activities. The eight-month time extension granted to this programme will be used to monitor and document the good practices emerging from some of the ongoing pilot activities.

“It is knowledge, having accurate and relevant information, that will help us address the enormous challenges of climate change. I firmly believe that stakeholder participation is an integral part of good governance. Informed citizens can have a tremendous influence on the decision-making process and can support the dialogue for national development.”

**Hon. Robert Pickersgill,
Minister of Water, Land, Environment and Climate Change**

Stories from the field: Tanzania



Title: Global Climate Change Alliance in Tanzania: Integrated Approaches for Climate Change Adaptation

Priority areas: Adaptation, REDD (Phase I); mainstreaming, adaptation (Phase II)

Sectors: Agriculture, food security, coastal zone management, land management, forests, natural resources, overall development and poverty reduction

Budget: Phase I: €2.2 million (GCCA) implemented through a project approach (call for proposals); Phase II: €8 million (GCCA) implemented through a project approach (partially decentralised management including call for proposals)

Partners: Division of Environment of the Vice-President's Office, Ministry of Finance, Community Forests Pemba, Institute of Rural Development Planning, Sokoine University of Agriculture

Time line: January 2010–December 2013 (Phase I; est.); 2014–2019 (Phase II; est.)

The Tanzanian NAPA identified agriculture, rangelands, water and forestry as some of the country's most climate change-affected sectors. Indeed, yields of major crops such as maize and rice have declined and groundwater levels dropped due to rainfall pattern variability and soil erosion/degradation. Tanzania's deforestation rates are increasing due to overgrazing, wildfires, clearing for agriculture, charcoal production and over-exploitation of wood resources for commercial purposes.

The situation is having a direct effect on the most vulnerable populations — which for the most part live in the rural, remote, drought- and flood-prone and food-insecure areas of the country. Women

in particular, who are among the poorest and suffer from an inequitable distribution of resources, bear a great deal of the burden of climate change. The response to these negative effects must be holistic, integrated, multidisciplinary and community based.

Accordingly, the objective of GCCA support is to increase the capacity of the most vulnerable Tanzanian communities to adapt to the adverse effects of climate change and contribute to poverty reduction in rural areas through sustainable use of natural resources. This will be achieved by supporting "eco-villages" in different agro-ecological zones where innovative adaptation measures can be tested in the field of agriculture, rangeland management, water management, sanitation and biomass energy. Biomass energy issues will be addressed through sustainable natural resource management practices such as participatory forest management.

Under Phase II, the programme will focus on food security, gender equality and good governance. Institutional capability to assess, plan and implement climate change strategies (e.g. through land use and sector plans at the local level) will be enhanced, and knowledge and exchange of experience and

lessons learned with policy-makers and the public improved (e.g. through vulnerability and impact assessments and in schools).

Key achievements to date

Three projects were selected from a call for proposals, one in each of three types of ecosystem deemed particularly vulnerable to climate change: coastal zones and islands, drylands and highlands.

- The first project is being implemented on Pemba Island by the local NGO Community Forests Pemba, in collaboration with Zanzibar government authorities. Activities include the transfer of land ownership from government to communities under secure tenure arrangements, development of agroforestry and community-based afforestation and reforestation, and implementation of kitchen gardens and resilient agricultural systems.
- The second project is being implemented in Chololo village by the Institute of Rural Development Planning in partnership with local government authorities and other organisations. Main activities include awareness raising and improved natural resource management at the community level, and the

“...each innovation created an entire industry; it allowed Pembrans to become more resilient and diversify how they make their living.”

Jeff Schnuur,
Executive Director of
Community Forests
International

promotion of “climate-smart” agricultural innovations.

- The third project is located in the Uluguru Mountains, and implemented by the Sokoine University of Agriculture. Main activities include promotion and development of sustainable, climate-resilient agricultural practices supporting higher incomes; enhancement of water use efficiency in agricultural production; and promotion of reforestation and fuel-efficient stoves.

All projects encourage the sustainable use of natural resources at the community level. Through this approach, it is expected that holistic, innovative and integrated methods can be tested, adopted and shared in different areas of Tanzania affected by climate change. Local communities — especially women — will

be empowered and more able to cope with the worst consequences of climate change. Results are expected to be integrated into policy-making, in line with the ongoing decentralisation process.

Lessons learned

Local government capacity to effectively manage climate change planning and implementation must be addressed, and this capacity sustained in the longer term. Key success factors are community participation — with a focus on women — at all stages of the project cycle, trust building at various levels, and a focus on education and awareness. Demonstrating the technical and economic feasibility of proposed measures and activities is essential.

Knowledge transfer from the eco-village experience to a wider

group of stakeholders at local, regional and national levels must be actively managed.

Where activities are dependent upon growing seasons and community consultation processes, sufficient time must be allocated to deliver results. Projects need to work with long-term objectives in mind and to foster a transition to new ways of doing things.

The way forward

The current eco-village projects will continue until the end of 2013. Building on the lessons learned from its first GCCA programme, a second GCCA Tanzania initiative is about to be launched to scale up the eco-village approach through additional projects, institutional strengthening, and knowledge creation and dissemination across Tanzania.



Construction of biogas digester, Chololo eco-village project



Crop suffering from drought, Burkina Faso

Strengthening monitoring and reporting for adaptation and mitigation

From measuring greenhouse gases to monitoring adaptation

Monitoring, reporting and verification (MRV) activities encompass both national and international action on mitigation and financial, technological and capacity-building support provided to developing countries to meet their reporting obligations, implement mitigation actions and adapt to climate change (box 5-1).

MRV supports transparency and accountability and provides information for decision-making — in particular, for the selection, design, prioritisation, review and evaluation of mitigation and adaptation activities; for the efficient allocation of domestic and external

resources; and for the assessment of the effectiveness of specific actions and of the overall effectiveness of the Convention.

All parties to the UNFCCC develop and periodically update national inventories of greenhouse gas emissions by source and removals by sinks and report to the Conference of the Parties through national communications and soon biennial (update) reports. Different principles, guidelines, methodologies and requirements prevail or are being developed for various types of mitigation actions and countries. For example, negotiations are ongoing on the MRV of NAMAs and on MRV arrangements for the results of REDD+ activities, while developing countries are acquiring related skills in the context of the CDM.

Box 5-1 What is monitoring, reporting and verification?

Monitoring refers to the tracking both of greenhouse gas emissions, emissions reductions and removals by sinks; and of the support provided to developing countries for these activities. By extension, it can also apply to the tracking of adaptation activities, the impacts of adaptation and mitigation actions, etc. Monitoring involves both quantitative indicators (measurement) and qualitative aspects (e.g. the generation of co-benefits).

Reporting refers to parties to the UNFCCC fulfilling their commitment to communicate on progress made in achieving various objectives, meeting obligations and implementing activities. To be reliable, reporting must be based on robust monitoring systems. Standardisation allows for comparisons over time and across countries, and enables the consolidation of data.

Verification refers to the procedures set up to verify that the reported information is prepared in accordance with agreed methodologies to ensure data accuracy, consistency and reliability. Verification activities can be implemented at the national level as part of a quality assurance/quality control plan and can take the form of peer review; alternatively, these might be conducted at the international level by independent experts, such as the Expert Review Team in the context of the UNFCCC.

On the adaptation side, there is currently no harmonised framework for the MRV of activities undertaken. Reporting on adaptation activities implemented by developing countries (e.g. progress made, achievements, lessons learned and challenges) takes place primarily through national communications. The monitoring and evaluation of adaptation actions is particularly important for developing countries. This is because it is through such actions that countries can identify effective, efficient measures and thus allocate scarce resources to those actions that are most likely to increase resilience to climate risks so as to best support countries' short- and long-term development objectives.

In addition, developing countries have their own MRV needs in the context of national development processes and planning.

MRV is admittedly an ambitious undertaking for any country. In general, actions related to

the development of climate-related monitoring systems should be prioritised by taking into account other actions and opportunities linked to strengthening national development monitoring systems.

Financial, technical and capacity-building support for MRV is essential for developing countries and is therefore a frequent aspect of the work of the GCCA.

Addressing national development objectives and priorities

The majority of GCCA-funded projects contribute to the development and strengthening of climate-related monitoring and reporting systems; examples of GCCA support for national systems are presented in box 5-2; box 5-3 describes similar work undertaken in support of specific sectors.

Box 5-2 Supporting national climate monitoring systems

The GCCA-supported project in Cambodia aims to strengthen the capacity of the National Climate Change Committee to monitor implementation of the national climate change strategy, policy and plans. Development of a national monitoring and evaluation framework for climate change is under way.

Support will be provided to the Chad Ministry of Environment and Fisheries to develop a monitoring system for the NAPA. This includes (re)formulation of objectives, identification of indicators and definition of targets, and implementation of a data collection and analysis system supporting performance assessment to be undertaken initially at the project level and later at the national level. Further data collection and analysis, and the mainstreaming of climate change into national monitoring systems, will be supported as part of efforts to mainstream climate change into the national development plan.

In the Comoros, the GCCA will promote the strengthening of national monitoring, reporting and planning systems with respect to climate change-related activities, in collaboration with and in support of the Central Planning Office, the Ministry of Finance, the planning and monitoring divisions of relevant sector ministries, and the future donor coordination platform.

One of the criteria associated with the disbursement of the second tranche of GCCA budget support in Lesotho is the finalisation of monitoring and evaluation frameworks for the country's new climate change adaptation and renewable energy strategies, providing clear information on sources of information, availability of data and reliable data collection methodologies. The technical assistance component of the GCCA programme will support capacity building for stakeholders — including non-state actors — for the coordination, monitoring and evaluation in the 2012–2016 National Strategic Development Plan from the point of view of climate change.

Box 5-3 Supporting sector-specific climate monitoring systems

Improvement in renewable natural resource sector monitoring and the quality of statistical data has been made a criterion in Bhutan for sector progress and the disbursement of the variable tranches of budget support. For the programme's second year, disbursement criteria address the successful integration of monitoring and evaluation arrangements associated with the sector's action plan for climate change adaptation into the national planning and monitoring system; a substantial improvement in the quality of the national renewable natural resource statistical system is also expected. In addition, the Bhutan budget support programme features relatively ambitious outcome indicators/criteria, measuring in concrete terms the implementation of agricultural practices that reduce vulnerability (development of infrastructure to save, store and reuse rain and groundwater, and introduction of sustainable land management practices) and reduce greenhouse gas emissions (methane abatement techniques, livestock-biogas initiatives).

The GCCA supports the implementation of the Mangrove Management Action Plan in Guyana, which pursues a mix of adaptation and mitigation objectives. A mangrove inventory of the entire coastline has been prepared; a mangrove monitoring plan and mangrove monitoring protocols have been produced; and a geographic information system (GIS) monitoring system has been developed to manage field data and remote sensing images and aerial photos of the country's coastline. Training in the use of GIS and global positioning system (GPS) tools has been provided to project unit staff and mangrove rangers. Monitoring at project field sites supports the development of a comprehensive database on the survival and growth of planted mangroves. Improved understanding of the physical, biological and social factors affecting the success of mangrove restoration operations will support the definition of an improved site selection process, and generally help increase the sustainability of restoration activities.

As part of efforts to rehabilitate and sustainably manage watersheds in Jamaica, some 110 000 hectares of forested crown lands have been assessed, and a geo-referenced database is being developed, providing a foundation for a national forest monitoring system. Twenty-one permanent sample plots have been established to monitor forest resources in a systematic manner and track changes caused by climate variations; data collection and baseline measurements have been completed for all the plots. Under the programme's coastal ecosystem restoration and protection component, 30 data loggers were procured and installed in four marine protected areas to measure sea surface temperature. Data are collected at regular intervals and passed on to experts in charge of developing a coastal ecosystem monitoring database.

In Maldives, the GCCA contributes to a multidonor Climate Change Trust Fund that supports a project for wetlands conservation and coral reef monitoring for adaptation to climate change that aims to pilot capacity building for coral reef monitoring in tourist resorts. Related project activities include training delivery, field monitoring, remote sensing monitoring, the use of decision tools for climate change risk assessment, and the development of a web-based platform (the coral reef monitoring framework) for easy access to data and decision support tools.

Given the complexity and multiple requirements of such systems, developing countries should gradually build up and strengthen their climate-related monitoring systems through a long-term, strategic vision. By so doing, they can simultaneously serve national development objectives and priorities and support short- to medium-term MRV requirements under the UNFCCC and other international processes.

Climate-related monitoring systems should not just meet external requirements, but rather support national decision-making with respect to climate change adaptation and mitigation — and, more generally, to development and natural resource management. They should be integrated into wider national development monitoring systems, particularly those used to support national planning and budgeting processes and public financial management.

Whenever possible, they should build on existing data collection and monitoring systems and seek to strengthen and adapt them. GCCA efforts in this area build on these premises.

Promoting institutional and capacity strengthening to support monitoring and reporting

In the MRV field, as in other areas, inter-institutional and cross-sectoral cooperation and coordination are factors in the successful development of robust systems and effective use of the information they generate. Box 5-4 illustrates how the GCCA supports this type of cooperation in the **Comoros** and **Mauritania**.

Supporting the development of monitoring and reporting capacities may involve on-the-job learning — e.g. for undertaking risk and vulnerability assessment as a way of

establishing baseline data and scenarios — the inclusion of MRV methodologies in university curricula, support to universities and research centres, and the development of specific training programmes.

As shown by the examples presented in box 5-5, GCCA experience in this regard may be related to national or regional capacity-building programmes, as in the case of **Bangladesh**, the **Democratic Republic of Congo**, the **Caribbean**, **Eastern and Southern Africa** and the **Lower Mekong Basin**. It can alternatively focus on project-related monitoring and reporting activities as a step towards developing larger-scale MRV systems, as in **São Tomé and Príncipe** and **Tanzania**.

Monitoring often involves the acquisition of new technologies for both capturing and analysing/interpreting data. An important sustainability factor in this regard is the



Monitoring adaptive low water use irrigation systems, Ardar region, Mauritania

Box 5-4 Supporting inter-institutional and cross-sectoral cooperation

In the Comoros, cartographic data are being updated and a national geographic information system (GIS) is being developed in support of climate change integration in planning and monitoring processes. This effort will build on the know-how of — and foster cooperation between — units involved in geographical data processing in various ministries and directorates, including those in charge of land use planning, infrastructure, environment and civil protection. Cooperation and coordination will extend as well to the Central Planning Office and to the University of the Comoros.

In Mauritania, the GCCA project will support the establishment of a national network of climate change specialists operating within the National Meteorological Office, the Ministry of Environment and Sustainable Development, and the Ministry of Rural Development. These specialists will work together to improve the collection and analysis of climate-related data and make them usable in development-related decision-making.

Box 5-5 Supporting MRV-related capacity development

In the context of the GCCA-supported Climate Change Strategy and Action Plan in Bangladesh, an International Centre for Adaptation, Research and Knowledge Management on Climate Change will be established to ensure that the country has access to the latest information, know-how and technologies from around the world. This, combined with research activities at the national level, should support the establishment of strong adaptation-related monitoring systems.

In the Democratic Republic of Congo, the University of Kisangani is being strengthened in its role as training centre and centre of competence in charge of supporting generational transition within the forest and environment administration. Training programmes will be developed to support participation in forest- and land use-related adaptation and mitigation initiatives. Various aspects of these subjects will be addressed in these programmes, including carbon stock measurement and monitoring.

In Eastern and Southern Africa, capacity-building activities for vulnerability assessment are planned at the Southern African Development Community (SADC) Secretariat and member state levels. Vulnerability assessment studies will be conducted in at least eight countries.

The GCCA-supported Climate Change and Adaptation Initiative in the Lower Mekong Basin builds capacities for the development of methods and tools for projecting climate change, for risk and vulnerability assessment (biophysical and socioeconomic impacts, vulnerability of communities, ecosystems, economic activity and infrastructure) and for the assessment and prioritisation of adaptation options. Climate change vulnerability assessments at the basin scale are under way or in preparation in relation to issues such as wetland ecosystems and biodiversity, food security in flood- and drought-prone areas, and drought risks.

The GCCA programme in São Tomé and Príncipe will support the design of an integrated system for planning and monitoring adaptation-related activities, starting with those implemented in the context of the NAPA and the GCCA-funded local adaptation projects. This system will promote knowledge management, ongoing learning and capacity building for adaptation. Vulnerability and adaptation indicators will be developed at the national level and, as relevant, the local level.

In Tanzania, results monitoring and reporting are an integral part of the ongoing eco-village projects. In the second phase of the GCCA programme due to start in early 2014, monitoring arrangements will receive even more attention than is currently the case. As in the first phase, proposed eco-village projects will have to be designed on the basis of community-based vulnerability assessments. In addition, successful projects will be requested to conduct baseline assessments aimed at facilitating the measurement of progress in achieving results and objectives.

development of local capacities to operate and maintain new equipment and information systems. Box 5-6 provides examples of GCCA programmes with a focus on the acquisition of

technologies and/or specific technical skills for MRV in **Bangladesh**, **Benin**, the **Comoros**, the **Eastern Caribbean**, the **Gambia**, **Mauritania**, **Myanmar** and **Timor-Leste**.

Box 5-6 Acquisition of new technologies and technical skills

The Bangladesh Climate Change Resilience Fund to which the GCCA contributes supports the spatial and temporal downscaling of climate models, with a view to making climate data more relevant to decision-making. Improved climate change scenarios will permit modelling of the hydrological impacts of climate change on the Ganges-Brahmaputra-Meghna system; this in turn will guide the design of new infrastructure such as flood protection embankments.

The cartography component of the GCCA programme in Benin supports the acquisition of new geographic information system (GIS) data and new topographic maps covering the whole territory, as well as strengthening the capacities of the National Geographical Institute and of structures in charge of producing maps. These will contribute to a variety of objectives, including the assessment and monitoring of floods and droughts, better informed land use planning, improved adaptation planning and monitoring, more sustainable forest management, and the assessment of forest carbon stocks. Planned activities include completion of the national cartographic coverage by high-resolution satellite imagery, development of a GIS, and production of thematic maps based on image interpretation.

The GCCA supports updating of cartographic data in the Comoros through the acquisition and processing of satellite images and aerial photos, preparation of ortho-photo base maps for specific regions, creation of a national GIS database (to be managed by the Territorial Planning Directorate), and development of vulnerability maps. Improved management and consolidation of climate change-relevant data — and the sharing of such data with a wide range of decision-makers — are expected to enhance the mainstreaming of climate change into national and local planning and monitoring processes.

In the Eastern Caribbean, the GCCA programme will help build human and technical capacities to effectively operate and manage a number of technical tools — including cartographic tools, GIS, global positioning system (GPS) tools and computer-assisted design software — needed for the collection, storage, analysis and display of geo-spatial data. These tools will support decision-making and monitoring related to the development and implementation of sustainable land management policies and strategies.

The GCCA supports the establishment of an information management system at the National Environment Agency of the Gambia. The system will include a GIS that will enable the analysis of historical and new data relevant to integrated coastal zone management and adaptation.

In Mauritania, the GCCA project will support training in the design of climate change scenarios using climate models appropriate to the Mauritanian context, as well as the modelling of climate change impacts on agro-pastoral systems based on analysis of historical data.

To support capacity for integrating climate change considerations into policies, strategies and plans, the GCCA project in Myanmar will provide training and technical assistance for data management, climate observation, climate modelling and impact modelling, and related reporting.

The GCCA project in Timor-Leste will support the enhancement of 19 existing weather monitoring stations across all districts to improve national capacity to monitor and map climate events. It will also help improve the capacity of the Agriculture and Land Use Geographic Information System (ALGIS) to collect and monitor climate data from all districts, analyse them through agro-ecological perspectives, and disseminate their interpretation at both the local and national levels. Training will be provided in mapping, data interpretation and land use management.

Managing, sharing and disseminating knowledge in support of MRV

Activities and frameworks set up with GCCA support to promote knowledge management

typically focus on the dissemination of adaptation and mitigation good practices. A number of these have characteristics that can foster the development of an enabling environment for establishing improved monitoring and reporting systems, as illustrated in box 5-7.

Box 5-7 Managing, sharing and disseminating knowledge

In Burkina Faso, the GCCA project will support the establishment of a National Observatory on Environment and Sustainable Development, which will be in charge of developing national climate change-related indicators. It will help create a database of ongoing studies and research projects on climate change in the country and Western Africa, and disseminate the most relevant findings. It will also support the interconnection of various existing information systems, including early warning systems linked to food security and natural disasters. Through these mechanisms, the project should help create a supportive environment for the monitoring and reporting of adaptation and mitigation activities.

The GCCA project in Cambodia supports the establishment of a multi-stakeholder climate change information-sharing and knowledge management platform. A new Climate Change Department website launched in November 2012 provides user-friendly and flexible functions to update climate change information and keep the public informed about the activities of the National Climate Change Committee and Cambodia Climate Change Alliance trust fund. The site serves as an on-line knowledge and information platform that allows all relevant stakeholders to generate and share climate change information. A climate change communication platform involving various line ministries and civil society organisations has also been established.

The institutional and capacity-building component of the GCCA programme in Jamaica supports the establishment of a national data-sharing mechanism for climate change adaptation and disaster risk reduction. In this context, geographic information system (GIS) software has been purchased, and a spatial database and data-sharing mechanism developed. Geo-referenced information on climate risks is now available to development planners, the agricultural sector, legal firms and insurance companies, the tourism sector, engineering and construction companies, and development agencies.

In Nepal, the GCCA project has supported the development of monitoring and evaluation systems for 70 local adaptation plans of action to be implemented in the Karnali and Rapti river basins, as well as the development of climate change-relevant baselines for the 14 districts concerned. This will provide a strong basis for assessing the effectiveness of adaptation measures. A mechanism for sharing and learning from adaptation activities among different stakeholders at the district and national levels will be established.

The GCCA regional project for the Pacific supports the development of a Climate Change Knowledge Centre at the University of the South Pacific. The centre will be a regional repository for data, reports and scientific documents on climate science, climate change impacts, lessons learned from community adaptation projects, traditional knowledge and good climate change adaptation practices. This centralised information source will support research and knowledge management for adaptation monitoring. Implementation is under way: hardware and software have been purchased, and several data sets covering climate and oceanographic observations and model-generated outputs have been collected for uploading on the project's server.

Creating economies of scale and synergies at the regional level

Climate change and its science extend beyond national boundaries. The collection and management of climate data and

information can thus usefully benefit from regional approaches. The GCCA supports regional programmes that deliver benefits derived from shared facilities and joint lesson learning. GCCA support to establishment of regional climate monitoring systems is described in box 5-8.

Box 5-8 Supporting regional climate monitoring systems

The ClimDev-Africa programme supports the upgrading of climate observation networks and infrastructure to enhance the provision of essential data for climate services and early warning systems, including seasonal and long-term forecasting at continental and subregional levels and downscaling of climate projections and scenarios. The enhanced climate data and information systems are used to support the analysis of climate change adaptation and mitigation options in a variety of sectors including water, agriculture, energy and health.

In the Lower Mekong Basin, a concept and work plan have been agreed on for a basin-wide system for monitoring and reporting on climate change and the status of climate change adaptation. Initial steps towards implementation are under way, with a focus on data collection, building a framework for data collection and display, and defining a methodology for setting a baseline and detecting changes. This work is linked to the development of a regional database of climate-related data, including climate change and flow regime projections. It supports efforts to build the capacities of Lower Mekong Basin governments, institutions and communities to develop climate change-related policies, to plan for and implement climate change adaptation using appropriate tools, and to monitor and report on progress and performance with regard to climate change adaptation.

The GCCA is supporting the creation of a Pacific portal on climate change hosted by the Secretariat of the Pacific Regional Environment Programme, allowing South Pacific countries to share experiences, good practices, project outcomes and evaluations, and success stories regarding adaptation and mitigation. This effort complements the establishment of a regional Climate Change Knowledge Centre at the University of the South Pacific.

In Western Africa, hydro-climatologic data management systems are upgraded through support for the Agrhymet Regional Centre. The centre's existing database is being updated, and the production and dissemination of data improved and extended. This effort is complemented by activities aimed at strengthening the centre's capacities to conduct detailed analysis of climate change in the Sahel and other supported countries, and to assess the potential impacts of climate change on agro-sylvo-pastoral production systems, socioeconomic systems and ecosystems. This provides a framework for climate-related knowledge sharing at the regional level, including on monitoring aspects — especially as the project strives to establish partnerships with NGOs, research institutions and other organisations involved in conducting climate-related studies and assessments.

Conclusions and next steps

Strengthening institutions, capacities and systems for climate-related MRV supports developing countries' ability to identify and implement effective and efficient adaptation and mitigation measures, prioritise resource allocation, serve domestic accountability objectives, and build confidence to attract scaled-up amounts of climate finance (see

stories from the field from [Benin](#) and [Mali](#) at the end of this chapter).

The multiplicity of reporting and review requirements — and rising expectations with respect to the reliability and complexity of climate-related MRV systems — are a potential source of concern for developing countries with limited capacities and resources. Economies of scale can be achieved if monitoring and reporting systems are

conceived so as to serve multiple purposes with regard to climate change-related activities and support of development objectives and priorities, and through the establishment — and support — of regional initiatives. The integration of climate monitoring systems into wider national development monitoring systems, and/or the mainstreaming of climate-related aspects directly into existing monitoring systems, supports efficiency and sustainability.

Participants in the 2013 GCCA Global Policy Event took a hard look at these subjects during the session on “Monitoring, Reporting and Verification: What Are the Implications for Strengthening Climate Information and National Monitoring Systems?” The key conclusions and recommendations emanating from this session are summarized in table 5-1.

The majority of GCCA programmes contribute to the establishment or strengthening of climate-related monitoring systems, although these ends are achieved in very different ways. In some countries or regions, strengthening these systems is a specific objective or a key component of the programme; in others, it is

a relatively marginal activity that contributes to other objectives. There is evidence that some GCCA programmes build on existing data and systems and/or promote the integration of climate-related monitoring systems into existing development monitoring systems, although more could be done in the future.

Recently designed programmes place a strong emphasis on arrangements to support the identification and dissemination of good practices, the sharing of experience and the creation of a supportive framework for the replication of successful practices. Monitoring the effectiveness of adaptation measures is particularly challenging. An in-depth study of the monitoring and evaluation arrangements set up for GCCA-funded pilot adaptation projects will be undertaken to identify challenges and good practices in this regard.

Based on the discussion at the Global Policy Event, the GCCA will continue to support countries in their efforts to set up or strengthen MRV systems, with a specific focus on building capacity and sharing good practices among the GCCA countries.

Table 5-1 Key conclusions from the 2013 Global Policy Event on monitoring, reporting and verification

For climate negotiators	For the international development community	For national governments
<ul style="list-style-type: none"> ■ Acknowledge the differences between mitigation and adaptation; the latter are very country specific ■ Identify and support sharing of good practices for monitoring and evaluation of adaptation 	<ul style="list-style-type: none"> ■ Build on existing systems and structures (e.g. enhance existing development monitoring systems) ■ Allocate dedicated resources upfront for monitoring and evaluation of adaptation actions ■ Build capacities for MRV and the monitoring and evaluation of adaptation actions (e.g. South-North as well as South-South cooperation) ■ Build on experience across programmes to identify good practices in MRV/monitoring and evaluation (e.g. GCCA study) 	<ul style="list-style-type: none"> ■ Take the lead in building on existing development monitoring systems to meet both domestic objectives and external reporting requirements ■ Ensure that adaptation monitoring and evaluation systems are relevant to local circumstances ■ Promote ownership at various levels (e.g. through engagement and coordination) ■ Build national capacities for MRV and the monitoring and evaluation of adaptation actions (e.g. for nationally owned and managed monitoring systems) ■ Ensure free in-country access to climate-related data (e.g. through legislation, advocacy and standards) ■ Ensure the dissemination and use of MRV/monitoring and evaluation data and analysis (e.g. for early warning) ■ Build bridges between adaptation and disaster risk reduction-related data and models

Stories from the field: Benin

Title: Adaptation to Climate Change (GCCA)

Priority areas: Adaptation, disaster risk reduction, REDD

Sector: Forests

Budget: €8.3 million (GCCA: €8.0 million, United Nations Development Programme: €0.3 million) implemented through a project approach

Partners: Directorate General for Forests and Natural Resources of the Ministry of Environment, Habitat and Town Planning; National Centre for the Management of Fauna Reserves, National Geographical Institute; National Remote Detection Centre; United Nations Development Programme

Time line: 2012–2017



In Benin, the consequences of the degradation and destruction of gallery forests in the Ouémé river basin — caused by charcoal production, non-sustainable timber extraction and extensive fallow-based agricultural practices — is being exacerbated by climate change. This is not only a significant problem for forest-dependent communities, but also for downstream regions, which increasingly suffer from devastating floods during the rainy season.

Improved land and watershed management is needed to address this problem, but currently available topographic maps, developed in the 1950s, are no longer adequate to support needs such as climate risk management and the monitoring of changes in land cover and carbon stocks.

In this context, the GCCA programme pursues two main objectives. The first objective is to reduce flood impacts, notably by promoting the conservation and sustainable use of gallery forests in the lower valley of the Ouémé River. The second, complementary objective is to equip Benin with basic geographic information systems (GIS) and cartographic equipment in support of improved forest and land management, with

a view to informing the Growth Strategy for Poverty Reduction, the National Environmental Management Programme and the National Action Programme of Adaptation to climate change.

To achieve the first objective, a network of community-based conservation areas embedded in the national protected area system will be established, and support given to the development of sustainable forest-based livelihoods.

In relation to the second objective, planned activities include the completion of the national cartographic coverage by high-resolution satellite imagery, the development of a GIS and the production of thematic maps.

Key achievements to date

Following the establishment of a steering committee, the recruitment of a technical advisor and the validation of a work plan for 2013, the project was officially launched with an information and awareness-raising campaign aimed at the targeted municipalities and communities. A tender has also been launched for the procurement and implementation of basic GIS.

Lessons learned

Up-to-date land use monitoring and climate modelling systems are a pre-requisite for increasing resilience to climate change and adapting to its effects. In the face of increasingly frequent heavy rainfall episodes, such systems

“To effectively address the effects of climate change, it is necessary to have detailed knowledge of hydrography, land cover and topography. The project thus plans, under the cartographic component, to develop basic maps for the entire territory of Benin. This approach will allow setting up a flood warning system, but it will also support balanced territorial development in Benin.”

Françoise Collet,
Head of the EU Delegation to the Republic of Benin

can inform decisions for improved land use planning, and forest and watershed management with a view to mitigating floods. They are also needed to assess and monitor other climate change impacts such as droughts, keep track of land use changes in the context of adaptation, and monitor and assess forest carbon stocks in the context of mitigation actions.

The way forward

To achieve the first objective, a policy and legal framework for integrating gallery forests into the network of protected areas will be developed, and sustainable management plans for gallery forests

and buffer zones will be prepared. Support will be provided to local communities for the development of alternative, more sustainable activities. These may include, for instance, the sustainable production of non-timber forest products such as medicinal plants or the development of eco-tourism services. It is also planned to develop an early warning and information system on floods in the lower valley of the Ouémé River, support the mainstreaming of environmental and climate-related issues in the development plans of concerned districts, and implement adaptation measures to address flood impacts.

As far as the mapping component is concerned, GIS and cartographic equipment will be acquired and up-to-date topographic maps of the entire national territory prepared. To support capacity building, a capacity needs assessment will be undertaken for staff of the National Geographical Institute. Training covering aspects such as GIS management and satellite image processing will be delivered accordingly. To promote long-term sustainability, a business plan including commercial and communication strategies will be prepared for the National Geographical Institute.



Cotonou Lagoon, Benin

Stories from the field: Mali

Title: Global Climate Change Alliance in Mali

Priority areas: Mainstreaming, REDD

Sector: Forests

Budget: €6.215 million (GCCA: €5.650 million, Government of Mali: €0.565) implemented through a project approach

Partners: National Directorate for Water and Forests of the Ministry of Environment and Sanitation, Ministry of Foreign Affairs and International Cooperation

Time line: 2010–2014



Climate change effects are increasingly felt in Mali in the form of higher temperatures, reduced precipitation (when considered over the last three decades) and a moving desertification front. Extreme weather events, notably droughts and floods, may become more frequent or intense. Climate variability and change compound significant anthropogenic pressures on land, water and other natural resources including forests. Combined pressures are resulting in natural resource degradation — a critical issue for a country in which a large share of the population is employed in the rural sector, and livelihoods are highly dependent on natural resources.

The GCCA programme supports improvements in and implementation of climate change-related policies, with a focus on institutional and capacity building as well as forest monitoring and management.

At the institutional level, support is provided towards establishing the National Climate Change Committee, the preparation of a national climate change policy, and the mainstreaming of climate change into national and sector policies and strategies. With

regard to forests, the focus is on improved knowledge of forest stocks and carbon sequestration potential and the development of a forest information system (SIFOR). Improved knowledge and monitoring of forests is expected to contribute towards more sustainable forest management and participation in REDD+ or other funding opportunities linked to carbon sequestration in forests. These efforts are complemented by field activities in the form of NGO-led afforestation and reforestation projects that closely associate municipal authorities.

Key achievements to date

- Elements of the climate change policy have been integrated into the 2012–2017 Strategic Framework for Growth and Poverty Reduction, and the Environment and Sustainable Development Agency is receiving support for climate change mainstreaming into sector planning activities.
- Assistance has been provided to government officials towards preparation for and participation in Conferences of the Parties, and various awareness-raising activities have taken place.
- Data from existing forest inventories have been consoli-

dated, and a catalogue of forest species found in the Mopti, Timbuktu and Gao regions published; additional forest inventories are under way in the Kayes, Koulikoro, Sikasso and Ségou regions, and a methodology is being developed for implementation of municipal forest inventories.

- An online database of wildfires has been established and is updated on a weekly basis.
- Following validation of the SIFOR training charter, over 20 staff members of the National

“Climate change ...requires a global response supported by national policies as well as the promotion of changes in behaviour at the individual and collective levels.”

David Sagara,
Minister of Environment
and Sanitation

Directorate for Water and Forests have received training in the use of geographic information systems (GIS).

- Grant contracts have been signed for the implementation of six afforestation/reforestation projects in the Kayes, Ségou and Mopti regions; a monitoring and evaluation method has been agreed with the NGOs in charge, and missions involving SIFOR staff are under way to establish the baseline situation at reforestation sites.

Lessons learned

The operation of a national forest information system requires, beyond its development and

installation, adequate and continuous technical support. Lack of maintenance and lack of qualified staff within the SIFOR unit specifically — and more generally in Mali — have so far prevented the SIFOR from fully realising its objectives. Actions are now under way to address these issues, including the provision of external technical expertise to train and support SIFOR staff.

Considering the small size of NGOs selected to implement afforestation and reforestation projects, close follow-up and capacity building are needed to ensure that changes in forest cover are adequately monitored and project results can

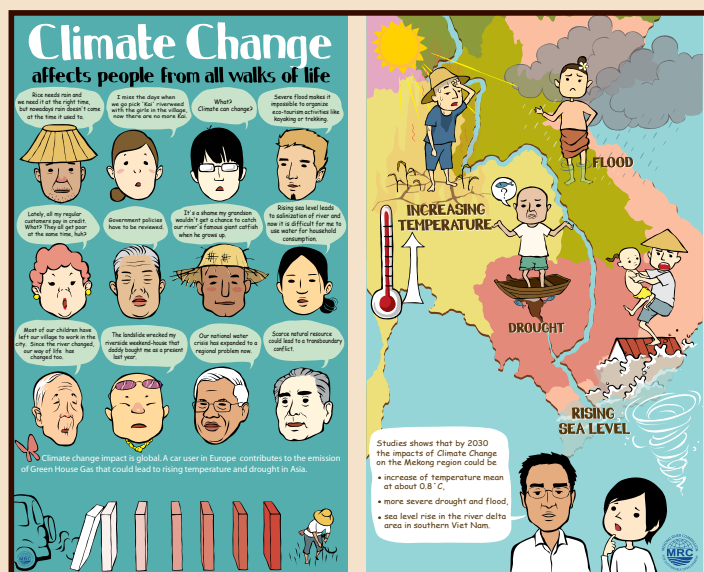
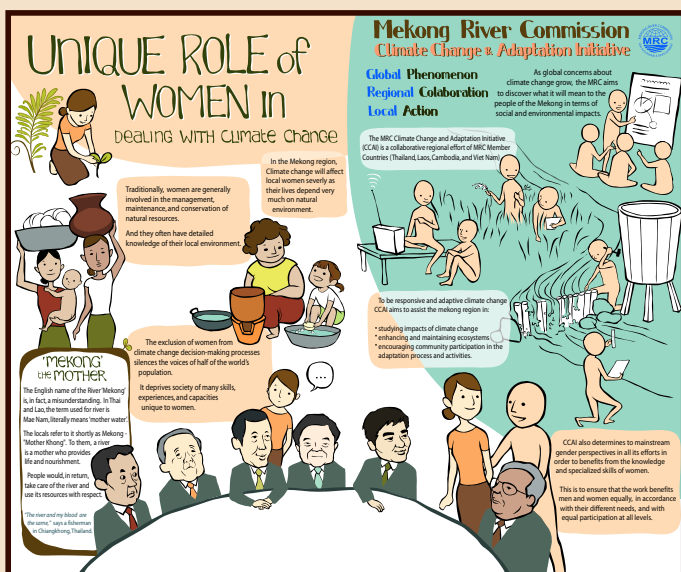
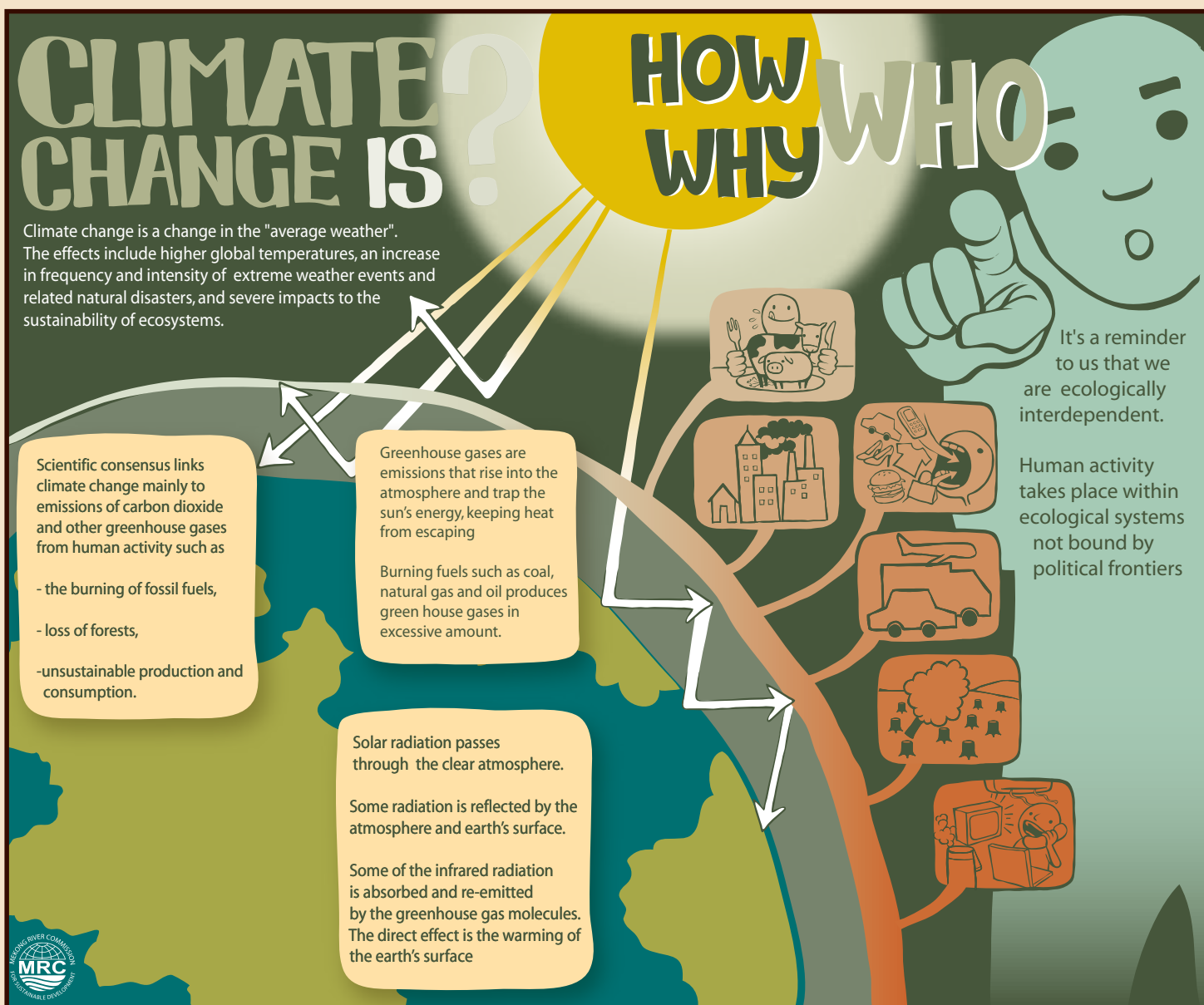
be integrated into the SIFOR database.

The way forward

Government officials will be trained in relation to the CDM, the voluntary carbon market, REDD+ and other relevant topics. Forest inventory work will proceed, and the methodology for municipal forest inventories is to be validated. Recommendations resulting from the project's mid-term review will be implemented with a focus on making the SIFOR fully operational. The implementation of afforestation and reforestation projects will be monitored on the basis of the agreed methodology.



Traditional village in Mali



Posters developed as part of outreach and education efforts by the Mekong River Commission's Climate Change Adaptation Initiative

Informing the international climate landscape

Making knowledge and communication a priority

The GCCA currently comprises 46 programmes in 38 countries across 8 regions and subregions. Lessons learned are being shared widely and broadly across the initiative. Thus, experiences on climate change mainstreaming from Cambodia and Mozambique have informed new programmes in the Comoros and São Tomé and Príncipe. Budget support programmes in Bhutan, Rwanda and Samoa have helped shape the newest programme in Lesotho. The eco-villages in Tanzania have inspired demonstration work in the Haiti programme.

As experience accumulates across the globe from these and other programmes, it is imperative that the GCCA ensures that lesson learning is an integral part of the process, and that the knowledge generated from implementation is shared across countries and regions and with development partners.

In 2012, a GCCA knowledge management and communication strategy was developed to support consistency and effectiveness across the initiative. The goals and objectives of this strategy are presented in diagram 6-1. An extensive stakeholder consultation was carried out to identify and agree on the key issues to be addressed and potential activities to be included in the strategy.

The strategy focuses on engagement with beneficiaries, implementing and development partners; promoting knowledge building; and building relationships for influence and change. It proposes specific activities to promote a

shared understanding of the GCCA, projection of a consistent image, and knowledge building and exchange.

All communication and knowledge management activities of GCCA programmes are coordinated between the Alliance's global and intra-ACP strands. The use of a common work plan, and joint implementation of some activities, supports the consistent and effective implementation of the GCCA knowledge management and communication strategy. Key activities are presented in diagram 6-2.

Promoting dialogue and exchange of experiences

Over the years, the GCCA has organised a number of high-level events to facilitate the exchange of views and experience; each of these has been tailored to the individual audience and region. **Regional** conferences in Asia, Africa, the Pacific and the Caribbean have provided a forum for dialogue and commitment on climate change (see [“Stories from the field: ClimDev”](#) at the end of this chapter). Ongoing policy dialogue is also taking place at the **national** level through the EU's extended network of delegations, and at the **global** level in the context of UNFCCC-related negotiations.

At the **technical** level, the GCCA organised a series of 10 regional workshops in 2011–2012 on mainstreaming climate change into national development planning and budgeting across regions. Ex post assessment undertaken in April 2013 of the 10 workshops indicates that up to 94 per cent of the officials trained

Diagram 6-1 Overall objectives of the GCCA knowledge management and communication strategy

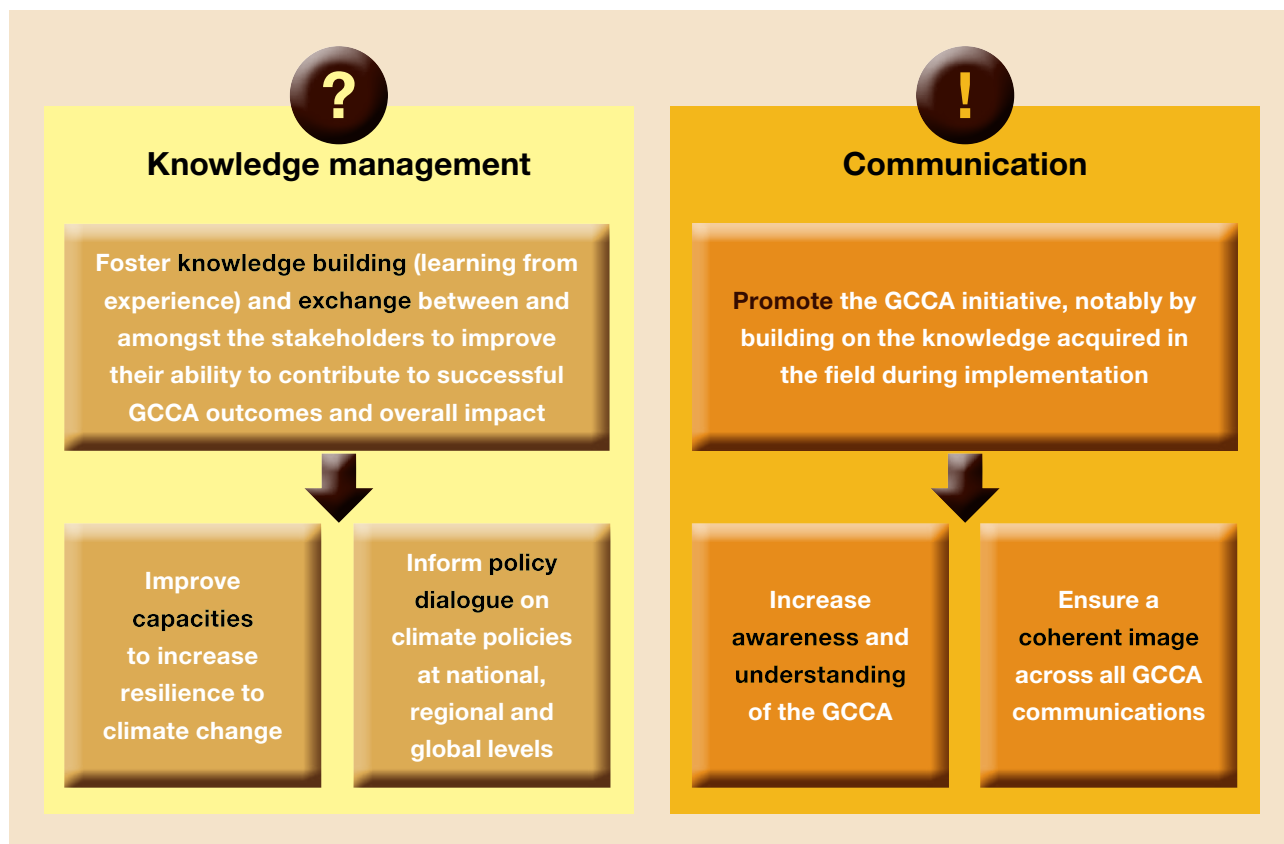
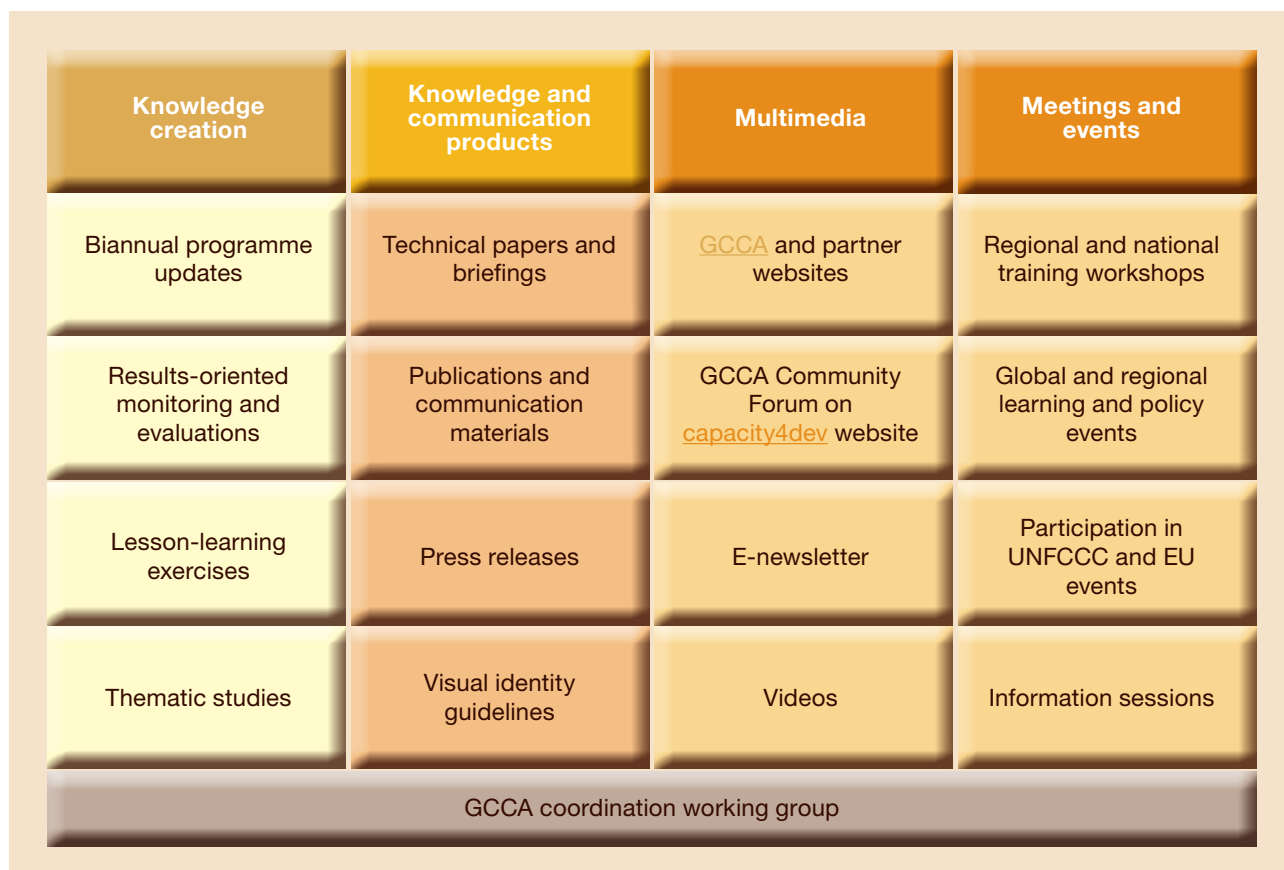


Diagram 6-2 Selected knowledge management and communication activities



had since undertaken concrete actions in their respective country as a result of the insights gained through workshop attendance, collectively applying all the approaches and tools that were introduced. The workshops are now being replicated at **subregional** and national levels (box 6-1).

In terms of **cross-regional** exchange, the GCCA Intra-ACP Programme held its First Regional Technical Meeting in July 2013 to accelerate networking, communication and exchange among its five regional components on various key thematic issues (box 6-2).

Informing the UNFCCC and other international processes

Informing the discussion of the post-2012 climate agreement under the UNFCCC — and other related international processes — is an important element of the GCCA vision. In line with this, the GCCA recently hosted its **second Global Policy Event**, which brought together more than 150 international development and climate change practitioners to discuss issues of mutual interest.

Box 6-1 The GCCA programme in Western Africa embraces the mainstreaming agenda

The GCCA programme in Western Africa, implemented by the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS), aims to strengthen the capacity of national and regional stakeholders to mainstream climate change into development policies and strategies. Support is provided for the mainstreaming of NAPAs into existing development policies and strategies — in recognition of the fact that lack of integration of these NAPAs into wider policy and planning processes may be a cause of limited implementation so far.

In this context, the programme has, with support from the ACP Secretariat organised a regional “training of trainers” workshop on climate change mainstreaming into national development planning and budgeting in Burkina Faso. With help from CILSS, a series of national mainstreaming workshops are being rolled out in the subregion.

Box 6-2 The GCCA Intra-ACP Programme holds First Regional Technical Meeting

The First Regional Technical Meeting and Second Programme Steering Committee Meeting of the GCCA Intra-ACP Programme was held July 16–19 in Belize. The meeting’s aim was to:

- Establish thematic working groups within the GCCA Intra-ACP Programme.
- Enhance networking and communication.
- Improve coordination.
- Facilitate exchange of information and expertise.
- Identify synergies between the regional components and with the GCCA Intra-ACP Programme.

Participants included representatives from the ACP Secretariat, the European Commission, the EU delegations and organisations in charge of implementing the ACP regional components: the African Climate Policy Centre, the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS), the Caribbean Community Climate Change Centre (CCCCC), the Common Market for Eastern and Southern Africa (COMESA), the Pacific Islands Forum Secretariat, and the University of the South Pacific. Other regional organisations involved with the GCCA also participated.

The event was held in September 2013 in advance of the 19th Conference of the Parties of the UNFCCC. It explored topics of critical importance to both climate negotiators and practitioners, including climate change strategies and plans and mainstreaming; climate finance effectiveness; adaptation and mitigation synergies; and monitoring, reporting and verification.

Partner country climate change negotiators and experts joined lead development partners, EU member state representatives and European Commission staff for three days of discussion and dialogue in Brussels, where they extracted lessons learned from GCCA experiences to date to inform the international climate change debate. Participants also included representatives from regional organisations involved in the GCCA, the ACP Secretariat and EU delegations.

The event led to a series of technical and policy conclusions which informed the

development of this publication and the next phase of the GCCA, referred to as the GCCA+.

Every year, the GCCA shares its experience through a **side event at the UNFCCC Conference of the Parties**. This year, the side event will explore key technical and policy conclusions from the GCCA 2013 Global Policy Event related to climate change planning and mainstreaming, climate finance effectiveness, and institutional and capacity strengthening. Experiences presented by GCCA regional and country programmes in Cambodia, Lesotho, Mauritius and the Pacific will illustrate key recommendations from the Global Policy Event and share on-the-ground practice in addressing these issues.

The GCCA is also regularly represented in **other international forums**, such as the Organisation for Economic Co-operation and Development, to share its experience on topics such as climate change and development effectiveness or climate finance.



Attendees at the Caribbean regional workshop on climate change mainstreaming, April 2012, Jamaica

Stories from the field: ClimDev-Africa

Title: Climate for Development in Africa (ClimDev-Africa) Programme

Priority areas: Adaptation, carbon market/CDM

Sectors: Overall development and poverty reduction, agriculture, energy, food security, health, water and sanitation

Budget: €8 million from GCCA (also contributions from Norway, Sweden and the United Kingdom) implemented through a project

Partner: Climate Change and Desertification Unit of the African Union Commission, African Climate Policy Centre of the United Nations Economic Commission for Africa, African Development Bank, ACP Secretariat

Time line: January 2012–December 2015



Science-informed and evidence-based policy, planning and practice are essential in ensuring that development is more resilient and less vulnerable to the negative impacts of climate change and in fostering sustainable development. Major challenges for the African climate community include a critical lack of expertise in hydrology and meteorology, an inadequate network of stations and a very weak communication and computational capacity. The main obstacles for users include lack of appropriate climate information and services, inadequate awareness of the existence of specific climate information, lack of access to data, lack of understanding and capacity in using climate information and a poor understanding of how to deal with scientific uncertainties.

Coordinated by the African Climate Policy Centre (ACPC), and working with the African Union the programme aims to respond to climate change and variability challenges for Africa's development, with a focus on climate-sensitive sectors. It intends to contribute to increasing the climate resilience of Africa's population by addressing the need for improved climate information in Africa and strengthening the use of such information for decision-making at all levels in Africa.

Key achievements to date

The programme held its first Climate Change and Development in Africa Conference in Addis Ababa in 2010 to discuss issues related to climate and development in Africa in the up-run to the 17th UNFCCC Conference of the Parties in Durban. EU Commissioner Connie Hedegaard from the Directorate-General for Climate Action underscored the importance of the close link between development and climate change in Africa. ClimDev-Africa organised the African Pavilion in Durban and managed two weeks of side events, roundtables and the Africa Day.

The ACPC conducted three High Level Experts Consultation Workshops which identified issues, gaps and needs in Africa concerning climate science, data and information, water, agriculture, energy, health and low carbon development pathways. The workshops also provided opportunities to develop partnerships for knowledge generation and sharing, and capacity mobilisation and building; reduce duplication of efforts; enhance relevance of information and knowledge; and increase uptake of knowledge and practice. Through the expert consultations and other inputs, numerous project concepts have been identified, and work has begun on some of these.



Coastal activities in Senegal



School children, Jamaica

Way forward: towards a Global Climate Change Alliance+

Much has already been accomplished since the GCCA was first envisioned and launched in 2007. In 2008, the Alliance was working with four pilot countries: Cambodia, Guyana, Maldives and Tanzania. Since then, an average of eight programmes have been added every year, bringing the total number of programmes to 46 and the envelope close to €300 million. Today, the GCCA works with 46 countries through 38 bilateral and 8 regional and subregional programmes, from the remote atolls of the Pacific to the tropical forests and drylands of Africa.

As the 2014–2020 programming exercise is being finalised, 2014 will be a year of transition, lesson learning and capitalisation on experience to date. In this way, successes can be replicated and weaker areas strengthened over the next seven years as the GCCA is being rolled out into a GCCA+.

An evaluation of the GCCA will take place early in 2014, with targeted studies on topics of particular interest to the initiative following in the course of the year. Together with lead development partners, the European Commission will coordinate a review of the GCCA experience in the areas of budget support, climate change mainstreaming, support to the local level, monitoring and evaluation of adaptation, and gender and climate change.

The aim is that the GCCA+ can effectively build on the work of the first phase of the initiative, feeding back lessons learned and concentrating on areas where it brings the most added value in line with countries' needs.

Under the first pillar, this will require further policy dialogue and exchange of experiences, with a strong focus on knowledge creation and dissemination, while trying to keep the post-2012 international climate informed. It will also entail keeping a close eye on the development of international climate finance and adjusting to the changing financing landscape.

Under the second pillar, it will mean continuing to concentrate on the world's most vulnerable countries, in particular least developed countries and small island developing states, and on addressing country climate and development priorities. Additionally, attention must be given to emerging issues and issues of growing importance in development and policy agendas — such as integrated approaches to climate change and disaster risk reduction, resilience, climate finance, ecosystem-based adaptation, urban issues and migration, to name a few.

Through this, the GCCA must remain demand driven, maintain the current strong commitment to translating climate change and development effectiveness into practice through ambitious and innovative modalities and approaches, and support the long-term systemic changes needed in countries — for example, through mainstreaming in national development processes and institutional strengthening — while addressing some of the most urgent needs for on-the-ground implementation.

The GCCA+ initiative will not only need to concentrate on those countries most at risk but also ensure it reaches out to the

populations and groups within those countries who most need it, working with a wider range of stakeholders from within national governments, non-state actors, regional organisations, and local authorities.

As it explores new ground and consolidates its work to date, the initiative must also maintain

a steady focus on the current portfolio of programmes so that the GCCA+ delivers in a continuous way on the vision of the GCCA and on all the results that were intended, leading the poorest and most vulnerable countries and communities on a path towards climate-resilient and low-carbon sustainable development.



Jardins de Doua: planned to receive recycled water in Djibouti

Abbreviations and acronyms

ACP	African, Caribbean and Pacific	NAMA	nationally appropriate mitigation action
ACPC	African Climate Policy Centre	NAP	national adaptation plan
CDM	Clean Development Mechanism	NAPA	national adaptation programme of action
COMESA	Common Market for Eastern and Southern Africa	NGO	non-governmental organisation
EU	European Union	PFM	public financial management
GCCA	Global Climate Change Alliance	REDD	reducing emissions from deforestation and forest degradation
LECRDS	low-emission climate-resilient development strategy	UN	United Nations
LEDs	low-emission development strategy	UNECA	United Nations Economic Commission for Africa
LULUCF	land use, land use change and forestry	UNFCCC	United Nations Framework Convention on Climate Change
MRV	monitoring, reporting and verification		

The Global Climate Change Alliance (GCCA) is an initiative of the European Union (EU) to strengthen dialogue and cooperation on climate change with developing countries most vulnerable to climate change.

The GCCA focuses on the Least Developed Countries (LDCs) and the Small Island Developing States (SIDS), which are often the most affected by climate change but have the fewest resources to tackle it.

The initiative was launched in 2007 and is coordinated by the European Commission (EC).

The five GCCA priority areas are:

Mainstreaming climate change into poverty reduction and development strategies

Adaptation, building on the National Adaptation Programmes of Action (NAPAs) and other national plans

Disaster risk reduction (DRR)

Reducing emissions from deforestation and forest degradation (REDD)

Enhancing participation in the global carbon market and the Clean Development Mechanism (CDM)



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Republic



Republic of
Estonia



Kingdom of
Sweden

