

# **Adaptation in the development context**

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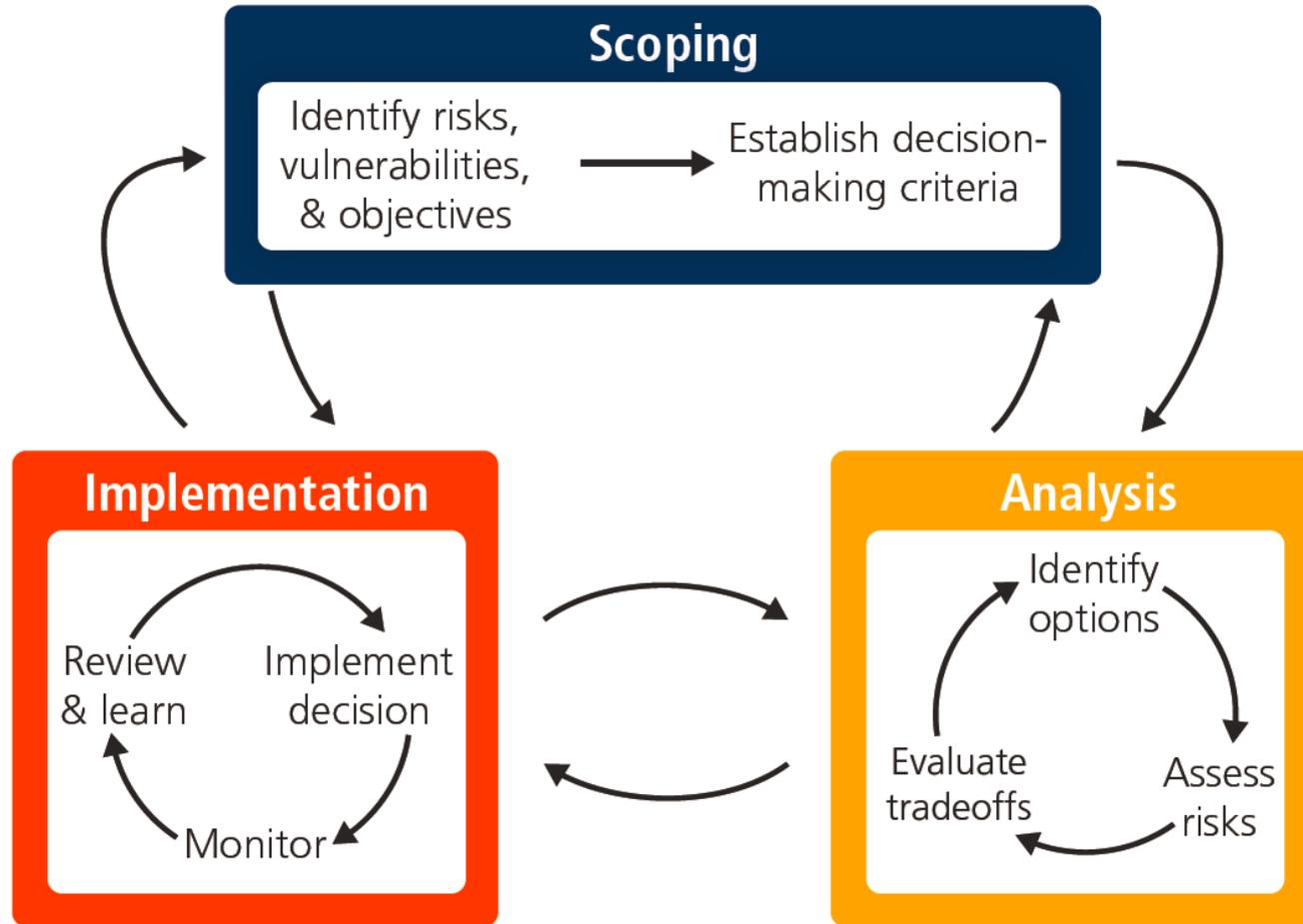
# Shifts in the policy narrative

- Climate mitigation -> low-carbon growth
- Climate adaptation -> climate-resilient development
- Recognize the priority of development
- Recognize that what is required is a shift in the development pathway
- Recognize that for this to happen, stand-alone actions have to be replaced by mainstreamed approaches

# Scientific assessments reflect the same shift

- Adaptation viewed purely as a response (to climate change) (AR1)
  - Adjustments made in practices, processes or structures of systems to projected or actual changes in climate
- Adaptation as an element of scenario-impact assessments (SAR)
  - Net impacts = Impacts (Vulnerability, Hazard) – Adaptation
- Vulnerability and adaptive capacity as issues of importance in their own right (TAR)
  - Recognition of an “adaptation deficit”
- Adaptation as an element of a more complex, process-oriented view of climate-society interaction (AR4)
  - Concept of mainstreaming
- Emphasis on iterative risk management (SREX and AR5)
  - Importance of learning and reflexivity and for thinking of adaptation as a long-term, on-going process, requiring a robust institutional response

# Adaptation as an on-going process of decision-making (AR5 SPM)



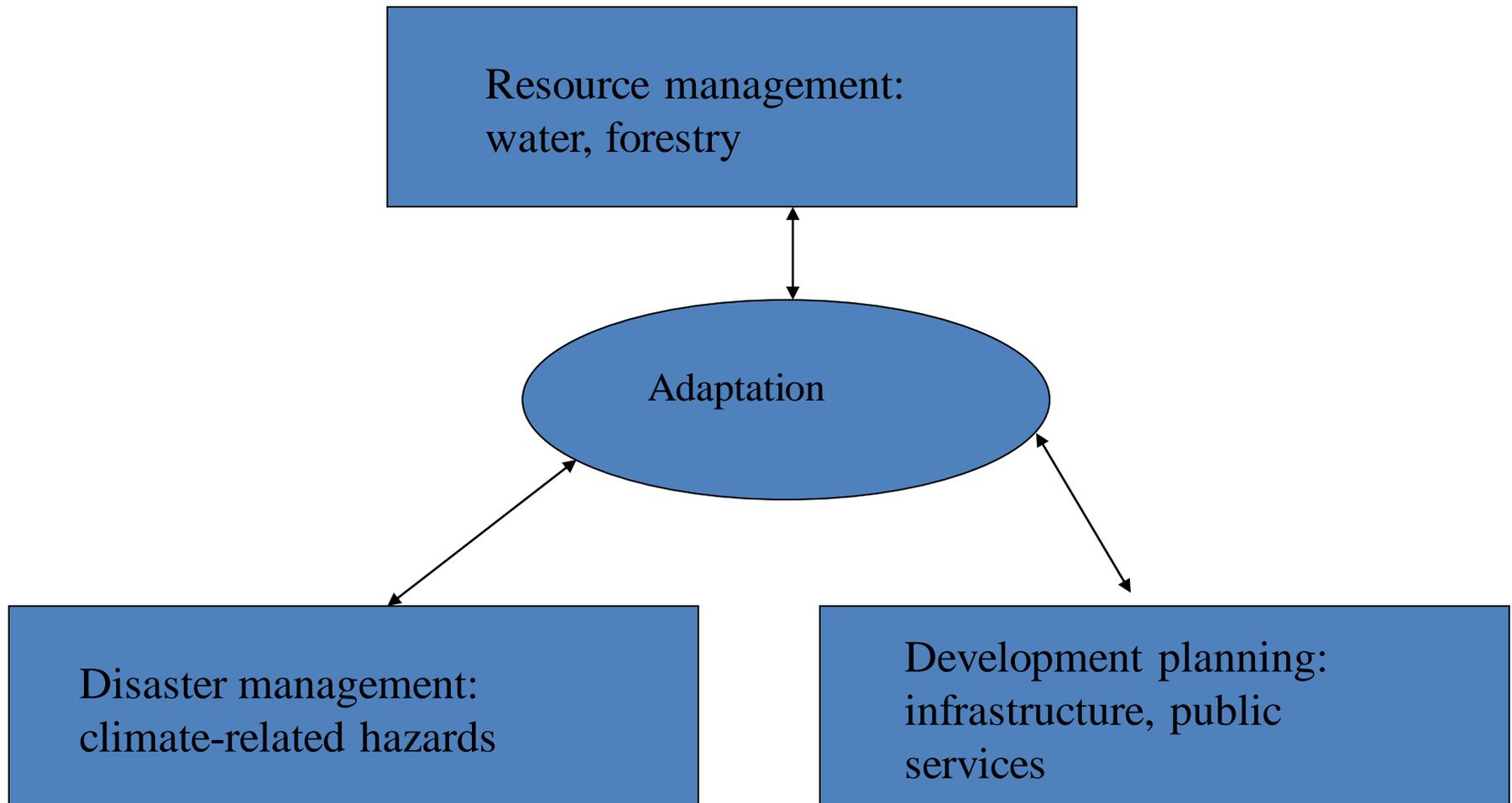
# AR5 emphasizes not only what to do, but what to try and avoid (maladaptation)

- Lock-in to solutions that may turn out to be sub-optimal, ineffective, or actually counter-productive. For example, large engineering projects that may be inadequate for future climates, or which preclude alternative approaches such as ecosystem-based adaptation; Intensive use of non-renewable resources (e.g. groundwater) to solve immediate adaptation problem
- Awaiting more information, or not doing so, and eventually acting either too early or too late. Awaiting better “projections” rather than using scenario planning and adaptive management approaches
- Moral hazard – i.e. encouraging inappropriate risk taking based, for example, on insurance, social security net or aid backup
- Adopting actions that ignore local relationships, traditions, traditional knowledge or property rights, or which ignore equity and spillover issues, leading to eventual failure

# This evolution is reflected in the multilateral process

- Stage-wise approach to adaptation, starting with enabling activities (assessments & capacity-building)
- NAPA's: Urgent & immediate needs and (additional cost) financing for concrete adaptation projects in LDC's
- NAP's: Mainstreaming adaptation at the national level and medium to long-term adaptation

# How might mainstreaming work in the development context?



# Development planning

- Because development planning authority is local, possibility of mal-adaptation because the climate signal is at a scale that is not “seen”
  - Securing urban water supply
- Outcomes / benefits of development interventions may be at risk due to climate change
  - Energy / coastal infrastructure
- Can a focus on adaptation help catalyze investment to meet the “adaptation deficit” and thus contribute to development outcomes?
  - Good idea to seek co-benefits, but in the process are we giving up “new and additional” resources for adaptation?

# Disaster management

- Short-term coping vs. long-term adaptation
  - At what point does coping effectively become unviable?
- Disaster management often focuses on relief
  - In terms of adaptive capacity, what is more important – ability to reduce immediate impact vs. ability to restore flow of goods & services?

# Resource management

- Operational, planning and policy decisions in key sectors: water, health, conservation & forest management
  - How useful is the 30-year climate normal as the basis for planning?
- Going from one-time to on-going response
  - Does the institutional set-up have the ability to perceive change, assess it, and formulate response on an on-going basis?

# Some cautions....

- The adaptation = development conceptualization sounds good, but could lead to some unfortunate outcomes
- *Because* adaptation = development, we could assume that “normal” development actions ought to take care of the problem, as long as agents (and decisions) are “fully informed”
- *If* adaptation = development, donor countries could fear that “normal” development can get put under adaptation projects, thus “opening the floodgates” in terms of demand on resources

# Moving forward, we should recognize that climate change.....

- Poses a distinct, additional burden – requiring multilateral support as per the principles of the Conventions
- The costs of responding to this additional burden would need to be met through the financial mechanism of the Convention
- That mainstreaming or integration is an approach for putting adaptation into practice, but does not remove the needs for funding
- That mainstreaming is neither costless nor automatic
- Our response will need to address both chronic and acute hazards

# Our ongoing work explores these institutional arrangements

- National Adaptation Plans (NAP's) are a logical next step in long-term adaptation and mainstreaming
  - Countries want to “do NAP's” and expect that process to be supported by the GEF (and other sources)
- There is guidance for doing NAP's
  - But what *is* likely to come out at the end of a NAP process?  
What *should* come out?
- Goals: Two inter-related questions:
  - **Where do we want to go?**
    - The outcomes of a NAP process
  - **How do we get there?**
    - The NAP process itself

# On-going work

- **Identifying the key elements of institutional arrangements for adaptation**
- **Comparative analysis of countries to identify approaches and models being developed for these institutional arrangements and the process for getting to them – through case studies and surveys**
- **Institutional models – the outcomes of the NAP process**
- **Implications for support**

# What are some of the elements of an institutional framework?

Aspects of adaptation readiness, Ford et al, 2013	Comparing national adaptation strategies in Europe, Swart et al	Synthesis from literature
Leadership	Motivating factors	Leadership and political will
Institutional organization	Science-policy nexus	Policies, laws, regulations
Stakeholder engagement	Communication & awareness	Iterative consideration of adaptation needs
Usable science	Governance	Coordination & conflict resolution
Funding	Integration into sector policies	Finance
Public support	Review & implementation	Science, data, technology
Interlinkages		Public and private sector engagement

# Comparative Analysis

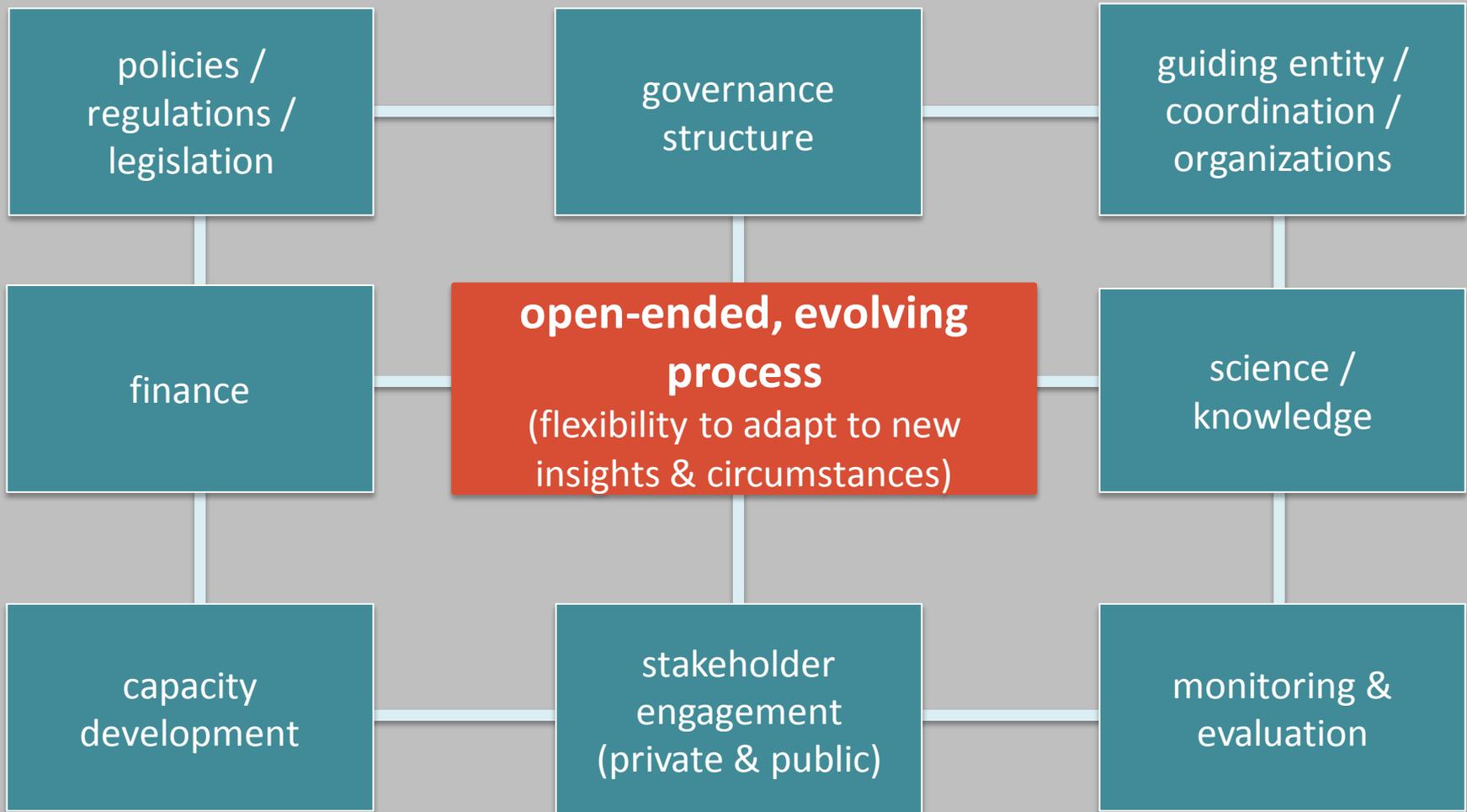
- **Process**

- What approaches are countries following as they seek to mainstream adaptation at the national level?

- **Outcomes**

- What is the result of these efforts? What are the elements of the institutional response?

# BUILDING BLOCKS OF INSTITUTIONAL RESPONSE



# Observations on governance & coordination

- Adaptation is “placed” in different homes – often environment, but sometimes planning (where this exists as a separate function)
- Coordination is required both across sectors and across scale (local – national)
- Need for leadership and political commitment (at the highest level)
- Need to create interest and incentives for sustained response and involvement of different stakeholders
- Link with resource allocation and finance
- Clear identification of authority and power

# Observations on finance

- Recognition that a combination of sources will be required
- Special purpose financing vehicles (trust funds) vs. general revenues
- Coordination of external resources (multilateral and bilateral)
- Can private investment provide public co-benefits in addition to private returns?

# Observations on pathways

- Evolving process, responds to changing circumstances and priorities
- Assessments and strategies are revisited, on a fairly consistent ongoing basis
- Linking short-term decisions with long-term strategies
- Developing a strategy is not an overnight process, each country will follow a different pathway that responds to the local context, climate risks and the needs of communities, businesses and the government
- The underlying political economy often determines the choices that will be made for the process – and the outcomes

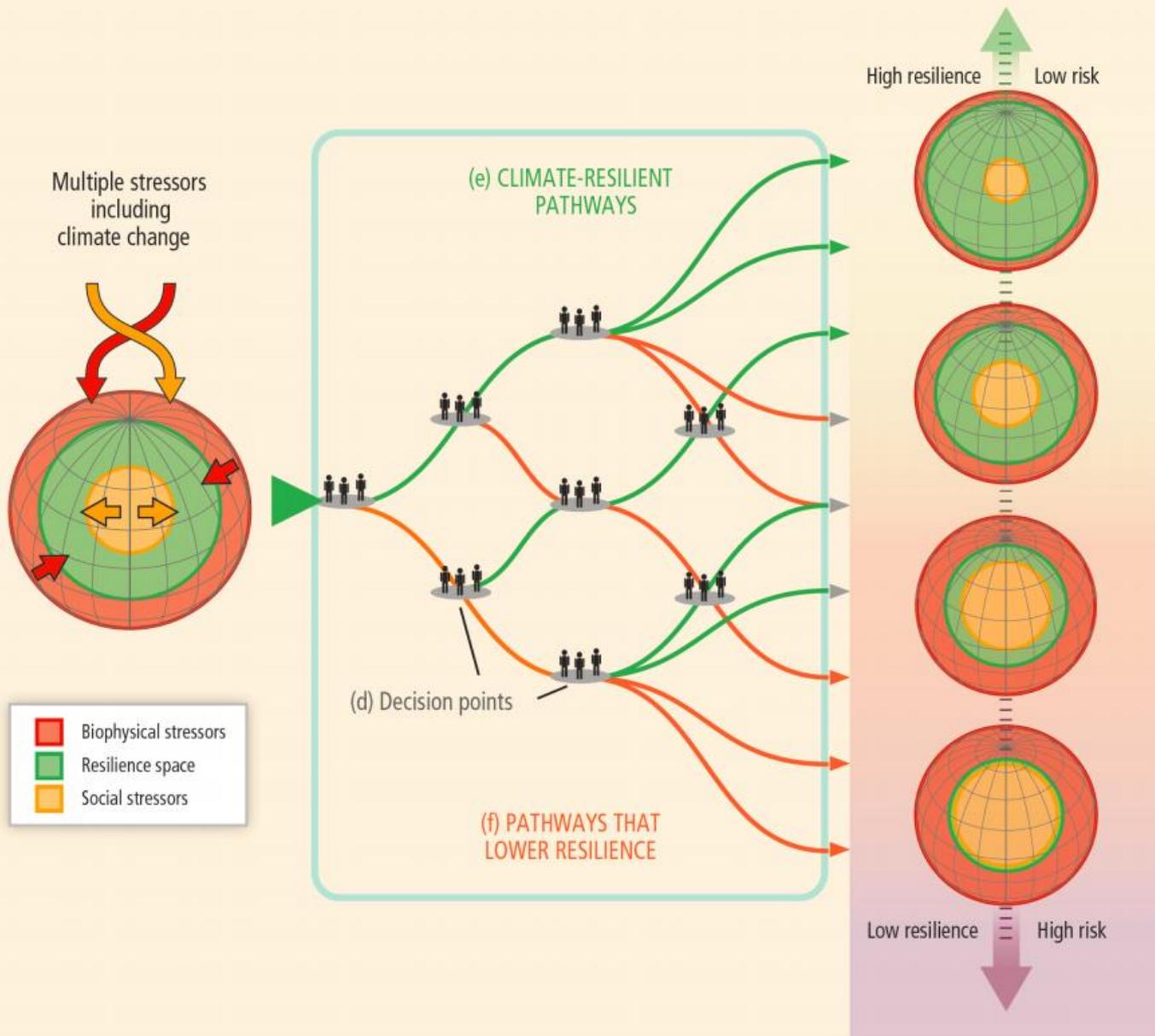
# In closing....

- Adaptation is not a one-time activity – requires ongoing action; and therefore a strong institutional mechanism. Learning and reflexivity need to be built in to the mechanism
- There is no single model or approach either for the process or the outcome with regard to institutional arrangements – however, one can identify a number of building blocks that need to be in place
- The outcome of a ‘NAP process’ ought to be a set of robust and effective institutional arrangements; and the process itself ought to be a means to develop a model that is appropriate given the national circumstances and the political economy
- Challenges
  - Supporting an ongoing, somewhat open-ended process, as opposed to specific, bounded interventions (projects). Process of discovery, rather than a simple transfer or adoption of “best” practice
  - Measurement, monitoring and evaluation – should be a means for learning that enables planning and design
  - Closing thought: But are these arrangements capable of dealing with transformational response to non-marginal change?

(a) Our world

(b) Opportunity space

(c) Possible futures



Will the NAP process help us move on climate-resilient pathways?