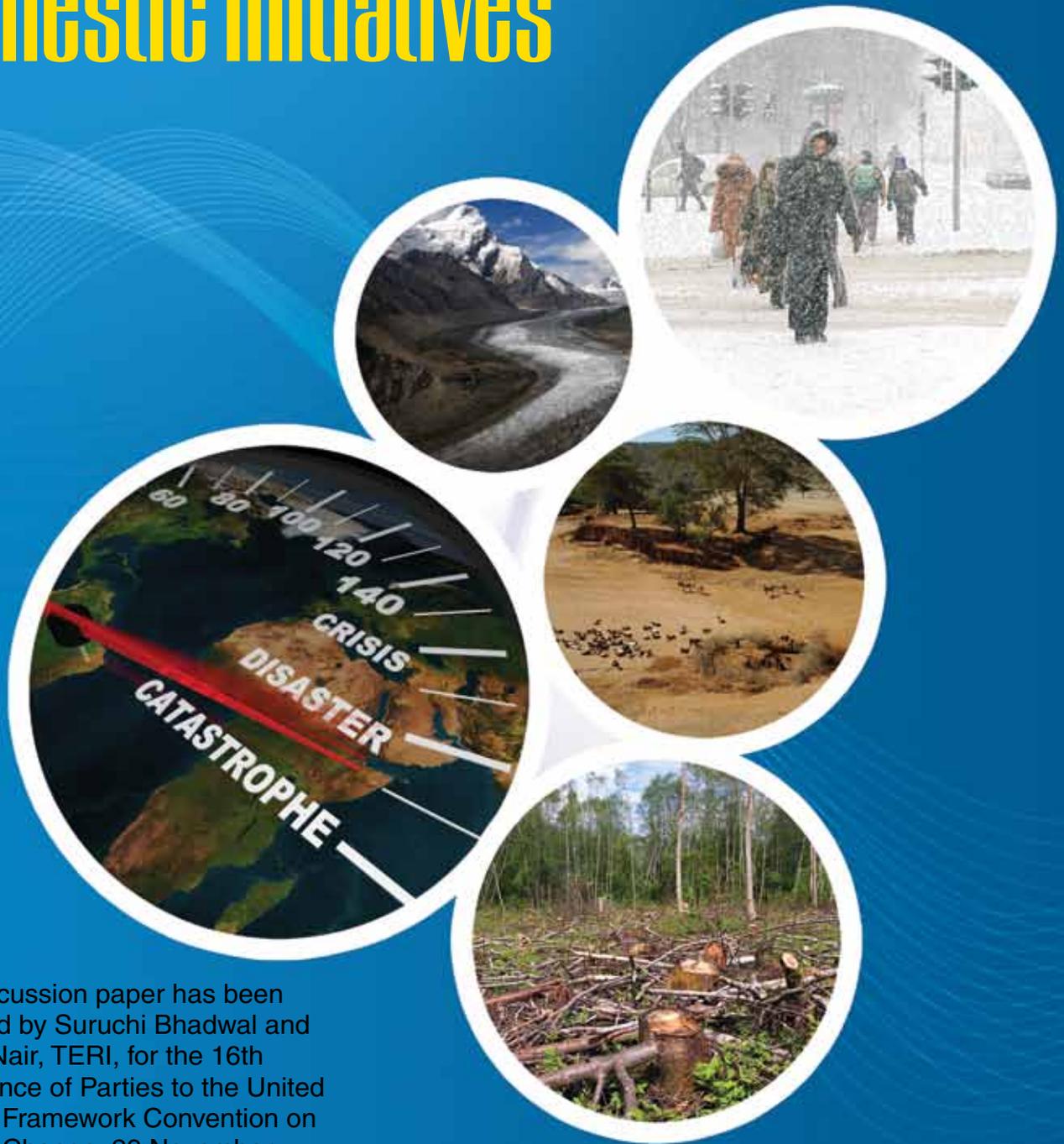


Informing international adaptation strategy through domestic initiatives



This discussion paper has been prepared by Suruchi Bhadwal and Sreeja Nair, TERI, for the 16th Conference of Parties to the United Nations Framework Convention on Climate Change, 29 November–10 December 2010, Cancún, Mexico.



The Energy and Resources Institute

www.teriin.org



Informing international adaptation strategy through domestic initiatives

Deliberations in the international arena have contributed to shaping necessary action and the mechanisms to support the implementation of adaptation in developing countries, including international cooperation on finance, technology, and capacity building. Domestic adaptation initiatives in developing countries can, in turn, provide key insights to the international community on opportunities and challenges to enable innovative approaches for research and policy action on adaptation at the local level. There is a greater need to explicitly address adaptation in negotiations because if emission stabilization scenarios are not met (or happen with a significant delay), the scale of adaptation required in the interim will be much higher. Furthermore, the risks in today's world are inter-connected with a host of climatic and non-climatic factors that are constantly interacting and creating multiple risks, hence, the need for adaptation by itself is dynamic.

The need for adaptation explicitly arises from the delays in the negotiating process on stabilizing GHG concentrations and the more the delay in stabilizing the levels, the more severe the impacts are likely to be. Besides, inter-connectedness of risks, with a host of other non-climatic factors, further complicates the situation.

While the understanding on the scientific front stresses on the need for adaptation to reduce related risks to a changing climate, there exists a void in the complete understanding of the various issues surrounding the subject. On one hand, there are gaps that are known to exist at the conceptual front, and on the other on the negotiations front that hinder the process of enforcement and operationalization at the regional and sub-regional scales while one tries to understand the application on ground.

The issues at the conceptual front largely surround the following.

1. **Resource requirement:** “Adaptation deficit”—the quantum rises due to the kind of resource investments required to adapt and the lack of it.
2. **Prioritization of regions:** Arising from the deficit issue, presenting the case is not enough to share the cake between all. Leading to the whole debate to categorize countries further on who is the most vulnerable and on what basis. Developed/developing, developing; emerging/LDCs/SIDS; continents and their development—Latin America/Asia/ Africa, using a global indicators approach for identification of vulnerable countries, and so on.
3. **Conceptualization:** Lack of clarity on certain fronts, including defining the fine line between,
 - a. Climate change and development
 - b. The issue of additionality and how it gets addressed

c. Incremental nature of proposed activities

d. Uncertainties

4. **Implementation:** The issue of who is responsible for action, given the scale on which the action is oriented and the need for mainstreaming adaptation within country specific policy framework, is imperative to address.

In negotiations, adaptation is found to be a part of the discussions and working groups, but these have not reached a level where processes could be formalized in a manner that smooth-sails the various initiatives on adaptation. A separate body for handling adaptation projects has not been constituted. This could have served as a clearing house for adaptation projects. It could also have formulated the various operational guidelines including emphasis on building capacities through training initiatives in countries for constitution of projects that include the additionality component similar to the role of the CDM Executive Board. In case of mitigation projects, this could have brought about clarity in the process and maintained transparency in operations. Right now, this seems largely led by the multilateral and bilateral agenda, which normally serves their institutional goals.

On the matter of leveraging sources for adaptation finance, there are several funds that do exist, but a number of issues surround their functioning such as the following.

- The Adaptation Fund has been operationalized. It offers direct access to countries deprived of an opportunity to take forward initiatives.
- Besides, it is also evident that the various pledges made on resource support for adaptation fall short of the committed amounts with lack of transparency on the nature of the allocations—how are they being routed? Through what funds? What modes? The billion dollar allocations announced in Copenhagen last year—\$30 billion for the period till 2012—seem to fall short substantively, and other types of funding through ODA, bilateral modes, and private sector contributions might be accounted for to showcase the shortfalls.

The basis on which the projects are awarded to countries has been criticized. While these issues still need to be resolved and a clear-cut path needed, discussions on MRVs for adaptation have begun internationally, a move which seems untimely as the basic problems are yet to be resolved.

In developing and least developing countries, while development can enable adaptation; adaptation efforts can safeguard developmental investments, including the progress on the Millennium Development Goals. Country experiences can provide a basis for funding—moving from “how much” to “what for”—by identifying specific resource gaps and need assessments. Equal focus should be given to building human resources and capacities and technology, hence, there is a need to discuss adaptation funding under the larger umbrella of “*adaptation resources*”. A common approach is required for national reporting and monitoring of vulnerability and adaptation for assimilation of country experiences. Supporting policy reforms to remove barriers for incentivizing adaptation efforts is also critical. Monitoring for

identifying the changing adaptation needs is important. This is especially true in cases when national issues of concern today may turn into subjects requiring global intervention in the long term (for example migration and transboundary issues).

Key questions that can guide learning from the country experiences include the following.

- *What are the learnings from the international debate?(Scales, resource requirements, prioritization, and so on)*
- *How are the countries looking at the scale of the adaptation challenge?*
- *How are countries defining priorities to deal with the adaptation challenge?*
- *How do they address the various challenges? (Building awareness, decentralizing action, and so on)*
- *What determines the choice of relevant strategies?*
- *How are adaptation needs being determined at national and sub-national levels?*
- *What are the current institutional arrangements and governance mechanisms and are these adequate to ensure an effective adaptation response?*
- *How do you ensure horizontal and vertical integration of policies and frameworks?*

A case from India

NAPCC was released in 2008 and set eight national priority missions for adaptation and mitigation. This includes the National Solar Mission, National Mission on Enhanced Energy Efficiency, National Mission on Sustainable Habitats, National Water Mission, National Mission on Sustaining the Himalayan Ecosystem, National Mission for a 'Green' India, National Mission for Sustainable Agriculture, and the National Mission on Strategic Knowledge for Climate change. The NAPCC is seen as an inclusive and sustainable strategy launched by the Government of India that is sensitive to climate change concerns and indicates a directional shift in India's development pathway. Of the eight missions that have been announced, three missions are known to have a direct relevance from an adaptation point of view. Following the NAPCC, a directive was issued from the national level to all states of India, in early 2010, to prepare their State SAPCC. These are in line with the NAPCC and formulated with the objective to,

1. Identify regions where investment inputs are required
2. Allocate resources to address climate concerns
3. Identify institutional structures
4. Mainstream the policy development framework

Different vulnerabilities, perceptions, capacities, and priorities define different modes of adaptation action at the state level. Therefore, these are to be based on rigorous vulnerability assessments and then identifying interventions followed by setting priorities.

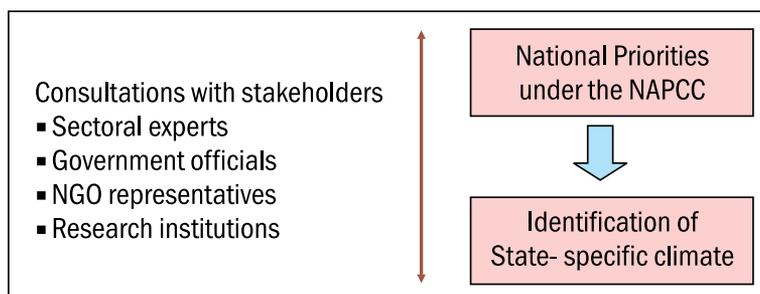


Figure 1 Broader process for development of the NAPCC

The guiding principles for development of the SAPCC are to understand the limitations of the climate data and its utility and plan under those circumstances, including assessing the impacts and interactions for vulnerability assessments, considering both macro- and bottom-up approaches for the assessments, integrating a large number of sectors and actors, addressing state priorities, and creating enabling environments within the state. After the assessments are completed, there is a need to identify the various strategies and priorities and estimate the financial needs for the implementation of those strategies. Also, the institutional structures to leverage these activities need to be clearly defined.

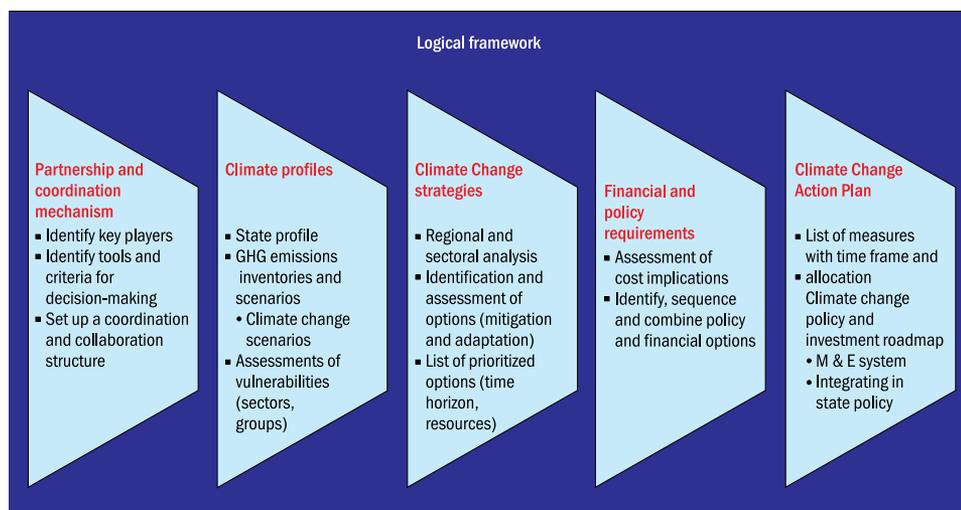


Figure 2 Logical framework for development of the SAPCCs

Source MoEF (2010)

However, several things need to be kept in mind while developing adaptation action at the national and sub-national scales, such as the following.

- Adaptation needs appear to being largely defined from a developmental perspective and mostly with reference to *baseline vulnerabilities and business as usual conditions*. This marks a clear need for greater science-policy interface for understanding uncertainties and future risks.
- There is a need for relevant and likely future scenarios to determine and undertake adaptation action. However timeframes, which determine

these scenarios, inclusion of future socio-economic development, validation of the scenarios by ground-truthing, and its applicability for decision-making should be considered.

- Impacts, vulnerability, and adaptation studies have largely been sectoral in nature and establishing cross-sectoral priorities continues to be constrained by institutional arrangements. It is essential to note that while the federal governance structure of India poses a challenge, it provides an opportunity as well.
- Operationalization of adaptation aspects remains weak in terms of convergence and coordination across various programmes, budgetary implications, integrated monitoring and evaluation system, continuous stakeholder engagement, and feedback.
- Data and methodological constraints do exist, but there is also a huge opportunity for sharing experiences at the sub-national and national levels.
- Considering the wide disparity among states in terms of adaptation needs and own capabilities to respond; the federal system offers an opportunity to pool resources and experiences for a coordinated response.

Way Forward

The Indian experience is an interesting case study of a diversity of responses to address the challenges of adaptation. Since the policy framework for adaptation in India is still evolving, there is an opportunity to make it coherent with international action, while informing on key barriers and linkages. This is true for many countries across the world, and therefore, applies to all cases.

An examination of similar country experiences can provide key insights on common barriers and opportunities, which in turn can inform the international negotiations process.

List of Abbreviations

AWG	Adhoc Working Group
CCAA	Climate Change Adaptation in Africa
EC	European Commission
GEF	Global Environment Facility
GHG	Greenhouse Gases
LDC	Least Developed Countries
MoEF	Ministry of Environment and Forests
MRV	Measurable, Reportable, and Verifiable
NAPCC	National Action Plan on Climate Change
ODA	Official Development Assistance
PPCR	Pilot Programme on Climate Resilience
SAPCC	State Action Plan on Climate Change
SIDS	Small Island Developing States
UNFCCC	United Nations Framework Convention on Climate Change
WB	World Bank

Credits This brief is based on TERI's work presented in its side event in Tianjin, China on 8 October 2010 at the UNFCCC AWG meeting, followed by a presentation at an International Conference on Bridging Science-Policy Interface under the CLIPORE Programme, supported by MISTRA, which also supported a part of TERI's work on adaptation issues.

For further details, contact

Sreeja Nair
Associate Fellow
The Energy and Resources Institute (TERI)
India Habitat Centre, Lodi Road,
New Delhi – 110 003

Tel. 2468 2100 or 4150 4900
Fax 2468 2144 or 2468 2145
India +91 • Delhi (0) 11
E-mail sreejan@teri.res.in
Web www.teriin.org