Convergence of Disaster Risk Reduction and Climate Change Adaptation

A Review for DFID
31st October 2008

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N.B: This document is the product of a study commissioned by the UK Department for International Development (DFID) and was authored for DFID staff members. The authors welcome DFID's willingness to share this document with a wider audience, but encourage readers to recognise that the recommendations included here are intended for a DFID audience.

Executive Summary

Development faces a growing threat from a changing climate – particularly through the impact of more extreme events. OECD estimates show that up to 50% of development assistance may be at risk because of climate change.

In managing such risks to development, there is significant overlap between disaster risk reduction (DRR) and climate change adaptation (adaptation). However, these agendas have evolved independently until now. DRR can deal with current climate variability and be the first line defence against climate change, being therefore an essential part of adaptation. Conversely, for DRR to be successful, it needs to take account of the shifting risks associated with climate change and ensure that measures do not increase vulnerability to climate change in the medium to long-term.

So far there has been limited integration of DRR and adaptation despite the two agendas sharing similar goals and conceptual overlaps, and both struggling to be mainstreamed into regular development planning. At stake is policy coherence and effective use of resources, as continued separation results in administrative inefficiencies, duplication of efforts and damaging competition between different inter-sectoral coordination mechanisms.

Recommendations

This paper develops a series of detailed recommendations on how DFID can promote convergence of adaptation and DRR. These recommendations are clustered under the following five headlines:

- Support the DRR community to engage in climate change negotiations more effectively
- Integrate DRR and adaptation in the guidance and delivery of respective funding mechanisms
- Promote closer integration or convergence of DRR and adaptation teams in bilateral, multilateral and civil society organisations
- Support the generation of integrated knowledge, experience and guidance
- Incentivise convergence in national governments and co-ordination mechanisms

A critical period

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The next two to three years are a critical period for international climate change policy making and provide a strategic opportunity for promoting coherence between DRR and adaptation. The growing momentum for such convergence must result in improved integration of both DRR and adaptation in regular planning and programming at all scales, resulting in better development outcomes, even in the face of a changing climate.

Contents

1. Introduction

The DFID 2006 White Paper states that 'disaster risk reduction is a crucial part of adaptation and particularly important to vulnerable communities'. Both the Stern Review on the Economics of Climate Change and DFID's DRR Policy state that about two thirds of disasters are caused by climate hazards and these are increasing in number and severity due to climate change[i].

In the context of:

- the Bali Action Plan, which refers to the importance of using 'disaster reduction strategies and means to address loss and damage associated with climate change';
- the 2009 Climate Change negotiations in Copenhagen;
- the 2009 Global Platform on DRR;
- DFID's evolving Climate Change Implementation Strategy; and
- the forthcoming evaluation of DRR in DFID,

this is a crucial time for DFID to establish complementary and/or integrated funding mechanisms and ensure programming is coherent and optimises the use of resources.

Hence, the objectives of this study are to:

- establish if, why and how DRR and adaptation policy and programming should converge
- Identify the internal and external constraints and incentives for convergence
- Identify mechanisms for joint funding and programming of DRR and adaptation
- Identify gaps which need to be addressed

The material presented here is drawn from the consultants' experience, the review of documentary evidence and consultation with over forty key actors from bilateral/multilateral organisations and NGOs working at the interface between adaptation and DRR.

The paper begins by assessing the similarities and differences between adaptation and DRR, before examining what is at stake if the two agendas do not converge. It then presents evidence of where DRR and adaptation is already converging, and is followed by a section evaluating obstacles to further convergence in which a series of recommendations are presented to overcome the obstacles. The final section ranks all the specific recommendations to give a list of priorities for DFID.

2. Adaptation and DRR: Similarities and Differences

Adaptation and DRR have much in common. Both aim to reduce the impacts of shocks by anticipating risks and addressing vulnerabilities.

Indeed, the majority of climate change impacts will materialise through climate variability (e.g. especially wet rainy season) and extreme weather events (e.g. heavy rainfall events). Climate change is shifting the frequency and intensity of hazards, such as heavy rainfall, droughts, high sea levels, and possibly cyclones, with direct implications for disaster risk[ii].

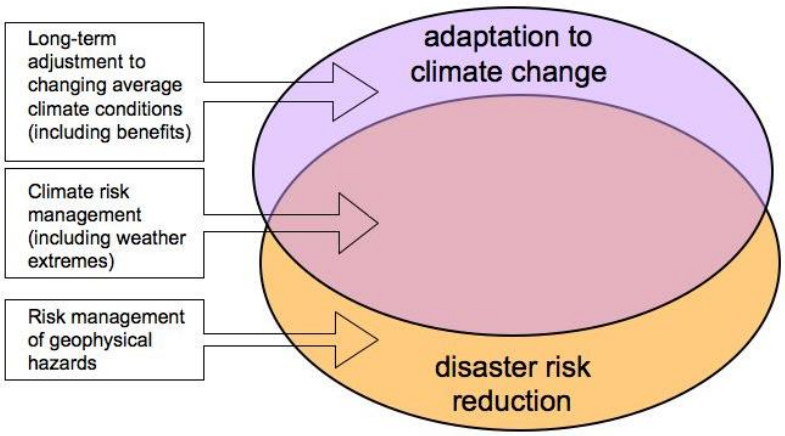
Definitions

Climate change adaptation: 'An adjustment in natural or human systems in response to actual or expected climate stimuli or their effects, which moderates harm or exploits benefit opportunities.'[iii]

Disaster risk reduction: The broad development and application of policies, strategies and practices to minimise vulnerabilities and disaster risks throughout society, through prevention, mitigation and preparedness'.[iv]

However, while reducing the risk of weather extremes is a substantial component of managing climate risk and of the overlap between DRR and adaptation (see figure 1), DRR does not equal adaptation, and effective disaster risk management in a changing climate is more than business as usual.

Figure 1: Overlap between DRR and Climate Change Adaptation



As illustrated in figure 1, the main overlap between the two is the management of hydro-meteorological hazards, where DRR needs to take account of changing hazards, and adaptation needs to build resilience to their impacts. Two key distinctions are that:

(A) DRR tackles the risks of geophysical hazards (like volcanoes and earthquakes), whereas adaptation does not.

(B) Adaptation also considers the long-term adjustment to changes in mean climatic condition, including the opportunities that this can provide, whereas DRR is predominantly interested in extremes.

Table 1 further examines the differences between DRR and adaptation and considers whether there are any signs of convergence where difference is seen.

Table 1: Conceptual and Practical Differences between DRR and adaptation

Modified from Tearfund/IDS (2008) Linking Climate Change Adaptation and Disaster Risk Reduction.

DIFFERENCES		SIGNS OF CONVERGENCE
DRR	**Adaptation**	
Relevant to all hazard types	Relevant to climate related hazards	N/A
Origin and culture in humanitarian assistance following a disaster event	Origin and culture in scientific theory	Climate change adaptation specialists now being recruited from engineering, watsan, agriculture, health and DRR sectors
Most concerned with the present – i.e. addressing existing risks	Most concerned with the future – i.e. addressing uncertainty/new risks	DRR increasingly forward-looking. Existing climate variability is an entry point for climate change adaptation
Traditional/indigenous knowledge at community level is a basis for Resilience	Traditional/indigenous knowledge at community level may be insufficient for resilience against types and scales of risk yet to be experienced	Examples where integration of scientific knowledge and traditional knowledge for DRR provides learning opportunities
Traditional focus on vulnerability reduction	Traditional focus on physical exposure	N/A
Community-based process stemming from experience	Community-based process stemming from policy agenda	N/A
Full range of established and developing tools	Limited range of tools under development	increasing recognition that more adaptation tools are needed and must learn from DRR
Incremental development, low to moderate political interest	New, emerging agenda, high political interest	None, except that climate-related disaster events are now more likely to be analysed and debated with reference to climate change
Funding streams often ad hoc and insufficient	Funding streams sizeable and increasing, though still not proportionate to size of problem	DRR community engaging in climate change adaptation funding mechanisms

3. What is at Stake if DRR and Adaptation do not converge?

For both adaptation and DRR, the real objective is effective development planning and programming: managing risks and uncertainties for all shocks and stresses is simply good business, particularly in the face of mounting evidence that disasters are hampering development and poverty alleviation. On the other hand, as experience has shown, neither adaptation nor DRR will happen naturally. There is often little political will or financial incentive to invest resources to ensure that something does *not* happen, rather than investing in visible infrastructure or social programs.

The incentives are even more skewed given that the donor community provides generous humanitarian assistance after a disaster but largely fails to provide similar support for risk reduction. Attention to incentives, institutions and instruments to promote good risk-aware development is urgently needed.

However, *both* agendas suffer from a lack of political influence and human capacity to raise the profile of risk management in mainstream development planning and practice (although adaptation now has significantly more political attention and human capacity in the UK and elsewhere than DRR). In developing countries, adaptation and DRR typically have separate institutional "homes", often ministries of environment for adaptation and ministries of the interior or similar agencies for DRR, each with their own intersectoral coordination groups, each with their own channels of funding, and each with separate entry points in different international agreements (UNFCCC and Hyogo framework, respectively). While sharing very similar objectives, and similar challenges in raising the profile of their agendas, they typically fail to coordinate among themselves.

Such duplication of efforts, administrative inefficiencies, and even competition among various groups not only hampers DRR and adaptation efforts, *but compromises the overall effective use of resources*. Hence, opportunities for joint work towards the common objective of reducing risk to development must be seized wherever feasible.

At a more technical level, the growing climate change efforts may waste time and impact reinventing the wheel if they neglect existing experience, methods and tools developed for DRR. On the other hand, efforts on DRR that do not take account of changing hazards may not only fail to achieve their objectives, but even increase vulnerability, for instance when flood defences provide a false sense of security, but will fail to provide lasting protection against rising flood risk.

4. Where are Adaptation and DRR already converging?

4.1 Convergence in International Agreements

The overlapping objectives of adaptation and DRR are increasingly reflected in international agreements, government statements and policies, as well as in joint activities.

4.1.1 DRR in the UN Framework Convention on Climate Change

The main international forum for formulating climate change policy is the United Framework Convention on Climate Change (UNFCCC). The Convention itself mentions the need for special attention for developing countries prone to natural disasters (article 4.8d), but has no references to the concept of hazard or disaster risk.

Critically, climate change, as framed by the UNFCCC, has tended to concentrate on long-term climatic changes rather than extremes and shocks associated with current climate variability. This has made it politically challenging to integrate substantial text on tying adaptation to DRR in the UNFCCC, as DRR is perceived as only being concerned with current climate variability rather than more gradual long-term changes.

In recent years however, the attention for risk management has grown substantially as governments recognise the importance of linking adaptation and DRR and as more hydro-meteorological disasters have happened. This is reflected in implementation mechanisms, such as the funds discussed below, and in the Nairobi Work Programme[v], an international framework to improve countries' understanding of climate change impacts and vulnerability and to increase their ability to make informed decision on how to adapt successfully.

Most importantly, DRR also features prominently in the Bali Plan of Action, which

provides the roadmap for negotiations up to COP15 in Copenhagen in 2009 and which should result in a new international climate agreement for 2012 and beyond. This crucial document recognizes the need for enhanced action on adaptation, including (...):

> ***"Disaster reduction strategies and means to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change"***[vi]

To shape these elements, the UNFCCC Ad-hoc Working Group on Long-term Collaborative Action (AWG-LCA), the main forum for discussions on post-2012 arrangements, is having a special session at COP-14 in Poznan in December 2009 on “risk management and risk reduction strategies, including risk sharing and transfer mechanisms”. In that same light, the Subsidiary Body for Scientific and Technological Advice (SBSTA) to the UNFCCC has requested that the UNFCCC Secretariat prepare a set of technical papers on physical and socio-economic trends in climate-related risks and extreme events. They are specifically requesting inputs from DRR experts.

4.1.2 Climate Change in the Hyogo Framework for Action

Albeit on a considerably smaller scale than negotiations under the UNFCCC, the Hyogo Framework for Action (HFA) provides an international framework for action on DRR. It is signed by 168 countries, is endorsed by the UN General Assembly, and is supported by the UN International Strategy for Disaster Reduction Secretariat (UN-ISDR). Contrary to the UNFCCC, the HFA does not contain an inherent financial mechanism and is not legally binding.

The HFA explicitly integrates the need to anticipate changing risks due to global climate change (even though at the time of the negotiations on the HFA, which took place before the IPCC Fourth Assessment Report, certain states were objecting to strong language on climate change). Specifically, states, regional and international organizations and other actors commit to:

> *“promote the integration of risk reduction associated with existing climate variability and future climate change into strategies for the reduction of disaster risk and adaptation to climate change, which would include the clear identification of climate-related disaster risks, the design of specific risk reduction measures and an improved and routine use of climate risk information by planners, engineers and other decision-makers.”*

4.2 Convergence in Financial Mechanisms

More detailed information on the convergence of DRR and Adaptation in Financial Mechanisms can be found in the separate technical annex to this paper.

4.2.1 DRR coverage in climate change mechanisms

The Least Developed Countries Fund (LDCF) and the Special Climate Change Fund (SCCF), two financing mechanisms set up under the UNFCCC and managed by the Global Environment Facility, pay special attention to DRR in their guidance. For example, guidance for the SCCF indicates that it will support "*capacity-building, including institutional capacity, for preventive measures, planning, preparedness and management of disasters relating to climate change, including contingency planning, in particular, for droughts and floods in areas prone to extreme weather events*".

Specific guidance for the Adaptation Fund, the financing mechanism for adaptation under the Kyoto Protocol, has not been developed yet.

4.2.2 Adaptation in DRR mechanisms

Although funding for DRR is growing, in comparison to adaptation, considerably less money is available. Several bilateral donors have specific financing for DRR, although often tied to response and early recovery programs, rather than programmed as part of "regular" development (see also the next section on DFID's investments in DRR).

Several 'windows' under the Global Facility for DRR (managed by the World Bank), including Track-II, which supports DRR and risk transfer mechanisms, and the new initiative on South-South capacity building, explicitly include adaptation to climate change among their objectives.

4.2.3 Bilateral and Multilateral Financing of DRR/Adaptation

Few bilateral or multilateral donors have integrated their support for DRR and adaptation. Many DRR programs are funded from humanitarian budgets and coordinated from humanitarian aid departments. In most cases, this segmentation of the DRR agenda is making it more difficult to achieve integration with adaptation, but even with the broader development agenda. Funding DRR by allocating a standard (often 10%) percentage of humanitarian aid does help to raise budgets for DRR, but may increase separation of DRR projects from regular sectoral development.

Indeed, the World Bank Independent Evaluation Group's review of the Bank's efforts in disaster management (Hazards of Nature, 2006) noted that efforts towards vulnerability reduction were hampered by the fact that many of those efforts were integrated in emergency recovery loans (ERLs), which may not be the best vehicle for risk reduction (particularly as these loans need to be prepared quickly and have limited three-year life spans). Similar risks may apply when coupling DRR financing to humanitarian response funding.

Incidentally, some donors are also concerned that conflating DRR funding with humanitarian assistance budgets means humanitarian assistance is complicated by the DRR/development imperative. However, at some points in the disaster cycle (mitigation, preparedness, response and recovery), particularly around preparedness for humanitarian response, the conflation of DRR and humanitarian assistance is helpful. For example, where early warning signals a potential disaster (e.g. in the form of seasonal forecasts, long-run hurricane track predictions or certainty in climate change science), the best humanitarian response is likely to combine humanitarian preparedness to respond with community-based awareness raising and organization, and DRR integrated into development, including infrastructure design and spatial planning. Few donors have systematically explored how these different dimensions need to be coordinated and which funding channels would apply where.

Adaptation, on the other hand, is typically funded out of environmental departments within bilateral development agencies. Within their own agencies, they struggle in a similar way as humanitarian aid departments to integrate their efforts into regular development operations, be it other sectors (infrastructure, agriculture, health) or within budget support policy dialogues.

Many of these departments are trying to make the case for integration of adaptation into development through a risk-based approach, screening development activities and portfolios for climate risk. By nature, this approach is closely linked to a disaster risk reduction perspective (looking at risks to development, identifying opportunities

for risk reduction within regular development, and at least avoiding contributing to disaster risk/maladaptation). While highlighting risks to projects and sectors, it has not yet led to systematic mainstreaming of adaptation to climate change (or broader climate risk management) into bilateral development assistance[3].

Partly because it remains difficult to spend substantial adaptation budgets through their own bilateral assistance, and partly for political reasons, bilateral donors (again, through their environment departments) also channel quite a substantial amount of their adaptation funding through multilateral channels, particularly the climate funds managed by the GEF. However, there is some scepticism about the extent to which those modalities will achieve the integration everyone agrees is needed.

Several bilateral donors are also investing directly in capacity building in developing countries, including through science networks as well as NGOs, as an effective means to support integration in regular policy and practice, particularly at local level. In a few occasions, such as support of the Netherlands government to the Red Cross/Red Crescent for their "preparedness for climate change" program, this has specifically included the integration of DRR and adaptation.

4.3 Convergence at National level

Many of the National Adaptation Programmes of Action (NAPAs), prepared by the Least Developed Countries under the UNFCCC, are prioritising Early Warning Systems (EWS), and need to translate those priorities into fundable proposals.

The ISDR Secretariat has also juxtaposed other areas of work under the Hyogo framework for Action and the Nairobi Work Programme - in order to outline the many areas for possible collaboration.

Emerging adaptation projects funded by the UNFCCC-related financing mechanisms also feature clear overlaps, including efforts to harmonize coordination structures. This applies, for instance, to the World Bank's GEF/SPA Kiribati Adaptation Program, which has transferred responsibility for coordinated risk management in all sectors from the Ministries of Environment and Internal Affairs, to a new Strategic Risk Management Unit in the Office of the President; to a World Bank SCCF project in the Philippines focusing on climate risk management in agriculture and irrigation which also includes coordination between the Ministry of Environment and Natural Resources and the National Disaster Coordinating Committee in the Ministry of Civil Defense.

4.4 Convergence in Knowledge and Practice

In the last two years, there has been a focus on improved sharing of DRR and adaptation tools with the purpose of increasing learning and reducing duplication. Work in this regard has been conducted by the ProVention Consortium[vii], realised through a set of workshops led by IDS, IISD and the World Bank[viii], and proposed under the UN-ISDR Working Group on Climate Change and DRR[ix]. Many civil society organisations are also placing emphasis on integrating DRR and adaptation tools so as not to burden country office staff and partners with confusing parallel approaches[x].

Many of these compendiums of tools are currently hosted on the growing proliferation of web-based resource portals set-up to support the DRR and adaptation communities. These portals, in the majority of cases, include both adaptation and

[3] The forthcoming OECD DAC guidelines on integrating adaptation into development

DRR resources, but they are often poorly organised and the portals are in all cases, more familiar to one community. A short summary of the most well-known of these portals is given below:

Adaptation and DRR Web-based Information Portals

- ***PreventionWeb*: (DRR focus, www.preventionweb.net):** Information portal for the DRR community to share experience in support of UNISDR and the implementation of the HFA
- ***ProVention Consortium (DRR focus with some climate*, www.proventionconsortium.org/*)*:** Forges partnerships and networks traditionally among DRR community, promotes dialogue and agenda setting, improves practice and manages knowledge through advancement, gathering and sharing.
- ***Adaptation Learning Mechanism* (*Adaptation Focus* www.adaptationlearning.net):** Develops tools and resources to support adaptation practices, integration of climate change risks and adaptation into development policy and capacity building.
- ***Linking Climate Adaptation Network/CBA-X* (Adaptation focus with some DRR www.linkingclimateadaptation.org):** summary of current thinking on climate adaptation issues with access to relevant and up to date resources and publications for researchers, practitioners, and policy formers, includes 1000 member e-mail-based network. .
- ***WeAdapt/WikiAdapt* (Adaptation focus www.weadapt.org)**: Working collaboratively on climate change adaptation, pooling expertise from a wide range of organisations, developing and distributing new and innovative tools, methods and datasets, share experience on practical planning, building capacity.
- ***World Bank Climate Change Portal*** (due 2008)

4.5 Other efforts towards convergence

Selected other efforts towards convergence

- In November 2009, the Danish government will host another policy forum to foster the dialogue between DRR experts/policy makers and UNFCCC negotiators on the way to COP14 and 15.
- Beyond the UNFCCC and ISDR context, focusing on integration into development, the World Bank's draft Strategic Framework on Climate Change and Development includes a commitment to integrate the Bank's work on disaster risk management and adaptation (in fiscal years 2009-10). UNDP is in the process of developing a joint work program on climate risk reduction between BCPR and BP.
- On the humanitarian side, the Red Cross/Red Crescent has had a designated Climate Centre since 2002, working on integrating climate information into disaster risk management and health programs, and promoting integrated climate risk management approaches.
- Along with OCHA and ISDR, the IFRC also plays a leading role in a coordinated effort by the Inter-agency Steering Committee (IASC) to engage the humanitarian community in the UNFCCC, and enhance capacity for integration of climate risks information into humanitarian policy and practice. This includes coordination between IASC, ISDR, and the Munich Climate Insurance Initiative (MCII) on submissions to the UNFCCC's AGG-LCA (the

Ad Hoc Working Group on Long-term Cooperative Action under the Convention, a body working on post-2012 climate regime to be agreed at COP-15 in Copenhagen in 2009, which holds a session on risk management at COP-14 in Poznan)

- Several development and humanitarian NGOs are actively promoting closer integration. For instance, Tearfund has just released a report "linking climate change adaptation and disaster risk reduction" highlighting similar concerns as expressed here.
- The Intergovernmental Panel on Climate Change is considering a special report on management of extremes, based on a proposal by Norway and ISDR. This proposal will be taken forward at a scoping meeting in early 2009.

5. Adaptation and DRR Convergence: Obstacles and Incentives

DRR and adaptation international frameworks, political processes, funding mechanism, information exchange fora and practitioner communities have developed independently and generally continue to be separate[xi].

5.1 Obstacles in International Policy Processes

Despite the relevance and importance of DRR to adaptation agreements, strategies and approaches, the incorporation of DRR into UNFCCC decision texts on adaptation has been on the whole ad-hoc and piecemeal. There are a number of reasons for this:

- Key donor governments and institutions are still struggling to ensure good communication and collaboration between their own disaster management and climate change departments and units, affecting their ability to influence UNFCCC processes.
- DRR proponents use The Hyogo Framework for Action as the international justification and architecture for scaling up DRR efforts in the UNFCCC. However, the HFA is not legally binding and gains little recognition outside the DRR community. Efforts to insert more explicit linkages to the HFA in the UNFCCC may help to engage the DRR community in the adaptation arena and possibly ensure stronger attention for DRR in climate change debates, but adopting a negotiating/advocacy position solely based on the strength of the HFA is unlikely to successful. Instead, the case for DRR in the context of the UNFCCC should be made in terms that will engage the real stakeholders that need to come on board for implementation of adaptation in developing countries: sectoral stakeholders, and ministries of finance and planning.
- Furthermore, anecdotal evidence suggests that key donor governments (and major polluters) are opposed to further integrating DRR and humanitarian assistance language into UNFCCC text as the UNFCCC is primarily interested in tackling climate change rather than climate variability. In their view, commitments to more closely link adaptation with disaster risk reduction and humanitarian assistance under the UNFCCC, would create complex and potentially expensive overlaps associated with commitments to finance disaster relief. This leaves the unhelpful spectre of posing questions about what 'portion of disasters can be attributed to anthropogenic climate change compared to existing climatic variability', a point regularly stressed by least

developed countries and small island states, who view a distinction between adaptation and DRR as problematic given their experience of the increased magnitude and frequency of disasters impacting their countries.

While there may be some structural and political reasons for the lack of integration of DRR in the UNFCCC, in reality, the disorganisation, weakness and inexperience of the DRR lobby in UNFCCC negotiation is likely to be primarily to blame. This must be strengthened urgently as the risk of not including strong references to DRR in the post-Kyoto agreement will likely present a significant block to convergence at other scales for a decade or more.

Recommendation

Support the DRR community to engage in climate change negotiations more effectively

DFID should:

- Ensure DRR staff participate in UNFCCC negotiations teams to ensure DRR remains high on agenda
- Involve DRR staff in stakeholder mapping/'game plan' exercises in preparation for Poznan and beyond.
- encourage ISDR to develop a focused and visible agenda on climate change and reallocate their existing resources to reflect this priority.
- Check with ISDR to ensure they are planning effective co-ordination of DRR community advocacy in Poznan and beyond.
- Be cautious of being too strongly supportive of ISDR's championing of Hyogo Framework for Action as something the adaptation community should adopt as an organising framework.
- Advocate for joint appointments between UN-ISDR and UNFCCC, to share experience, increase convergence, reduce duplication and maximise efficiency.
- Author a 'think piece' on convergence to encourage like-minded government support for promoting convergence at the COP-14 special session of the Ad-Hoc Working Group on Long-term Collaborative Action (post-2012 agreement) on 'risk management and risk reduction strategies, including risk sharing and transfer mechanisms'.
- Participate actively in Danish DRR/Adaptation meeting in late 2008.
- Provide financial support to BOND DRR Group to substantially scale up its convergence advocacy efforts.

5.2 Obstacles in Multi-Lateral and Bi-Lateral Institutions

Within major bilateral and multi-lateral institutions, adaptation and DRR are commonly in different parts of the organisation and may even be in managed in different geographic locations. For instance, UNDP BCPR is based in Geneva (closer to many humanitarian agencies), while the adaptation-oriented UNDP/GEF is administrated from the Bureau for Development Policy (BDP) at headquarters in New York. In the World Bank, the Climate Change Team, the Hazard Management Unit and GFDRR team are now located in the same Sustainable Development Vice-Presidency (previously they were separated), however, there is limited day-to-day interaction, joint development of tools or analyses, or joint programming on climate risk management.

A number of the consultations with NGOs in particular, pointed to the fact that convergence of adaptation and DRR should start with reorganisation within DFID. Many felt that bringing DRR and adaptation into the same organisational home would send a clear message to other multi-lateral, bilateral and civil society organisations to do the same. Some expressed concern that the persistence of the close relationship between humanitarian assistance and DRR in terms of organisational structures, is damaging the profile of DRR as a development issue and is inhibiting the ability of DRR people to communicate effectively with key development and climate change counterparts. The DRR-humanitarian linkage was described as 'an anachronism that must be countered'.

Recommendation

Promote closer integration or convergence of DRR and Adaptation teams

- Centrally, DFID should set an example to other bilaterals, multi-laterals, regional co-operation groups and national governments by bringing climate change adaptation and DRR under the same umbrella. While the DRR team may derive benefits from its association with CHASE, it does not send the right message to others DFID is trying to influence, who are looking to DFID to take a lead. Actively using DFID's decision to reorganise in this way will help to influence others.

- At the same time, create stronger programs on climate risk management in a humanitarian context, in relation to preparedness to respond, early warning, contingency planning, etc. By separately addressing those humanitarian response aspects of climate change, the delineation with the development-oriented DRR and adaptation overlaps will be much clearer.

- Promote closer integration of DRR and adaptation teams in major multilateral agencies, including development banks and UNDP, for instance through appointment of "linking pins" with dual reporting. Identify key actors and drivers in multi-lateral bodies who share convergence agenda and are willing to champion it. Include convergence as a guiding element in multilateral trust funds.

5.3 Obstacles in Financing Mechanisms

The multilateral adaptation financing mechanisms are closely tied to the UNFCCC, which in the past has not paid much attention to extremes, partly due to lack of scientific clarity on attribution of changes in extremes to anthropogenic climate change. In recent years, this is changing, and many of the requests for funding from the GEF-managed adaptation funds include attention for management of extremes.

Nevertheless, a remaining barrier for DRR-oriented actors to start making use of the adaptation funding, is the need to demonstrate "additionality", i.e. the project, or at least he portion for which financing is sought, needs to address the changes in climate, rather than just variability and extremes in the current climate. In practice, the GEF has demonstrated substantial flexibility in its treatment of this requirement, but some rationale must be included. This is often a challenge for DRR-oriented programs. DRR actors perceive these requirements as ineffective, forcing attention on climate change rather than the most urgent disaster risk.

Another challenge for integration of DRR in the adaptation financing mechanisms is the strong role of the national climate change and GEF focal points, who have to approve the applications for funding from the adaptation funds. They are usually

based in environment ministries, and often prefer projects with a strong role for their own ministry, and coordination through the climate change coordination mechanisms in the country, rather than leave the initiative to the DRR actors and/or their intersectoral coordination mechanisms.

The DFID-sponsored World Bank Pilot Programme for Climate Resilience (PPCR), which is less constrained by UNFCCC guidance, is more closely aimed at integration into development and establish useful examples of how integrated climate risk management, including DRR, can be integrated into development, including through budgetary support modalities. Likewise, the EU Global Alliance on Climate Change (GCCA) can still be shaped to strongly integrate disaster risk reduction.

Within DRR funding mechanisms, especially the GF-DRR, the integration faces less formal obstacles, although for instance the GF-DRR guidelines emphasize the need for coordination through the national platforms for DRR, rather than leaving more flexibility regarding the use of other coordination mechanisms (as long as they achieve integration of risk reduction into development).

Wihtin regular development financing, and especially within budget support and policy dialogues, both adaptation and DRR face the same obstacles: both lack strong demand from recipient countries, and are often perceived as donor interests. Both need to make a stronger case for economic and planning dimensions of integrated risk management to get policy attention at that level. The two ongoing World Bank assessments on the economics of DRR and adaptation, respectively, could play a useful role here (as demonstrated in the Pacific after the economic analyses presented by the World Bank in the 2000 Regional Economic Report, which triggered the interest of ministers of finance and planning in adaptation and disaster risk management).

Recommendation

Integrate DRR and adaptation in guidance and delivery of respective funding mechanisms

Advocate for:

- Joint DRR/adaptation proposals under the current international adaptation funding mechanisms (GEF, LDCF, SCCF, AF)
- DRR and Adaptation to be integrated in any new mechanisms set up under post-2012 agreement.
- Inclusion of DRR in Adaptation Fund guidance and in Global Alliance on Climate Change
- Stronger attention to climate change in GF-DRR and UN Trust Fund for Disaster Reduction

Join DRR and adaptation in budgetary support operations, analysing joint benchmarking criteria for climate resilient development, and ensure that the technical unit supporting PPCR includes people with crossover DRR and adaptation expertise.

Ensure proper integrated approaches to DRR and adaptation in the two World Bank assessments of economics of DRR and adaptation, respectively.

5.4 Obstacles at National Scale

In practice, the implementation modality for the GFDRR and much of the HFA are the so-called "national platforms for disaster risk reduction", promoted by the ISDR. The UNFCCC on the other hand, has focal points in ministries of environment, or sometimes the meteorological office. The preparation of national reports to the UNFCCC (such as National Communications and NAPAs) does require some form of inter-ministerial coordination process, but the UNFCCC focal point has typically assumed the lead. In most countries, these coordination mechanisms exist largely in isolation from each other. Both coordination mechanisms struggle to influence planning and budgeting in major sectors. In guidance for the GFDRR, climate change is very explicitly integrated. However, there is no explicit role for climate change focal points or coordination mechanisms.

As a contribution to the interagency VARG, the EC funded a research project to look at links between climate change and DRR in Mexico, Vietnam and Kenya, which reported in 2007. It found no concrete evidence of systematic integration of disaster risk management and adaptation in terms of project activities, coordination and fundraising. At the project's wrap-up workshop, participants stressed the need for national DRR and adaptation budgets to enable joint programming, however, for this to be achieved a clear cost-benefit, cost effectiveness case needs to be made to confine Finance Ministries that public spending is justified[xii].

In stimulating better risk management, there is no one-size-fits all solution, such as integration of the DRR agenda into the climate change coordination structures, or vice versa. Instead, donors should build on existing capacities. This may mean working with well-functioning DRR mechanisms where they exist, particularly when they are well integrated in sectoral planning. In other cases where the DRR infastructure is still weak, it may be better to focus on the institutions coordinating the new adaptation funding, using them as an entry points for better DRR through existing climate change co-ordination mechanisms. Where political will for the joint agenda is strong, another solution may be top-down integration of both agendas, for instance under the leadership of the prime minister or head of state.

Recommendation

Incentivise Convergence in Developing Countries

- DFID country offices should:
  - join with donor partners to raise adaptation and DRR together in development dialogues and integrate them in budget operations.
  - Support local NGOs working on a convergence agenda
  - Work with the strongest national co-ordination mechanisms, whether DRR or adaptation (e.g. National Platforms or NAPA committees), to foster broader integration and facilitate stronger connections

- DFID DRR team should:
  - Encourage ISDR or independent body to review National Platforms, indicating strengths and weaknesses in each country and value of overall approach.
  - Support ISDR to ensure National Platforms link with and integrate climate change issues.

5.5 Obstacles to Sharing Integrated Knowledge, Experience and Guidance

Historically, there are separate communities of policy makers, practitioners and researchers working on DRR and adaptation, with limited overlap in networks, meetings and methods and tools. Some DRR specialists are sceptical of the sudden popular interest in adaptation, and the adaptation community's perceived focus on a long-term agenda that only encompasses part of the entire array of hazards (excluding earthquakes, for instance). Some DRR experts also feel that the adaptation community often focuses too much on climate as the main driver, and fails to acknowledge the social factors behind vulnerability. Adaptation experts have tended to focus more on longer-term issues, and particularly changing averages (which are easier to get from GCM modelling), and of course find that the DRR community fails to address those. An additional complication is that the two communities often use different language for similar issues.

It is clear that the driver for closer integration is the growing demand from the applications side, where projects or plans want to address the full spectrum of risk at once (but currently fail to find proper guidance or documented experience). In recent years, there has indeed been an increase in mutual interest and a growing number of joint sessions at major events, knowledge portals and guidance documents, but there is still some way to go. DFID can support the emerging initiatives for integrated knowledge, experience and guidance, particularly by focusing on applications rather than theoretical explorations.

Recommendation

Support generation of integrated knowledge, experience and guidance

- Commission collection of examples and experience of where adaptation and DRR have been integrated successfully at all scales (including evidence from DFID country offices and NGOs currently supported by the DRR team). Use report to highlight this to other parts of DFID and other agencies, helping to demonstrate resource effectiveness of integrated approaches.
- Explore whether the ProVention Consortium's strategy could be updated to incorporate climate risk management more explicitly - meaning it would be responsible for increasing awareness of DRR/adaptation overlaps, promoting related policy dialogue and analysis, and exchange on tools, good practice, evaluations, training, workshops.
- Stimulate attention for DRR in DFID's Central Research Department (CRD), and particularly under the Climate Change Adaptation for Africa (CCAA) programme, ClimDev and other major adaptation programs.
- Invest in emerging areas of thinking and practice that naturally blend both perspectives, such as the social dimensions of DRR and adaptation, including the potential role of social protection.
- Support key humanitarian agencies including the UN system, the Red Cross/Red Crescent, and civil society organisations to engage in programming and research which address the impact of climate change on humanitarian assistance, including in the context of the Inter-Agency Standing Committee (IASC).

Summary of Recommendations

Summary	Specific Recommendations
Support stronger, visible engagement of the DRR community in climate negotiations.	Ensure DRR staff participate in UNFCCC negotiations teams to ensure DRR remains high on agenda
	Involve DRR staff in stakeholder mapping/'game plan' exercises in preparation for Poznan and beyond.
	Encourage ISDR to develop a focused and visible agenda on climate change and reallocate their existing resources to reflect this priority.
	Check with ISDR to ensure they are planning effective co-ordination of DRR community advocacy in Poznan and beyond.
	Advocate for joint appointments between UN-ISDR and UNFCCC, to share experience, increase convergence, reduce duplication and maximise efficiency.
	Author 'think piece' on convergence to encourage like-minded support for convergence at the COP-14 special session on DRR/Adaptation
	Participate actively in Danish DRR/Adaptation meeting in late 2008 and in other convergence agenda meetings.
	Provide financial support to BOND DRR Group to substantially scale up its convergence advocacy efforts.
Integrate DRR and adaptation in guidance and delivery of respective funding mechanisms	Encourage Joint DRR/adaptation proposals under the current international adaptation funding mechanisms (GEF, LDCF, SCCF, AF)
	Advocate for DRR and Adaptation to be integrated in any new mechanisms set up under post-2012 agreement.
	Advocate for Inclusion of DRR in Adaptation Fund guidance and in Global Alliance on Climate Change
	Encourage stronger attention to climate change in GF-DRR and UN Trust Fund for Disaster Reduction
	Join DRR and adaptation in budgetary support operations, analysing join benchmarking criteria for climate resilient development and ensure technical body supporting PPCR includes people with crossover DRR and adaptation expertise.
Organisational Change: Promote closer integration or convergence of DRR and Adaptation teams	Bring climate change adaptation and DRR under the same umbrella. Actively, using DFID's decision to reorganise in this way will help to influence others.
	Create stronger programs on climate risk management in a humanitarian context, in relation to preparedness to respond, early warning, contingency planning, etc.
	Promote closer integration of DRR and adaptation teams in major multilateral agencies, including development banks and UNDP, for instance through appointment of "linking pins" with dual reporting. Identify key actors and drivers in multi-lateral bodies who share convergence agenda and are willing to champion it.
Support generation of integrated knowledge,	Commission collection of examples and experience of where adaptation and DRR have been integrated successfully at all scales.
	Explore whether the ProVention Consortium's strategy could be updated to incorporate climate risk management more

experience and guidance	explicitly
	Stimulate attention for DRR in DFID's Central Research Department (CRD)
	Invest in emerging areas of thinking and practice that naturally blend both perspectives
	Support key humanitarian agencies including the UN system, the Red Cross/Red Crescent, and civil society organisations to engage in programming and research which address the impact of climate change on humanitarian assistance, including in the context of the IASC.
Incentivise Convergence in Developing Countries	DFID country offices should join with donor partners to raise adaptation and DRR together in development dialogues and integrate them in budget operations.
	Give in-country support to local NGOs working on a convergence agenda
	Work with the strongest national co-ordination mechanisms, whether DRR or adaptation (e.g. National Platforms or NAPA committees), to foster broader integration and facilitate stronger connections
	Encourage ISDR or independent body to review National Platforms, indicating strengths and weaknesses in each country and value of overall approach, with aim of supporting ISDR to ensure National Platforms link with and integrate climate change issues.

Annex 1: Reflections on Consultations

The consultations included a wide array of stakeholders in DRR and adaptation, including bilateral and multilateral aid agencies, development and humanitarian NGOs, universities and think tanks.

Overall, there was great interest in the topic of convergence of the two agendas, with general agreement about the need for further integration. Some people were very ambitious and optimistic about the prospects to achieve that, others emphasized the constraints and the political economy within developing countries, which would stand in the way of integration when actors from both different sides face different institutional contexts and incentives.

Several bilateral donors, most particularly Switzerland, Denmark and Sweden, were very interested (others known to be interested in this agenda, notably Norway, were not available to provide comments in time). Switzerland even used the consultation as a reason for an internal discussion on the integration of DRR and adaptation to climate change. They all stressed the challenge of integration of both into development.

Some actors, such as ISDR, stressed the need to make DRR much more prominent in UNFCCC and other fora. Several others, on the other hand, emphasized the need for both adaptation and DRR agendas to make their case on its development merits, provide evidence of good economics and clear guidance and tools that will convince development practitioners to integrate both of them into their regular work. Some expressed concern about the way the DRR community, especially ISDR and some of the organizations closely aligned with it, are constantly emphasizing the Hyogo Framework for Action, as if an international agreement as such, not legally binding and without a financial mechanism attached to it, would be a reason for action on the ground.

Some NGO representatives, while supportive of the general intention of coherence between DRR and adaptation, expressed scepticism about potential international efforts towards integration, saying that on both fronts (adaptation and DRR) the existing international mechanisms currently fail to address the real needs and opportunities (empowerment) at community level, due to the political economy within developing countries and in international policy processes. From that perspective, integration at international and national level is not the main concern, and may even serve as an excuse for not addressing that real issue of local empowerment.

Annex 2: Key International Events for the Convergence Agenda

13-14 November 2008	Policy forum on climate and disaster risk, hosted by DANIDA	Copenhagen, Denmark	Theme “Adapting to climate change: strategies for reduction of disaster risks and response”. The Forum is intended to feed into UNFCCC COP14 in Poznan, and provide a roadmap on streamlining DRR and adaptation towards COP15 in Copenhagen.
1-12 December 2008	UNFCCC Conference of the Parties (COP14)	Poznan, Poland	Key negotiating round towards future climate change framework to be agreed in 2009 (Copenhagen). Specific ”AWG-LCA” session on risk management and risk sharing, likely on December 4. IASC, ISDR and MCII are coordinating inputs on disaster risk management (response, risk reduction and risk transfer). See www.unfccc.int
Early 2009	IPCC	Tbd	Scoping meeting for an IPCC special report on managing the risk of extreme events to contribute to adaptation to climate change. See http://www.ipcc.ch/meetings/session29/doc6.pdf
1-12 June 2009	UNFCCC subsidiary bodies (SB	Bonn, Germany	Continuing negotiations towards Copenhagen (at least two additional intersessional meetings will take place during 2009, likely in March/April and August/September, in Bonn or another UN complex). See www.unfccc.int
15-19 June 2009	ISDR Global Platform	Geneva, Switzerland	See www.preventionweb.net/globalplatform
31 August – 4 September 2009	WMO Third World Climate Conference (WCC3)	Geneva, Switzerland	First and second World Climate Conferences (1979 and 1990) played a key role in raising awareness on climate risk. This WCC3 is an opportunity to link science and climate risk management. Both adaptation and DRR feature prominently on draft agenda, with an explicit link to the UNFCCC process. See http://www.wmo.ch/pages/world_climate_conference/index_en.html
30 November – 11 December 2009	UNFCCC Conference of the Parties (COP15)	Copenhagen, Denmark	Negotiations to finalize the post-2012 climate change framework. See www.unfccc.int

Acknowledgements

This note was prepared by Maarten van Aalst and Tom Mitchell under the overall guidance of Olivia Coghlan. We are grateful to many others who provided substantial inputs into the review, including Richard Martini, Richard Haviland, Jack Campbell, Ellen Kelly, Sean Doolan, Yvan Biot, Tamsin Vernon and Clare Shakya (DFID), Nick Hall (Plan International), Bina Desai (Christian Aid), Kit Vaughan (WWF), Rachel Berger (Practical Action), Sarah La Trobe (Tearfund), Lisa Schipper (Stockholm Environment Institute), Sahba Chaudran (Oxfam Hong Kong), Angie Dazé (CARE), Shardul Agrawala (OECD), Silvia Llosa, John Harding and Marc Gordon (UN-ISDR), Johan Schaar (Swedish Commission on Climate Change and Development), Saroj Kumar Jha and C.y. Nuñez-Ollero (World Bank), Walter Kennes (EC), Karen O'Brien (University of Oslo), Madeleen Helmer (Red Cross/Red Crescent Climate Centre), Margaret Arnold and Bruno Haghebaert (ProVention Consortium), Christine Pirenne (Netherlands Ministry of Foreign Affairs/DGIS), Antony Spalton (International Federation of Red Cross and Red Crescent Societies), Robert Roots (British Red Cross), Sven Harmeling (GermanWatch), Daniele Ponzi and Sebastian Veit (African Development Bank), Anton Hilber, Miryam Steinemann, Giacomo Solari (Swiss Ministry of Foreign Affairs/DEZA).

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i In that light, DFID's CHASE Disaster Risk Reduction (DRR) team and the Global Environmental Assets (GEA) team commissioned a briefing note last July to identify theoretical and institutional links between Climate Change Adaptation (CCA) and DRR and how they can be addressed more coherently. Since then, joint work streams such as climate risk screening notes, training modules, and using the 10% commitmenti as an opportunity to invest in risk reduction or adaptation initiatives have been taken forward. More recently, the Renewable Natural Resources and Agriculture Team has worked with the Institute of Development Studies (IDS) on a scoping study on the policy linkages and complementarities of the fields of Agriculture, Climate Change Adaptation, Disaster Risk Reduction and Social Protection.

[ii] Disaster risk can be defined as "the probability of harmful consequences or expected losses resulting from interactions between natural or human-induced hazards and vulnerable conditions" (http://www.unisdr.org/eng/library/lib-terminology-eng%20home.htm)

iii IPCC (2007) Climate change 2007. IPCC Fourth Assessment Report. IPCC, Geneva, Switzerland. (available on http://www.ipcc.ch)

iv E.g., Twigg, J (2004). Disaster Risk Reduction. Mitigation and Preparedness in development and emergency programming. HPN Good Practice Review number 9, ODI, London, UK.

[v] The Nairobi work programme is a five year programme (2005-2010) that aims to help countries improve their understanding of climate change impacts and vulnerability and to increase their ability to make informed decisions on how to adapt successfully. It is an international framework implemented by Parties, intergovernmental and non-governmental organizations, the private sector, communities and other stakeholders.

[vi] UNFCCC (2007) Bali Action Plan, item

[vii] See http://www.proventionconsortium.org/?pageid=32&projectid=13

[viii] http://www.iisdrs.org/2008/06/unfccc-sb-28-17.html, http://www.iisd.org/pdf/2007/sharing_climate_adaptation_tools.pdf http://community.eldis.org/.5994ce60/Sharing%20Climate%20Adaptation%20Tools/

[ix] http://www.unisdr.org/eng/risk-reduction/climate-change/cc-working-group.html

[x] See e.g. Tearfund (2008) Linking climate change adaptation and disaster risk reduction, London, UK; and Red Cross/Red Crescent Climate Centre (2007) Red Cross/ Red Crescent Climate Guide, The Hague, The Netherlands.

xi Thomalla et al (2006), Reducing hazard vulnerability: towards a common approach between disaster risk reduction and climate adaptation

xiiLinking CC adaptation DRR and Poverty reduction EC DRM/ CC report 2007.