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INSTITUTE FOR CLIMATE AND SUSTAINABLE CITIES

POLICY BRIEF

CLIMATE CHANGE ADAPTATION FRAMEWORK:

A participatory planning approach for integrating climate resilience in development planning

ANAT PRAG
Cordaid

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Based on experience, skills, tools and practices of Cordaid Philippines and ICSC Teams, and stakeholders and networks in Guiuan, Coron, Surigao del Norte, the Bantayan Island group of Municipalities and Mandaue City, Philippines

Women replanting Pandan in Tabanua communities in Coron to protect the coast from tidal surges whilst providing the raw materials for their handicraft business. Photo by Juan Miguel Torres

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ICSC is a climate and energy policy group based in the Philippines advancing climate-resilient and low-carbon development locally, nationally and internationally.

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Community-based hazard and risk mapping in Coron, Palawan. Photo by Cordaid Philippines

CONTEXT

Republic Act 9729 or the Climate Change Act of 2009 declared that the Philippines would set forth toward systematically integrating climate change in development policy, plans, and strategies. Local government units (LGUs) are acknowledged as the frontline agencies in addressing the impacts of climate change through the formulation of Local Climate Change Action Plans (LCCAPs)[1] as one of many mandated sectoral plans. The same mandate was reiterated and underscored when RA 9729 was amended by the People's Survival Fund Law[2] which introduced a financing option specifically for local actors and their initiatives.

LCCAPs are concrete implementation and investment plans aligned with the National Framework Strategy for Climate Change (NFSCC) and the National Climate Change Action Plans (NCCAP) to ensure a unified response to climate change. The Climate Change Commission (CCC) and Department for Interior and Local Government (DILG) are continuously working to ensure the quality of LCCAPs at the LGU level[3].

However, the execution of LCCAPs has several barriers. Localized climate planning, finance, and policy require not only science-based analysis to create effective long-term plans based on reliable climate projections and research but also comprehensive local information from communities. This extensive level of technical expertise poses some challenges at the local level. Likewise, the sectoral structure of existing planning tools, reflecting the five primary sectors of development (infrastructure, environment, economics, social, and institutional) under the leadership of city and municipal LGUs, challenges the inter-sectoral, integrated, and trans-boundary approaches necessary to analyze the impact of climate-induced hazards across ecosystems, landscapes, between neighboring localities, and across urban zones. Capacity investment is crucial to make this accessible to local government officials through enabling increased collaboration between government and non-governmental actors and technical experts. A comprehensive climate risk analysis that ensures integrated and trans-boundary approaches should form the basis of building adaptation strategies and adaptive capacities.

Emerging Challenges at the Local Level:

- Due to the technical and tedious nature of LCCAP formats and processes, some LGUs reportedly hired consultants to prepare the plan on their behalf. Significant challenges in execution arise when local implementers are not aware or have no ownership of the plan and ultimately have limited understanding or capacity to implement development plans that have been prepared by others.

- The DILG seal of good local governance has long been a source of pride for LGUs. Climate change, through the LCCAP, has been included in the disaster preparedness and environmental protection criteria for good local governance. Unfortunately, CCC has reported that some LGUs submitted LCCAPs that are incomplete in form, content, and process. A possible reason is that the plans were developed merely out of compliance to documentary requirements, limiting the quality of climate risk analysis. This situation usually leads to the LCCAPs becoming a wish list of usual activities rather than a response to local contexts nor a contribution to local adaptive capacity.

- Insufficient analysis of localized demographic, environmental and economic projections and future climate scenarios to build strong climate rationale have become common hindrances in enabling LGUs to access resources and support for the execution of plans, thus making the LCCAPs nothing more than plans on paper.

This document highlights the Climate Change Adaption Framework (CCAF) as a viable approach to local stakeholder support that can complement the climate policy development at the local level and respond to the needs of vulnerable communities. The CCAF enables LGUs to fulfill their role as partners of the national government in combating climate change through a risk-informed and context-based approach.

With external process facilitation from the Catholic Organization for Relief and Development and technical assistance from the Institute for Climate and Sustainable Cities, the CCAF approach has been piloted in five municipalities and a city[4]. Neighboring localities facing similar conditions and civil society organizations at the local level have already expressed their interest in replicating the process. As of 2020, three out of six municipalities are actively pursuing resource mobilization strategies. Their experience from planning to resource mobilization at the national and global levels will continue to provide insights on improving existing policy to enable efficient access to government finance windows.

First joint-meeting of the 5 Haiyan Corridor LGUs for the joint GCF-SAP proposal. Cebu, Philippines 2019. (Photo by Cordaid Philippines)

WHAT IS THE CLIMATE CHANGE ADAPTATION FRAMEWORK?

The CCAF is a 10-year climate planning and resource mobilization approach that promotes a multi-stakeholder and evidence-based approach to building resilience strategies that protect local resources and increase community resilience against the impacts of climate change and other aggravating natural and anthropogenic hazards. With the help of Partners for Resilience (2016–2020), the CCAF supports LGUs through the following:

1. ***Complementing local planning processes.*** The CCAF is anchored on the understanding that climate-resilient planning leads to improved development planning. The tools encourage evidence-based baseline data-gathering, climate change and disaster risk assessments and analysis, and strategy building based on localized priorities. It also provides guidance toward comprehensive integrated analysis that enables (eco)systems-wide programs to address vulnerability that can be assimilated across existing mandated plans.

2. ***Establishing multi-stakeholder cooperation platforms.*** The CCAF espouses a people-centered approach to planning, placing the voice of those highly vulnerable at the center of decision making. Bringing together government, civil society, academe, climate experts, private sector, and key livelihood/community sectors into the discussion ensures context-based action plans that are responsive to their immediate and long-term needs. This strategy guarantees a shared understanding of what needs to be done, which in return strengthens local ownership of formulated plans. Subsequently, it fosters conscious efforts and drive to develop and improve local capacities to increase the chances of successful execution.

3. ***Mobilizing resources for resilience action.*** The planning process is paired with resource mobilization strategies to secure resources that support program implementation. The aim is to ensure that LGUs achieve a level of financial/resource security by maximizing the use of their Annual Investment Plans and supplementing this by accessing financing from provincial to national partners and other relevant financing institutions. Through engaging various stakeholders, LGUs also engage civil society and private sector partnerships as a means of leveraging interests, resources, and action to contribute to local development initiatives.

CLIMATE CHANGE ADAPTATION FRAMEWORK (CCAF) PILOT MUNICIPALITIES

Bantay Dagat /volunteer marine coast guards in Guiuan, Eastern Samar that have worked together with the Guiuan Recovery and Sustainable Development Group for Resilience on integrated risk management projects. (Photo by Juan Miguel Torres)

CCAF was first piloted in the **Municipality of Guiuan, Eastern Samar.** CCAF was developed in 2017 in coordination with Guiuan. They worked toward transitioning from post-Haiyan rehabilitation toward resiliency in the face of climate impacts. The Guiuan Recovery and Sustainable Development Group for Resilience was supported as a multi-stakeholder cooperation platform for local stakeholders to drive their climate planning process. The platform has since been institutionalized, along with a new committee on disaster and climate change in their local legislative body (sangguniang bayan). They are now the LGUs' key office in leading, monitoring, and fundraising for their climate change and resilience-building strategies based on their CCAF. This focuses on tackling the impending impacts of salt water intrusion and increasing temperatures, among other hazards. Priority projects include fresh water and flood management, coastal resource management, food security, and livelihood sustainability. In 2019, they submitted a two-year proposal to the People's Survival Fund, entitled "Guiuan Integrated Climate Resiliency and Adaptation Project" valued at Php 126 million.

Palawan, an ancestral crop in Guiuan, that has been identified as a climate-resilient root crop and is now included as an agricultural and food security intervention in the Guiuan the climate resiliency plans (Photo by Isabella Mendoza)

Preparing seedlings in the communal nursery for reforestation in Coron. (Photo by Juan Miguel Torres)

Above: Bantay Gubat (volunteer forest rangers) from the Tagbanua tribe in Coron, Palawan, that are part of the 3R water management pilot program that inspired the interventions for the joint GCF-SAP proposal. (Photo by Juan Miguel Torres)

Right: Bantay Gubat (volunteer forest rangers) from the Tagbanua tribe in Coron, Palawan, that are part of the 3R water management pilot program that inspired the interventions for the joint GCF-SAP proposal (Photo by Janssen Martinez)

The Municipality of Coron, Palawan invested in an extensive process of community-level climate risk assessments that led to an in-depth understanding of the critical impacts of climate change for communities in the municipality, especially on their water resources and watersheds. Building upon the lessons from Guiuan, they also applied the CCAF approach in 2019 in cooperation with members of the Calamianes Resilience Network, the multi-stakeholder cooperation platform working with the four LGUs of the Calamain Region on resilience and climate action. Parallel engagement and participation of local Tagbanwa indigenous communities in Coron in piloting ecosystem-based adaptation to preserve and manage their watershed and water resources were taken up for replication. The approach has since inspired not only Calamianes LGUs and stakeholders but also LGUs across the Haiyan Corridor and in Northern Mindanao. The Coron LCCAP was developed in view of the assessments and analysis from the CCAF and will be adopted by the LGU.

Visayas State University researchers working with local government and community stakeholders to study localized slow onset events in Bantayan Island, Cebu to support local climate planning. (Photo by Eduardo Mangaoang)

Climate planning workshops with the local government of Santa Fe, Bantayan Island, Cebu (Photo by Isabella Mendoza)

In the **Municipality of Santa Fe, Bantayan Island, Northern Cebu**, the CCAF development in 2018was supported by community and science-based research in partnership with local universities and organizations. The impact of sea level rise and the limited water resources on the Islands, compounded by poor management practices, are already affecting access to fresh water for domestic and agricultural use. CCAF issues in Sante Fe Municipality became a catalyst for island-wide cooperation to tackle resilience strategies through the multi-stakeholder group, the Bantayan Island Group for Resilience.

In 2019, thes LGUs had the opportunity to share their learnings and findings from their CCAF planning process. From their shared realities as island/coastal communities heavily affected by Typhoon Haiyan, the CCAF facilitated a deeper understanding of the impact of climate-induced hazards on crucial elements at risk—water, food, and livelihood security. Building a joint strategy for action to tackle climate-induced water risks, the five municipalities collaborated to develop and submit a joint proposal to the **Green Climate Fund–Simplified Approval Process**. Their proposal "Ensuring Water Resilience through Locally-Driven Water Resource Management in 5 coastal and small island Regions in the Haiyan Corridor, Philippines" is the first LGU led proposal submitted by the Philippines. It was officially submitted to the Climate Change Commission and the Green Climate Fund in October 2019 and is proposed as a three-year, 10 million USD project among five Haiyan Corridor LGUs.

KEY FEATURES OF THE CCAF:

- ***Locally driven climate action.***
  The CCAF puts multi-stakeholder cooperation as the driver of the planning process through baseline data collection, analysis, and strategy building. By engaging stakeholders, such as local academe, climate experts, civil society, sectoral groups, and private sector establishments within their localities, local planning officials are able to tap into vital technical expertise, local/traditional knowledge, and capacities to build on the foundation of development plans. This feature encourages strong backing from local groups and ownership of local government and their constituents. It also anchors the decision-making processes on government and non-government collaboration to fill the gap in technical expertise.

- ***Evidence-based and comprehensive development.***
  The CCAF applies an integrated risk management (IRM)[5] approach that aims to address climate, disaster, environmental, and developmental risks by enhancing local capacities. The analysis cultivates an understanding of current and future risks by harmonizing community observations with reliable data and research from institutions such as PAGASA and local academic institutions as basis for decision making and identification of local climate and development priorities. It allows LGUs and their stakeholders to focus on planning against future scenarios and long-term visions for local development and resilience. Those visions are achieved through the CCAF, which guides development priorities over a 10-year period, with three-year action plans to allow for ownership of current local officials.

- ***Resource Mobilization.***
  The CCAF provides guidance for LGUs to allocate resources strategically to ensure the execution of their development strategies. It focuses on building local capacities to strategize and develop feasible and bankable proposals that increase the likelihood of localities, especially lower-income municipalities to access supplementary funds that secure resources necessary for implementation. Additional resource/support includes various climate finance mechanisms, such as the People's Survival Fund and the global Green Climate Fund, as well as private investments and other public funds.

- ***Streamlining plans and structures.***
  The CCAF is designed to be easily incorporated into the LCCAP matrices developed by the Local Government Academy. It aims to enable LGUs to comply with mandated requirements. In case study areas, CCAF documents have been adopted as frameworks to guide the updating of other development plans. Likewise, the multi-stakeholder cooperation platforms focused on climate change action are institutionalized in the LGU to serve as designated bodies to steer, coordinate, and implement resilience strategies at the city/municipality level.

HOW DOES CCAF COMPLEMENT EXISTING CLIMATE CHANGE AND PLANNING MECHANISMS IN THE PHILIPPINES?

- The CCAF approach works within the LGU planning mandate of organizing sectoral Technical Working Groups for planning. It expands the practice of enabling the substantive participation of local stakeholders in the analytical and decision-making processes to ensure context-responsive plans. Involving stakeholders from building understanding to decision making strengthens their shared understanding to allow individuals, especially those in key positions, to step up as champions for their collective cause for resilience and help drive the process along.
- The CCAF is embedded in local governance, but it is driven by local champions: support of mayors brings people together to move beyond "business as usual." Executive support ensures commitment and ownership by heads of departments, legislative council, and barangay officials, among others. It allows optimum use of existing resources and institutions and encourages strategic collaboration on climate change analysis. Furthermore, it allows collaboration of critical inter-agency and inter-LGU on landscape and not political boundaries. Champions drive the process allowing joint strategic agreement and policy changes. The CCAF moves away from the standard sectoral structure of planning and looks at current and future risks. It also considers local climate hazards and other aggravating factors, such as man-made and natural disasters that have impact across all sectors of the local community. This encourages innovative strategies and cross-cutting approaches to adaptation, such as landscape- and ecosystem-based solutions, in accordance with global and regional good practice.
- The CCAF highlights analytical tools that are accessible to all stakeholders in order to actively contribute and understand the data and information they are using. Tools such as Impact Chain Analysis and community-based data baselining and analysis are crucial aspects of the planning process that contribute to local profiling, understanding, and action. They also contribute to the national initiative in updating and creating comprehensive baselines on climate data to support national planning.
- The overall framework is focused on in-depth local analysis and strategy building for specific climate and development priorities. This design seeks to realize development plans, such as the Comprehensive Development Plan[6], zoning policies in the Comprehensive Land Use Plan[7] based on updated climatic considerations, and adding integrated analysis to the LCCAP. The 10-year framework and prioritization scheme also aims to assist in sustaining progress beyond the three-year political terms of local officials.
- Through the integration of a strong climate narrative in local development planning, the CCAF adopts strategies to attain the goals set forth by the Paris Agreement and Sendai Framework and to protect achievements in the Sustainable Development Goals, in addition to regional, national, and local investments.

The CCAF was developed to support pilot LGUs and contribute to the CCC and DILG-LGA initiatives to increase the quality of climate change integration in local development plans. It also seeks to support the development of current LCCAPs and a Quality Assurance Review Toolkit.

ABOUT THE PARTNERS

The **Partners for Resilience (PfR)** is a global alliance of Netherlands-based and national and local actors throughout the world. It promotes Integrated Risk Management (IRM) as a key approach to resilience building. IRM is the systematic integration of Disaster Risk Reduction, Climate Change Adaptation, and Ecosystems Management and Restoration and is founded on the analysis that risks are evolving, causing increased disaster frequency and magnitude as climate change exacerbates hazards as do unabated ecosystem degradation.

The **Catholic Organization for Relief and Development Aid (Cordaid)** is a Netherlands-based NGO that mobilizes global networks, resources, and knowledge to tackle the root causes of conflict and fragility throughout the world. In the Philippines, Cordaid supports communities to build capacity and collaborate with other actors to tackle the risks they face from climate, disaster, and environmental hazards through analysis, planning, and action. It supports collaboration between communities and other stakeholders to co-create smart, risk-proof solutions based on science and community priorities.

The **Institute for Climate and Sustainable Cities (ICSC)** is an international climate and energy policy group based in the Philippines, advancing climate resilience and low carbon development. With its portfolio on climate policy focused on direct-access finance, accountability, and research, ICSC works toward the fulfillment of an ideal climate finance ecosystem where different sectors, such as the academe, civil society, national government agencies, and local actors, contribute expertise in building communities that thrive despite new challenges brought about by climate change.

References:

[1] Climate Change Act of 2009 (R.A. 9729) Section 14

[2] R.A. 10174

[3] Climate Change Commission's update on LCCAP https://climate.gov.ph/our-programs/local-climate-change-action-plan-lccap?fbclid=IwAR0ZYjoEXRdWcmc_hpTcvJfSxaxTSjqzyyJTBL7Z4pAkIE9BiHrPvS4An-8

[4] Guiuan, Eastern Samar; Coron, Palawan; Santa Fe, Bantayan Island, Cebu; Gigaquit and Claver, Surigao del Norte; and Mandaue, Cebu

[5] IRM is a development framework promoted globally by the partners for resilience

[6] Local Government Code (R.A. 7160) Section 106 (a)

[7] Local Government Code (R.A. 7160) Section 20 (c)

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