Module 6

Introduction to Planning for Climate Change
Learning Objectives

1. Explain why it is important to integrate climate change into planning processes in a country
2. Explain the roles of national, sub-national and local institutions in planning for climate change
3. Analyse the main elements of a recognised climate change planning methodology
4. Identify international initiatives which support countries to plan for climate change

By the end of the module participants will be able to:
Overview

Section 1
Introduction to Climate Change Planning

Section 2
The Role of National and Sectoral Institutions in Climate Change Planning

Section 3
The Role of Sub-National Institutions in Climate Change Planning

Section 4
A Methodology for Climate Change Planning

Section 5
International Initiatives to Support Climate Change Planning
This section discusses the importance of integrating climate change into planning and points to a few related challenges and opportunities.
There are many types of planning: spatial planning, economic planning, etc. Planning for climate change can mean the integration of adaptation and mitigation in these existing processes, or it can refer to planning processes that are dedicated specifically to climate change, such as the development of a national climate change policy.
The impacts of climate change are already felt worldwide and countries need to plan and implement adequate response measures. Many countries have already integrated climate change in their national development plans. However, often mitigation and adaption responses are actually implemented by sectoral institutions and local governments. Therefore, all spheres of government need to work closely together in addressing climate change.
Due to the complex nature of climate change it is not possible to make one single government department responsible for implementing response measures. Climate change action need to be planned and integrated at multiple levels, from the national to the local. In addition to ‘vertical’ coordination, climate change planning also needs to be coordinated ‘horizontally’, i.e. between different sectors. For example, a National Adaptation Plan needs to engage various sectors such as agriculture, forestry, water, planning, finance, education, etc. The coordination between sectors is not an easy task since relevant responsibilities are often fragmented with different departments.

Depending on the political system of a country, variations exist concerning the division of decision-authority and accountability structures. It is therefore important that climate change planning processes are aligned with the specific political system of each country.
Planning for climate change should ideally be integrated in existing planning processes. By means of a strategic planning process at all levels of government, existing entry points can be used to address climate change. Various policy frameworks such as trade policies, employment policies, industrial policies, skills development policies, social protection policies and sector policies can be used to implement climate change response measures. Screening of new projects, for example new infrastructure, can also be done through a climate-lens.

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<th>Planning Institutions</th>
<th>Entry Points</th>
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| National government and cross-sector ministries | • Poverty reduction strategy paper  
• National development plan  
• National budget allocation process or review (e.g. medium-term expenditure framework, public expenditure review) |
| Sector ministries                       | • Sector strategies, plans and policies (e.g. agricultural sector plan)  
• Preparation of sector budgets  
• Public expenditure reviews |
| Sub-national authorities                | • Decentralization policies  
• District plans  
• Preparation of sub-national budgets |
Stakeholders are defined as “all agencies, organizations and individuals that could be affected by decisions made.” Those concerned with climate change policy and response measures range from businesses to trade unions to academic institutions and civil society groups. The involvement of relevant stakeholders in decision making process is expected to enhance the quality of the decision as well as to increase buy-in to ensure effective implementation. The involvement of all interested parties can also help to enhance coordination and avoid duplication of efforts.

Department of Environmental Affairs, South Africa (2011). Governance of Climate Change in South Africa. p 27
The participation of all stakeholders in the decision-making is an important element of good governance. There are also seven other principles which are recognized to be elements of good governance. These principles ensure that corruption is minimized, decision-making processes are transparent, and that the voices of the most vulnerable in society are taken into account. If basic elements of good governance are missing it is difficult to implement effective planning processes for climate change.

UNESCAP (2014). What is Good Governance?
There are several challenges to climate change planning. For example, lack of coordination between various government departments can lead to duplication of activities or worse, activities which cancel each other out. Monitoring and evaluation processes for climate change planning are often imperfect as they concern various sectors and institutions.

Moreover, climate change is a scientifically complex issue, and precise data, in particular at the local level is often missing. It can be therefore challenging to convince decision makers that action is necessary and to determine which action is the most appropriate.

Finally, climate policy can also be costly in the short term with no easily predictable benefits. This makes the prioritization of the issue difficult when confronted with other, more apparent, issues.
Scientific uncertainties (e.g. about the specific impacts of climate change in a particular region) can be used to justify inaction. There are different approaches for dealing with these uncertainties.

No regret options: These are options that generate direct and indirect benefits. For example, reducing energy consumption in the industrial sector reduces greenhouse gas emissions, while at the same time reducing electricity costs for businesses. No regret options are hence actions that generate direct or indirect benefits that are large enough to offset the costs of implementing the options.

The precautionary principle: This principle supports taking protective action before there is complete scientific proof of a risk. That means action should not be delayed simply because full scientific information is lacking.

WTO (2013). SPS Training Module, Module 8
This section explains why climate change is important for national and sectoral planning and presents the role of different institutions.
Climate change measures need to be closely interlinked with national planning processes. For example, if a country has an international obligation to reduce greenhouse gas emissions by a certain amount, then this goal needs to be considered in national planning. Or, if a country has identified certain economic sectors as a priority in its development plan, then climate change action should also focus on these.
National governments can influence and strengthen climate response measures by setting incentives for adaptation and mitigation actions, for example by setting a price on carbon dioxide emissions. National institutions also set and an overall policy framework within which lower levels operate. These priorities can be reinforced by specific budget allocations towards particular sectors or activities.

National institutions are often the best positioned to facilitate coordination between different sectors and other government institutions. For example, if a country wants to introduce a carbon tax then this needs to be coordinated with all concerned sectors, including inter alia energy, transport, industry, agriculture, etc.

International relations are also managed nationally and it is the responsibility of national governments to ensure that international treaty obligations are adhered to. Examples of international agreements that are linked to climate change include inter alia the United Nations Framework Convention on Climate Change, the United Nations Convention to Combat Desertification, and the United Nations Convention for Biological Diversity.

OECD (2009). Integrating Climate Change Adaptation into Development Planning, p70
To plan and implement climate change adaptation and mitigation measures several stakeholders at the national level need to work together. For example, if the parliament is deciding to introduce a flood insurance programme, including governmental subsidies for insuring buildings in flood-prone coastal areas, then the Ministry of Finance needs to allocate sufficient resources for the programme in the national budget. In advance of introducing the programme, Parliamentarians might consult with members of the research community to better understand future flood risks in the context of a changing climate. They can also consult with civil society groups to gather information about the perspective of people living in flood-prone areas or with private insurance companies about the practicability of the programme.

OECD (2009). Integrating Climate Change Adaptation into Development Planning, p72
In this video by the International Institute for Environment and Development (IIED), a representative from Kenya is explaining how the country plans to mainstream climate change in national development planning. He discusses in particular funding needs and opportunities.
The impacts of climate change are different from sector to sector. For example, climate change is expected to have an important, direct impact on agriculture and forestry through changing precipitation patterns and temperature increase. Other sectors incur mainly indirect impacts. For example, the labour sector might be affected through the migration of workers from drought-prone rural areas to cities.

Similarly, different sectors have different impacts on climate change. For example, the industry and transport sectors have an important, direct impact on greenhouse gas emissions. The education sector, on the other hand, has a more indirect impact on emissions, for example through the introduction of climate-friendly practices in school curricula.

Ultimately, climate change may have an impact on national priorities, which might mean that sectors find themselves with a greater or smaller amount of funding. This needs to be taken into account in sectoral planning.
Sectoral institutions contribute to managing climate change through both bottom-up and top-down approaches. For example, if a country develops a National Adaptation Plan, it usually takes into account existing sectoral experiences and priorities (bottom-up). Once the National Adaptation Plan is adopted it needs to be implemented in all concerned sectors (top-down).

OECD (2009). Integrating Climate Change Adaptation into Development Planning, p95-116
Sectoral stakeholders include line ministries, sector-specific commissions, parliamentary committees that focus on sectoral issues as well as research institutions, civil society organizations, business associations and labor unions. For example, in the case of climate change adaptation in the water sector, the Water Ministry plays a central role as it is responsible for formulating policies and setting standards for irrigation, equitable access, productivity, etc. Water commissions can facilitate trans-boundary information exchange and cooperation, while water management and planning boards provide technical inputs into planning processes. Civil society organizations can play a central role in defending interests of vulnerable water consumers.

OECD (2009). Integrating Climate Change Adaptation into Development Planning, p97
This section discusses why climate change is important for the sub-national level and looks at the role of different institutions in the planning process. In the context of this module, sub-national governments are defined as provincial, departmental, local and municipal institutions.
Climate change is often a highly localised affair. Areas of close geographical proximity may face very different adaptation and mitigation challenges, and thus require different time- and location-specific approaches. These local variations make climate change (in particular adaptation) suitable to sub-national government action.
Sub-national planning and regulation, largely in the form of by-laws and land use (or strategic) planning and zoning. For example, regulation can be used to prevent people from settling in flood-prone areas.

Delivering low-emission and climate-resilient goods and services, for example by building climate-proof infrastructure or maintaining healthy forests.

Sub-national fiscal revenues, raised in the form of taxes, fees and charges, which can provide incentives or disincentives for the ways in which climate change issues are managed (or mismanaged).

UNDP, UNCDF and UNEP (2010). Local Governance and Climate Change
A range of stakeholders are involved in climate change planning at the sub-national level. For example, local governments and city councils need to take into account climate change when developing plans for infrastructure, housing, and land use. Municipal utilities need to climate-proof the delivery of public services (such as water and sanitation). Civil society organizations can document and share information on climate change, and share experiences and lessons learned from pilot projects. Public-private partnerships between sub-national governments and businesses can enhance the implementation of local mitigation and adaptation plans.

The Regional Climate Change Adaptation Knowledge Platform (AKP) has been building bridges between existing knowledge on adaptation to climate change and the governments, agencies and communities that rely on this knowledge to inform their climate change adaptation decisions and policy. This case study of the Lao-oi district in Thailand illustrates a framework for *mainstreaming* climate change into community development plans.
This section presents a five-step methodology to develop Low Emission Climate Resilient Strategies (LECRDS) that includes all governmental institutions in developing a coherent and efficient response to climate change.
A number of methodologies have been developed to integrate climate change into development planning at different entry points. A good strategy to ensure that development planning is taking climate change into consideration is to prepare a low-emission climate-resilient development strategy (LECRDS). A LECRDS enables countries to employ diverse policy options in a coordinated manner. The creation of a LECRDS also helps to attract and direct public and private investments.
The following slides set out the key stages in preparing low emission climate resilient development strategies. Additional details will be provided for some particular steps. The slides are based on a guidebook by the UN Development Programme (UNDP).

First and foremost it is important to establish a strong and competent team that can lead the LECRDS. After existing climate information, plans, assessments and policies are reviewed the team will have a better understanding of the country’s current position and policies that are in place. After establishing a steering committee, composed of high level officials, policy and technical working groups can be established from representatives from national, regional and local sectors as well as from the private sector and academia. Technical capacity needs are to be identified and training of decision-makers are to take place before a communication and awareness raising strategy is decided on.
Once key stakeholders have been engaged in the planning process, climate change profiles and vulnerability scenarios can be prepared. The first step is to establish inventories for ‘business as usual scenarios’ for GHG emissions as a baseline to work from. Thereafter project scenarios for future emissions need to be developed and vulnerabilities of environmental, social and economic systems need to be assessed. Based on these scenarios and assessments current and future vulnerability maps can be produced.
The next step is to identify the strategic options leading to low-emission and climate-resilient development trajectories. After climate profiles and vulnerability scenarios are reviewed it is necessary to determine emissions reduction targets and to identify possible options to achieve these targets. It is essential to identify the main sectors that contribute to GHG emissions and to plan different low-emission climate resilient development scenarios that can be followed. The impact of the different scenarios on predicted vulnerability of a given region must also be assessed. Based on future emission scenarios and vulnerability, low emission climate resilient development objectives can be defined and relevant priority adaptation and mitigation options can be identified.
In order to implement priority climate change actions, policy and financing options need to be identified. The first step is to perform a technical, social, feasibility and cost benefit analysis of adaptation and mitigation options listed as a priority. Barriers that can hinder implementation need to be analysed. At the same time, existing policies and financing opportunities need to be evaluated and the investment and financial flows that are required to implement priority actions also need to be identified.
After successful completion of the initial steps and after the results of all steps taken are compiled and synthesized, it is important to prepare a roadmap. This roadmap needs to be reviewed and approved by the LECRDS steering committee. Climate coordination committees should review and validate the draft roadmap. The finalized roadmap should be distributed widely and presented to key public and private financial actors.
Daniela Stoycheva from the UNDP office for Europe and Central Asia presents a regional project to support countries in developing LECRDS. Kazakhstan is the first country to start the UNDP project.
This section introduces a few international initiatives supporting climate change planning.
On the mitigation side, the EU-UNDP low emission capacity building programme supports national *low emission development strategies* and enhanced measuring, reporting and verification systems. To date 25 countries are participating in the programme.
Different international initiatives support national adaptation planning. For further information see also Module 4.
ICLEI is an international association of local and metropolitan governments that is committed to sustainable development and support cities to become more sustainable, resilient, resource-efficient, biodiverse, low-carbon, to name but a few. The GreenClimateCities (GCC) Programme builds on the Cities’ for Climate Protection Campaign, another ICLEI initiative that was the first global campaign of local governments addressing climate change. The GCC is a process that is tailor made to the requirements of local governments and the methodology covers three phases: “Analyze, Act and Accelerate”. It outlines how low emission options can be identified and integrated into urban development policies, plans and processes.
The project Capacity Development for Adaptation to Climate Change & GHG Mitigation in Non-Annex I Countries (C3D+) seeks to improve the capacity of research and training institutions in developing countries to support climate change adaptation and mitigation action. The project brings together nine partners which collectively form a knowledge and capacity development network, where each centre contributes its specialized experience to develop and apply tools and methodologies to support decision-making for climate change adaptation and mitigation. The project is led by the United Nations Institute for Training and Research (UNITAR).
Annex

Additional Resources
Module Summary

- There are many points of entries to integrate climate change planning into development planning, and it is important to involve all stakeholders in the process.
- National institutions are often responsible for coordinating with sectoral and local institutions as well as with other countries and international organisations.
- Sectoral institutions are often responsible for planning for sectoral climate action and implementing sectoral activities.
- Sub-national institutions are often responsible for the actual implementation of policies at the sub-national level.
- Planning for climate change can be integrated through the development of Low-Emission Climate-Resilient Development Strategies (LECRDS).
- Several programmes and projects can support the development of LECRDS.
Useful Links

- UNDP Low Emission Capacity Building Programme
- ICLEI: Green Climate Cities Programme
- Least Developed Countries Expert Group
- UNDP
- Tools For Mainstreaming DRR
- UNDAF Guidance Materials
- C3D+
- Planning For Climate Change: Guidance For Local Authorities
- UN CC:Learn library of UN documents
Recommended Readings

- UN-HABITAT (2012). Developing Local Climate Change Plans: A Guide for Cities in Developing Countries
- UNEP (2009). Climate Change Strategy
- UNDP (2011). Formulating Climate Change Scenarios to Inform Climate-Resilient Development Strategies
- UNDP (2010). Integrating Climate Change Consideration into Country Analysis and the UNDAF
- UNDP (2009). Charting a New Low-Carbon Route to Development: A Primer on Integrated Climate Change Planning for Regional Governments
Main References

- OECD (2009). *Cities, Climate Change And Multilevel Governance*

- UNDP (2011). *Preparing Low-Emission Climate Resilient Development Strategies – A Guidebook*