



PPCR POLICIES AND PLANNING

An in-depth analysis of the integration of climate adaptation into national, sectoral, and local policies and planning in the PPCR portfolio

// June 2023

RESULTS DEEP DIVE SERIES//

CIF Program: Pilot Program for Climate Resilience (PPCR)

TOPICS

- Results and Impact
- Resilience
- Adaptation

POLICY RESULTS

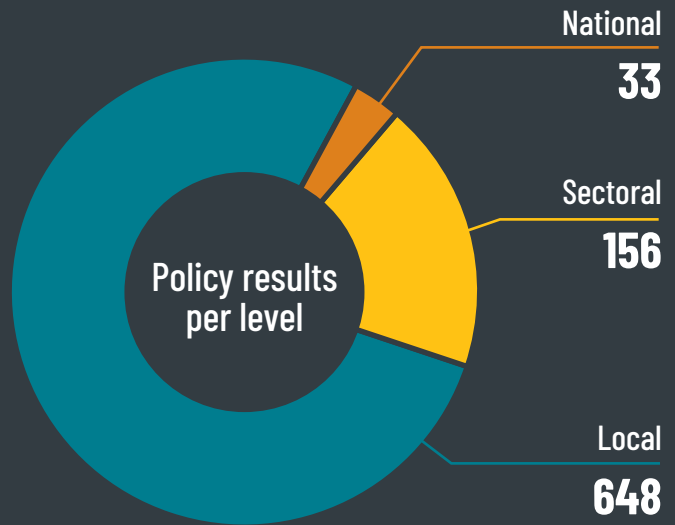


837

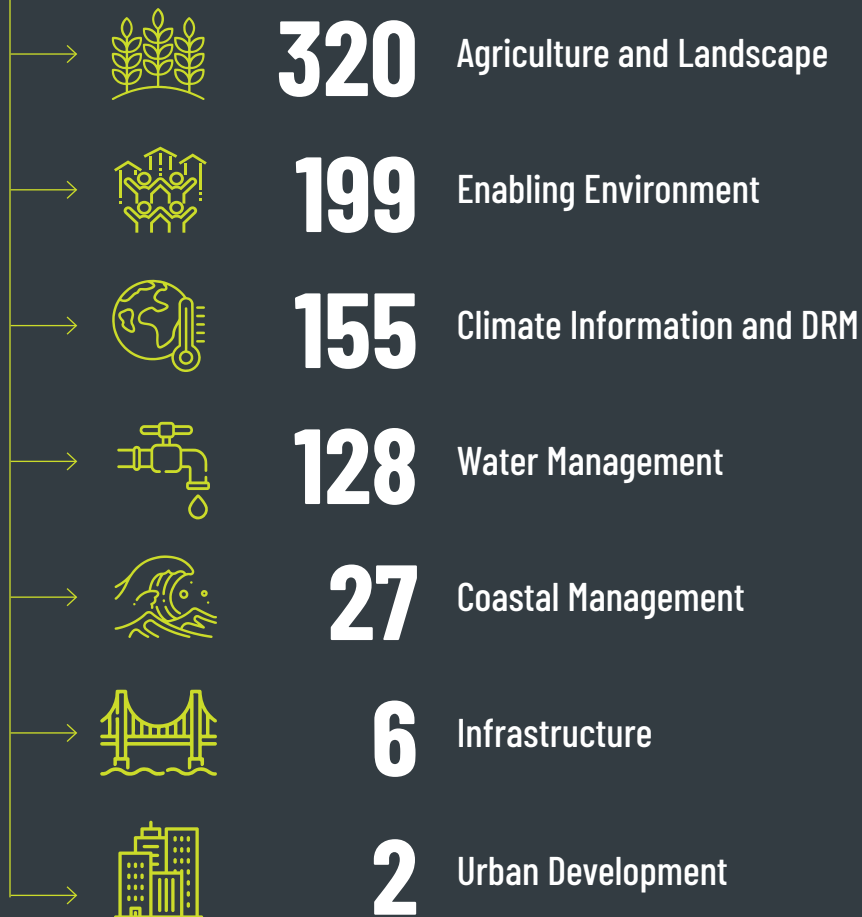
policies, strategies, plans, and frameworks with climate change considerations

99.8%

of target achieved



POLICY RESULTS PER SECTOR



ACKNOWLEDGMENTS

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RESULTS DEEP DIVE SERIES

The Climate Investment Funds (CIF) is committed to rigorous and inclusive monitoring and reporting (M&R) on investments' contributions toward net-zero emissions and adaptive, climate-resilient, just, and socially inclusive development pathways. The M&R Results Deep Dive series is a supplement to CIF's annual results reports — while annual M&R provides a systematic synthesis of portfolio performance against each program's core indicators, the Deep Dives provide in-depth reviews of these results within specific thematic or developmental dimensions of climate change. As such, they offer greater granularity on the drivers and implications of various performance characteristics.

1. INTRODUCTION

The Pilot Program for Climate Resilience (PPCR) was established in 2008 to support emerging approaches in developing countries and regions that aim to build their resilience to the impacts of climate change. Acute shocks, such as floods, droughts, cyclones, and other extreme weather events, cost human lives, impact economic growth, and undermine efforts to eradicate poverty. Meanwhile, the slow-onset effects of climate change, such as temperature rise and evolving rainfall patterns, increasingly affect the development trajectory of key sectors, such as agriculture, water, urban, transport, energy, and infrastructure.

To effectively address these issues, developing countries need to include climate adaptation objectives in policy-making processes; prepare institutional responses; and develop strategies and frameworks to manage climate risks and optimize their adaptive capacity at multiple levels. PPCR has helped shepherd this process through its country-led and programmatic approach, which is intended to pilot innovative solutions to climate change

adaptation and build resilience across countries, sectors, and communities.

PPCR tracks progress related to policy support through a program-level indicator¹ that captures how much PPCR supports direct actions to integrate climate change and climate considerations into policy- and planning-related documents² and complements the program's high-level objective to mainstream climate change in country planning.³ Results are measured at the national, sectoral, and local levels with disaggregated results at each level.

This Results Deep Dive takes a closer look at the nature of PPCR's national, sectoral, and local policy support. It examines how projects' results are distributed across sectors and regions and highlights prominent examples of outcomes in these areas. The analysis draws on cumulative targets and results from 2016-2022, as reported by the multilateral development banks (MDBs) and pilot countries implementing PPCR.⁴



CIF workshop in Tonga

2. OVERVIEW OF RESULTS

As of December 2022, PPCR has supported **837 policies, plans, strategies, and frameworks** that aim to integrate climate change considerations. These efforts represent nearly all the support expected through the programming window—or 99.8 percent of PPCR’s target to support 839 policies, plans, strategies, and frameworks across 36 projects and

16 countries. This trend is further mirrored in the disaggregated results achieved to date, where PPCR has supported 33 out of 31 policies targeted at the national level (106.5 percent), 156 out of 155 policies targeted at the sectoral level (100.6 percent), and 648 out of 653 policies targeted at the local level (99.2 percent) (see Figure 1).⁵

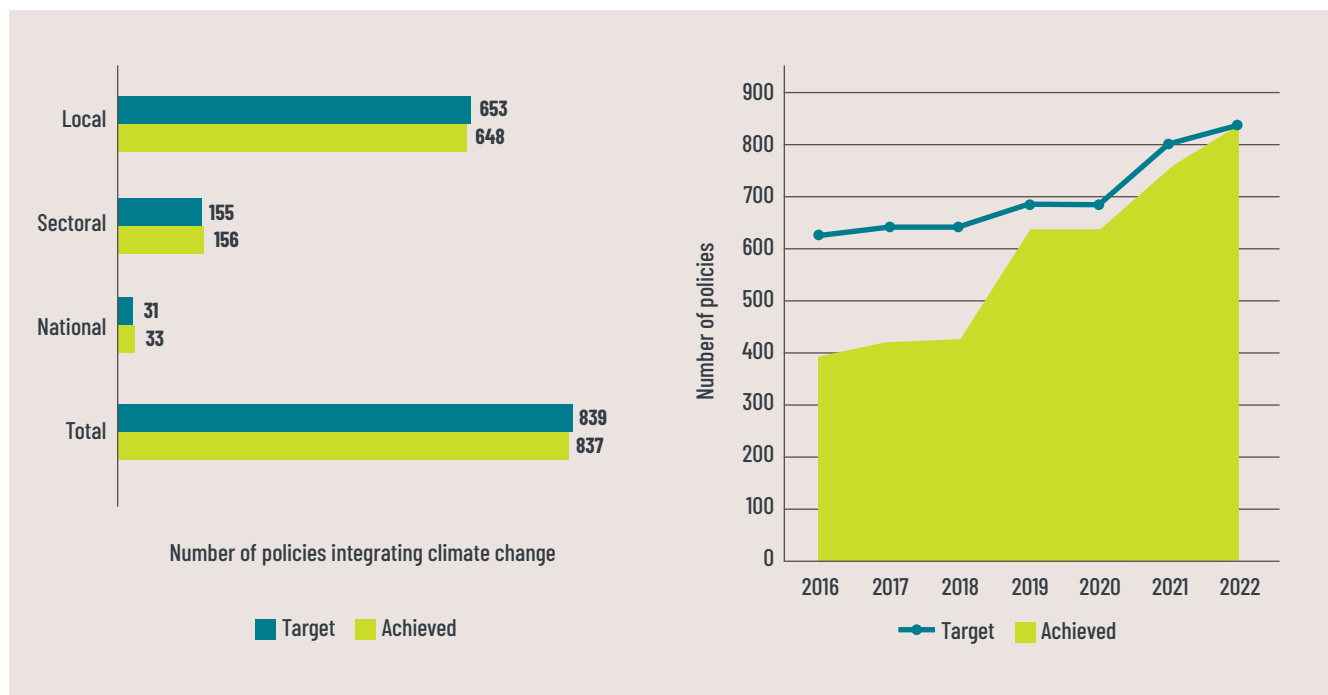


FIGURE 1. Number of policies integrating climate change into development planning by level (as of 2022) and over time (2016–2022)

3. DEEP DIVE INTO NATIONAL, SECTORAL, AND LOCAL SUPPORT

This section uncovers in-depth insights for the results achieved at the three policy levels supported through PPCR.

3.1 Results Insights: National Level

National actions are critical to creating a countrywide enabling framework by setting the direction, mediating, and shaping policies and interventions at subsidiary levels (i.e., sectoral and local). Intervening through supranational regional bodies can also help guide multiple countries to harmonize national-level approaches to climate risk management, adaptation, and policy integration. PPCR's support for integrating climate considerations into national-level policies has included both approaches across five countries (Haiti, Jamaica, Mozambique, Papua New Guinea, and Tajikistan) and two regional programs (the Caribbean Regional Track and the Pacific Regional Track).

Overall, there is a trade-off between the absolute number of policies supported and the level of intervention, largely due to issues of scale and scope.⁶ This is reflected in the relatively lower national-level target (31 policies) in comparison to the targets for the sectoral and local levels (155 and 653 policies respectively) and the comparable distribution of achieved results per level.⁷ While PPCR has supported fewer national policy interventions in absolute terms, these interventions often have a catalytic importance beyond that of policies supported at subsidiary levels.



Agriculture supervisor in Mozambique

The case of Mozambique exemplifies centralized national policy support for mainstreaming climate adaptation objectives during the program's earlier years. PPCR⁸ helped strengthen the enabling environment in the country through technical support that enabled the Ministry for the Coordination of Environmental Affairs (MICOA) to develop the first National Climate Change Adaptation and Mitigation Strategy, approved by the Council of Ministers in November 2012. The same PPCR project also provided technical support to develop and introduce a national-level Monitoring and Reporting Framework for climate change. Moreover, PPCR supported seven sectors in Mozambique to integrate comprehensive climate change actions into their plans and strategies,⁹ helping to illustrate how national policies shape local and sectoral policies downstream.

Other national-level policies supported through PPCR further demonstrate the close linkages between national, sectoral, and local policy levels in practice. For instance, in Haiti, PPCR¹⁰ supported the development and dissemination of a national emergency and recovery plan for extreme climate events, prioritizing the country's critical agriculture sector. In Jamaica, an ongoing community-based approach to climate resilience in the fisheries sector is being guided through a PPCR-supported Strategy and Action Plan for the National Fisheries and Aquaculture Policy—which is both national and sectoral.¹¹



Street scene in Haiti

Most PPCR-supported policies at the national level (29 policies, or 88 percent of the total achieved results) have been enabled through regionally focused mechanisms and pathways in the Caribbean and Pacific Regions. Working at the supranational level has allowed PPCR to strategically address important factors common to Small Island Developing States (SIDS)—such as small economies of scale and considerable climate vulnerability—and complement their national policies with cost-effective and efficient regional interventions that integrate climate into their planning processes.

The Caribbean Regional Track of the PPCR, which was completed in 2022, supported Jamaica,

Haiti, Dominica, St. Lucia, St. Vincent and the Grenadines, and Grenada with regional activities that complement their country-specific Strategic Programs for Climate Resilience (SPCRs). Through this approach, PPCR's interventions provided technical expertise and inputs in targeted areas to support broader policymaking processes at the national level, such as five model frameworks for introducing rainwater harvesting systems and 10 decision agreements for incorporating climate change risk management into planning.



A fishing community in Jamaica

The Pacific Regional Track has provided support to PPCR countries with individual SPCRs, such as Samoa, Papua New Guinea, and Tonga, while also reaching other countries in the region, such as Vanuatu, Tuvalu, and the Federated States of Micronesia. Using a toolkit developed under this track, both Micronesia's State of Kosrae and Tuvalu have strengthened the inclusion of climate change adaptation, disaster risk reduction, and gender considerations in three policies each, surpassing the initial targets of two each.¹² These six policies—which again demonstrate the linkages between levels of PPCR policy support—reflect multiple economic sectors, namely infrastructure development; agriculture; coordination and overseas development assistance; renewable energy and energy efficiency; waste management; and agribusiness.

3.2 Results Insights: Sectoral Level

Building climate resilience requires a mainstreamed, whole-of-government programmatic approach, which should also ensure systematic climate risk management across sectors.¹³ PPCR's direct support for sectoral policies, plans, strategies, and frameworks has been critical in advancing this approach worldwide. A total of 22 projects in 14 countries have contributed to the program's sector policy results to date, which consist of 156 policies supported out of 155 targeted (100.6 percent).

Overall, the sectoral policies that PPCR has supported are highly technical and context specific.

This reflects the diversity of approaches needed across sectors, the multiple sectors that PPCR covers, and the substantial technical gaps in climate planning addressed through the program.¹⁴

In some cases, such as Mozambique, PPCR supported whole-of-sector approaches to mainstreaming climate change. This is evident through the integration of comprehensive climate change actions into the plans and strategies of

seven sectors. In other cases, intervention support was more granular and operational in nature, such as in Nepal, where climate change risk management approaches were integrated into 41 guidelines, manuals, and standards across governmental departments.¹⁵ Elsewhere, the approach was more singular and sector-specific, such as in Bolivia, where the government adopted an integrated river basin planning methodology, incorporating climate change scenarios;¹⁶ and in Cambodia, where the government completed guidelines for the establishment of agricultural land use zones.¹⁷

CIF codes PPCR projects by sector at inception based on their overall objectives and the primary sector of focus. The program comprises seven sectors in total: (i) agriculture and landscape management; (ii) climate information systems and disaster risk management; (iii) coastal zone management; (iv) enabling environment; (v) infrastructure; (vi) urban development; and (vii) water resources management. This breakdown enables the analysis of achieved policy results through another sector-related lens, in addition to the levels tracked via the indicator (see Table 1).

TABLE 1. National, sectoral, and local policies, plans, strategies, and frameworks that integrate climate change (by project sector and level)

Project sector	Total Policies	National Level	Sector Level	Local Level
Agriculture and Landscape Management	320 of 315 (102%)	2 of 1 (200%)	34 of 34 (100%)	284 of 280 (101%)
Climate Information Systems and Disaster Risk Management	155 of 129 (120%)	0 of 0	14 of 11 (127%)	141 of 118 (119%)
Coastal Zone Management	27 of 30 (90%)	0 of 0	9 of 13 (69%)	18 of 17 (106%)
Enabling Environment	199 of 234 (85%)	31 of 30 (103%)	82 of 79 (104%)	86 of 125 (69%)
Infrastructure	6 of 10 (60%)	0 of 0	4 of 7 (57%)	2 of 3 (67%)
Urban Development	2 of 2 (100%)	0 of 0	2 of 2 (100%)	0 of 0
Water Resources Management	128 of 119 (108%)	0 of 0	11 of 9 (122%)	117 of 110 (106%)

By project sector, the agriculture and landscape management sector represents the largest plurality of PPCR's achieved policy and planning results (38 percent), followed by enabling environment (24 percent), climate information systems and disaster risk management (19 percent), and water resources management (15 percent). This results distribution is roughly in line with the total program portfolio distribution by sector, with two exceptions: enabling environment projects account for 24 percent of results compared to 10 percent of the portfolio, and infrastructure projects account for less than 1 percent of results compared to 17 percent of the

portfolio. This trend is somewhat to be expected, given the typical objectives and scope of these two sectors (i.e., enabling environment is often focused on policy and regulatory concerns, whereas infrastructure is less focused on these areas). The results distribution further illustrates that sector-specific projects are achieving significant results not only at the sector level but also at the local, and in a few cases national, level. This emphasizes the importance of vertically integrating climate resilience considerations in policymaking, planning, governance, and project implementation.

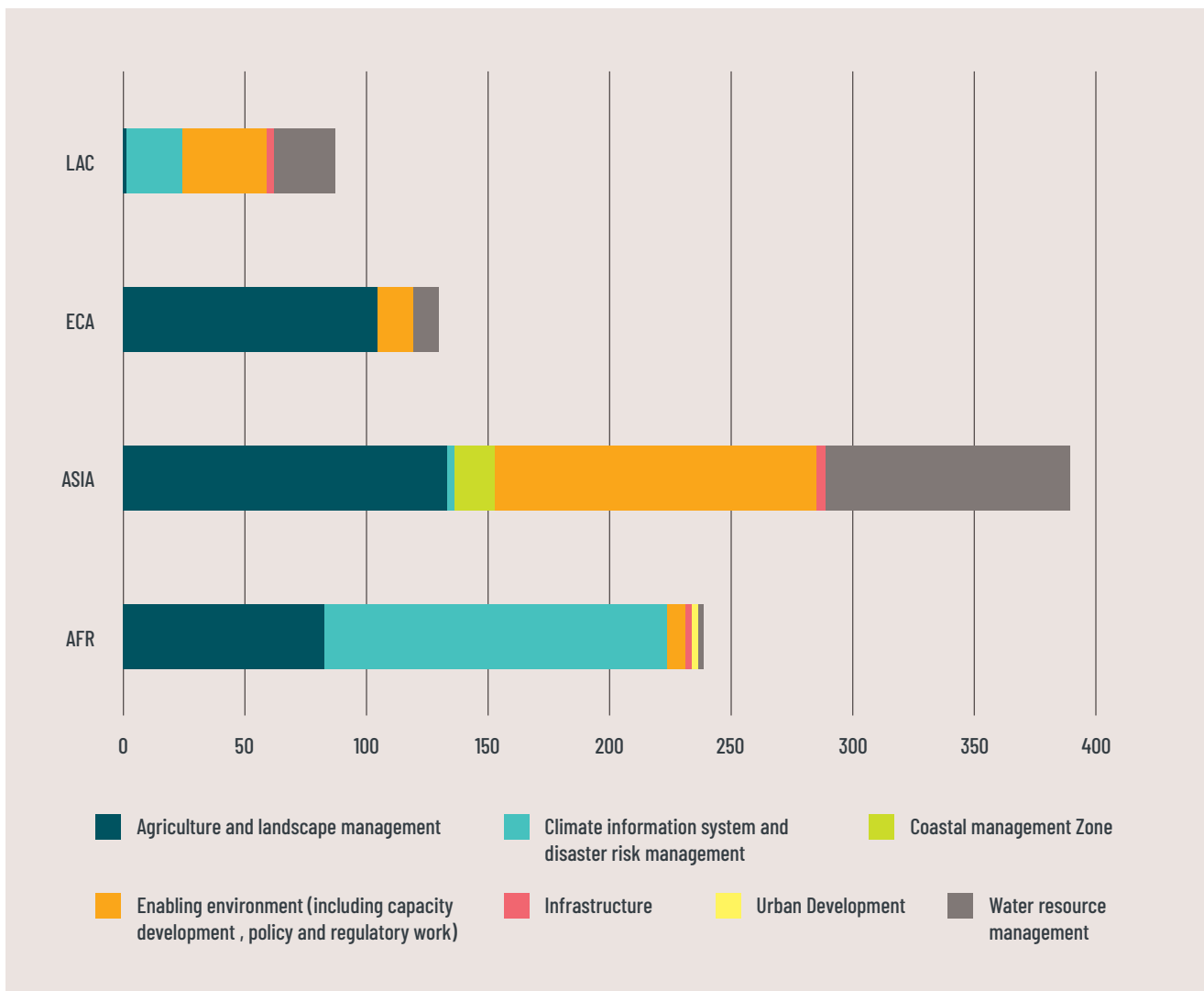


FIGURE 2. National, sectoral, and local policies, plans, strategies, and frameworks that integrate climate change (by region and sector)

There is substantial heterogeneity in the sectors that PPCR has supported by region, mirroring the program's dexterity to focus on geographically important climate resilience priorities in different settings. Asia and Africa have integrated climate considerations into the greatest number of policies, plans, strategies, and frameworks in absolute terms (see Figure 2). However, in Asia, most interventions have focused on the enabling environment and water resources management sectors, such as in Cambodia, where 50 villages developed disaster risk management plans that are responsive to flood and drought conditions.¹⁸ In Africa, on the other hand, the climate information systems and disaster risk management sector has constituted a significant area of focus, followed by the agriculture and landscape management sector. For example, in Niger, a total of 141 communes utilized PPCR-supported climate information and forecasting data to better inform their community development plans; and three sector policies became fully climate-responsive.¹⁹

PPCR's policy support in the Eastern Europe and Central Asia (ECA) region has mainly focused on agriculture and land management approaches in Tajikistan. Eight pasture management plans were

developed in the country's climate-vulnerable districts to improve the sustainability of community land and pasture management, for instance, and 16 on-farm water management plans have become active for water user associations in lowland areas.²⁰ Meanwhile, in Latin America and the Caribbean, policy sector support has been well distributed, with a significant focus on climate information systems and disaster risk management in SIDS, water resources management support in Bolivia, and enabling environment support more generally.

3.3 Results Insights: Local Level

Locally led and supported adaptation is critical to ensuring robust climate resilience on the frontlines of climate change: vulnerable communities, ecosystems, and local economies. Decentralized approaches enable local actors and civil society stakeholders to play active roles in climate action and to locally operationalize the norms and standards for climate resilience at national, regional, and sectoral levels. PPCR has reached a total of 648 (99.2 percent) of the 653 targeted local policies, plans, strategies, and frameworks in 20 projects across 10 countries to date.



Community members near the Qairokkum dam in Tajikistan

Local-level results represent the greatest volume of PPCR-supported policies, plans, strategies, and frameworks (77 percent) due to the decentralized, scalable nature of integrating climate resilience in community development planning and related local processes. Whereas “policies” often sit at the national and sectoral levels to guide climate resilience action, more PPCR results at the local level involve community development planning and related processes (rather than policies per se).



Maison du Paysan in Niger

In some cases, climate resilience issues are integrated into the existing local-level planning architecture. For instance, in Zambia, climate resilience has been mainstreamed in local area planning in 30 integrated development plans across the Barotse Sub-Basin, and climate risk management has been integrated into 11 district development plans across the Kafue Sub-Basin.²¹ PPCR has enabled similar work in Papua New Guinea, where 21 climate change vulnerability assessments and adaptation plans are informing local-level government, district, and provincial development plans, as well as in Niger and other countries.

In other cases, PPCR’s support at the local level has been geared toward initiating a comprehensive adaptation plan. For instance, in Samoa, PPCR helped update Community Integrated Management Plans for 18 districts, which serve as blueprints for climate change interventions across all development sectors and reflect the programmatic approach to climate resilience adaptation supported by the government of Samoa.²² Similarly, comprehensive local adaptation plans were developed for five districts in Tajikistan,²³ and 15 climate change and disaster risk reduction plans were developed for priority communities in Jamaica.²⁴

A third category evident in PPCR’s results involves filling sector-specific adaptation needs at the local level. In Cambodia, 90 rice-growing communities completed climate adaptation and environmental assessments and incorporated the recommendations into commune land use plans;²⁵ in Haiti, a flood risk management plan is being developed for the city of Cap Haitien,²⁶ and in Bolivia, climate-responsive integrated management plans have been implemented in four separate sub-basins.²⁷



The Mapou river community in Cap Haitien, Haiti

Figure 3 illustrates the extent to which PPCR has supported local plans per country. Some countries, such as Samoa and Zambia, have used PPCR projects' policy support entirely at the local level,²⁸ whereas others, such as Nepal and Tajikistan, have

strategically combined local and sectoral support to help meet the objectives of their SPCRs. The Pacific and Caribbean Regions have provided the greatest share of national-level policy and planning support (see section 3.1).

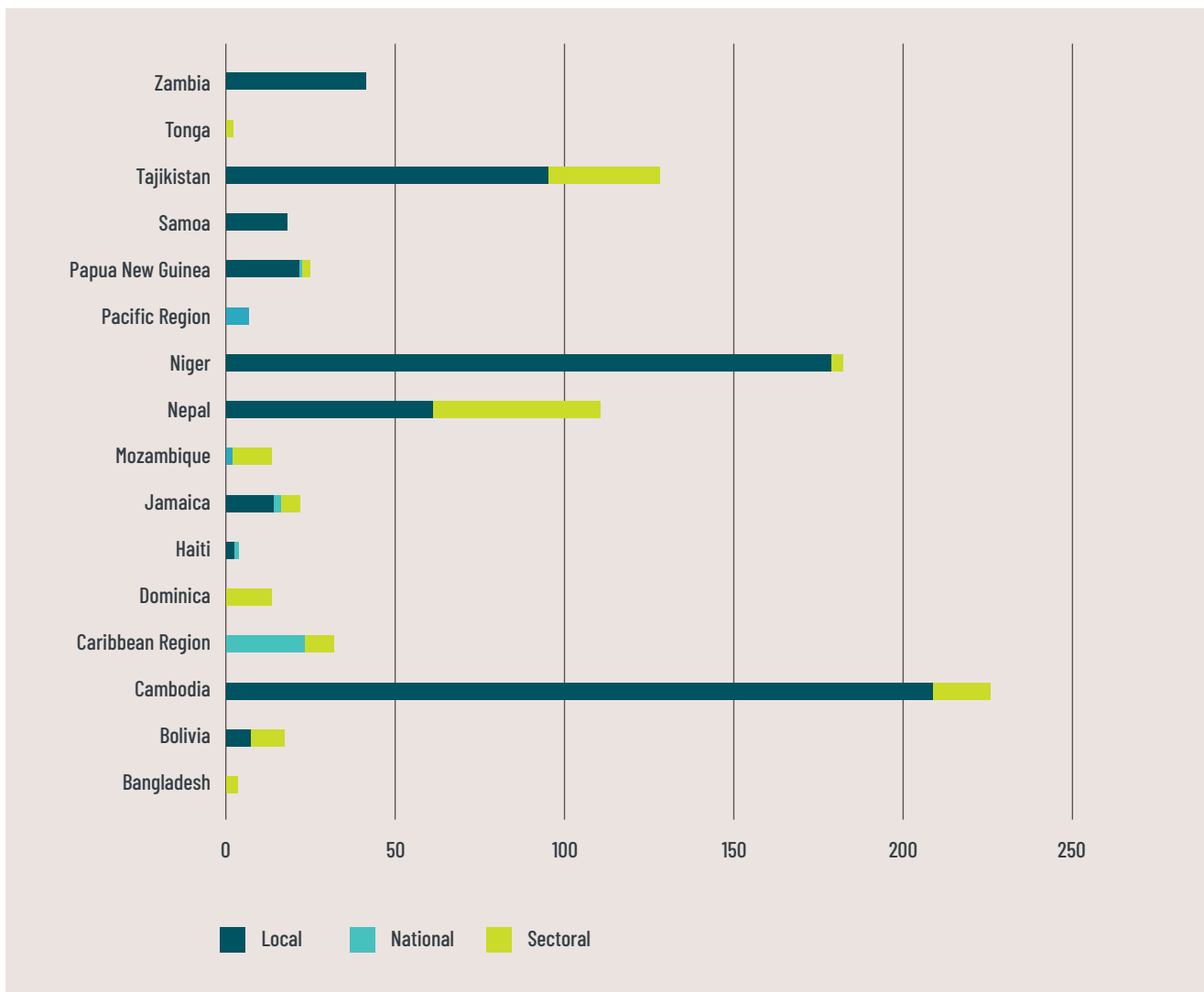


FIGURE 3. National, sectoral, and local policies, plans, strategies, and frameworks that integrate climate change (by country and level)

4. CONSIDERATIONS

PPCR's success in piloting approaches to integrate climate change issues at the national, regional, and local levels has been a watershed. From 2008-2023, the program has demonstrated how improving budgeting processes and fiscal management can ensure that adaptation actions receive dedicated resources and play a role in overall planning. It has shown how mainstreaming adaptation enables countries to be more prepared to address climate risks and impacts at multiple levels through the creation of new policies and plans, and through the integration of climate considerations into pre-existing policies and plans. It has also led to the development of better tools on climate risk management, stronger inter-agency coordination, and institutionalization of design standards and practices applicable to climate-smart projects. Yet, challenges also remain, such as the long timeframes often needed for horizontal inter-agency coordination, and the vertical disconnect sometimes experienced between local-level adaptation planning and national policies and programs.

After the Paris Agreement, many countries are no longer in the *piloting* phase of integrating adaptation strategies and objectives into policies and plans.²⁹ A total of 45 developing countries have submitted National Adaptation Plans (NAPs) to the United Nations Framework Convention on Climate Change (UNFCCC) to date.³⁰ At the sector level, policymakers increasingly view climate considerations as part of the due diligence for achieving their objectives. At the local level, progress is slower, but evident, even as financing remains scarce.

The next frontier of climate resilience programming requires both new and continued approaches commensurate to these emerging policy ecosystems. PPCR's experience demonstrates the enduring importance of integrating climate adaptation considerations into policies and plans at multiple levels and ensuring that they coherently reinforce one another for effective implementation.



Uiha island, Tonga

ENDNOTES

1. “Number of national, sectoral, and local policies, plans, strategies, and frameworks that integrate climate change.” See Climate Investment Funds. 2023. PPCR Operations and Results Report. Meeting Working Document, Washington DC: CIF.
2. While sometimes referred to as “policies” in abbreviated form, this indicator may be considered to go beyond “policies” as strictly defined by national and local governments. It encompasses a range of both legislative and executive interventions, including laws, regulations, plans, strategies, and guidelines, among others.
3. PPCR Core Indicator 1, which is assessed through a participatory, multi-stakeholder approach at the national level, measures the degree of integration of climate change into national, including sector, planning.
4. Achieved by December 31, 2022.
5. Climate Investment Funds, 2023.
6. Available data on this PPCR indicator comes from MDB project-level reporting. It therefore mainly captures project-level interventions, rather than programmatic ones through the SPCR and other national progress, such as what is designed to be captured through participatory, country-led reporting on PPCR Core Indicator 1.
7. For instance, support for 30 community-level development strategies would be captured as “30” units achieved at the local level.
8. Climate Change and Technical Assistance Project (IBRD).
9. Ibid
10. Climate Proofing of Agriculture in the Centre-Artibonite Loops (IDB Group).
11. Promoting Community-Based Climate Resilience in the Fisheries Sector of Jamaica (IBRD).
12. Project Completion Report, ADB
13. World Bank Group 2019, [Action Plan on Climate Change Adaptation and Resilience](#)
14. This diversity also poses a methodological challenge in categorizing and aggregating sectoral policy results.
15. Mainstreaming Climate Change Risk Management in Development (ADB).
16. Climate Resilience-Integrated Basin Management Project (IBRD).
17. Climate Proofing of Agricultural Infrastructure and Business-Focused Adaptation (ADB).
18. Enhancement of Flood and Drought Management in Pursat Province (ADB).
19. Climate Information Development and Forecasting Project (AfDB) and Community Action Project for Climate Resilience (IBRD) respectively.
20. Environmental Land Management and Rural Livelihoods (IBRD).
21. Zambia Strengthening Climate Resilience – Phase II (IBRD) and Strengthening Climate Resilience in the Kafue Sub-Basin (AfDB), respectively.
22. Enhancing the Climate Resilience of Coastal Resources and Communities (IBRD) and dataset with Community Integrated Management Plans on the Ministry of Natural Resources and Environment’s website at <https://samoa-data.sprep.org/dataset/community-integrated-management-plans>.
23. Building Capacity for Climate Resilience (ADB).
24. Adaptation Program and Financing Mechanism for the PPCR Jamaica (IDB Group).
25. Climate Proofing of Agricultural Infrastructure and Business-Focused Adaptation (ADB).
26. Municipal Development and Urban Resilience Project (IBRD).
27. Multipurpose Water Supply and Irrigation Program for the Municipios of Batallas (IDB Group) and Climate Resilience-Integrated Basin Management Plan (IBRD), respectively.
28. This does not reflect policy support through SPCR and national M&R mechanisms.
29. See, for example, on the increasing prominence of adaptation commitments, Edward A. Morgan, Johanna Nalau, Brendan Mackey, Assessing the alignment of national-level adaptation plans to the Paris Agreement, Environmental Science & Policy, Volume 93, 2019, Pages 208-220. <https://doi.org/10.1016/j.envsci.2018.10.012>.
30. For more information about National Adaptation Plans, see UNFCCC’s website at <https://www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx>.

THE CLIMATE INVESTMENT FUNDS

The Climate Investment Funds (CIF) is one of the largest multilateral climate funds in the world. It was established in 2008 to mobilize finance for low-carbon, climate-resilient development at scale in developing countries. Fifteen contributor countries have pledged over US\$11 billion to the funds. To date CIF committed capital has mobilized more than \$64 billion in additional financing, particularly from the private sector, over 70 countries. CIF's large-scale, low-cost, long-term financing lowers the risk and cost of climate financing. It tests new business models, builds track records in unproven markets, and boosts investor confidence to unlock additional sources of finance. Recognizing the urgency of CIF's mission, the G7 confirmed its commitment to provide up to \$2 billion in additional resources for CIF in 2021.



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