USER MANUAL FOR TRACKING CLIMATE CHANGE ADAPTATION

Adaptation: Get the connection

A national interplay of adaptation actors is important: How to track its progress?

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- Consultation Draft -



Supporting the most vulnerable to climate change.

Brief Summary

For the past five years the Adaptation Fund NGO Network has been dedicating its work on accompanying projects carried out under the mandate of the Adaptation Fund. However, it is the reality that this is not sufficient to ensure a path towards rights-based adaptation funding and climate resiliency in our partner countries. This paper has the objective to look beyond the Adaptation Fund projects, particular assessing the state and level of interplay between different implementing and financing entities of adaptation projects being active in the same country.

This paper provides readers / users with a toolkit that helps them to assess such interplay dimension as well as to what extent *good adaptation* is being practiced by different actors. Its easy-to-use scorecards will help readers / users formulating political recommendations regarding a more coherent approach towards climate change adaptation. Ultimately, those political recommendations are aimed at initiating and steering a national discussion about the overall interplay between different implementing and financing entities of adaptation projects with particular attention to and for the benefits of vulnerable groups and communities.

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Abbreviations

AF	Adaptation Fund
AFN	Adaptation Fund NGO Network
СОР	Conference of the Parties
GCF	Green Climate Fund
GEF	Global Environment Facility
JPA	Joint Principles for Adaptation
NAP	National Adaptation Plan
NGO	Non-governmental organisation
UNFCCC	United Nations Convention on Climate Change

1 Introduction

The Adaptation Fund NGO Network (AFN) was initiated in 2010 after the first project proposal submitted to the Adaptation Fund (AF) by Senegal was approved. The AFN is a social feedback mechanism, in which national civil society organizations accompany the AF project planning and implementation process to ensure positive project impacts for vulnerable groups and communities. It is the AFN's objective to be supportive to the innovative features of the AF such as its direct access modality and its developing country majority in the decision making structure. The AFN has ten financially supported partners¹ and more than 130 associated members.²

In its past five years the AFN has accomplished some remarkable success: As civil society actors, the ten partner organisations have talked to affected communities, particularly most vulnerable groups and communities and have done a great amount of communication work in order to bring the issue of climate change adaptation into public debates and on national agendas. Moreover, a number of partners have become valuable resource persons and adaptation experts in their respective countries, shaping national discussions on this particular climate change issue. With their specific focus on the AF they have facilitated stakeholder discussions with national and multilateral implementing entities and in a critically and constructive manner brought forward project ideas and project implementation processes. After all, their lessons and experiences haven been fed into international discussions, inter alia at AF and Green Climate Fund (GCF) Board Meetings as well as official UNFCCC events such as COPs, with the result of rising international recognition and acceptance of the AFN's work.

Despite this successful work, the current adaptation finance landscape indicates that the AF is only one of several international adaptation actors that provide public adaptation finance to developing countries. Limiting the radar only to the AF is hence not sufficient to ensure a path towards climate resilience in the AFN's partner countries and beyond. Often several spaghettis of the international climate finance 'spaghetti-bowl' reach into the same country, including but not limited to the Global Environment Facility (GEF), the World Bank and other development banks as well as bilateral agencies that often represent the biggest source of public finance for climate resilient development.

Promoting a better interplay between adaptation initiatives

To reach onto a track that advances a climate resilient development on a broader scale beyond the immediate project scope it is thus vital that different actors – governments, ministries, international agencies, different climate change funds as well as bilateral donors – harmonise their work in an organised manner. Starting from the AF project, this paper aims to track progress of and to encourage a more targeted and complementing interplay between different actors that are active in the same country, stressing the importance of the participation of vulnerable populations.

To structure the necessary debates around a national interplay of different entities and to give a framework for discussions with different actors, this paper has been developed with the intention of providing a methodological tool to assess the current state and level of interplay between different implementing and financing entities of adaptation projects. For this, it proposes an adapta-

¹ Partner countries inlcude: Honduras, Jamaica, Senegal, Benin, South Africa, Tanzania, Rwanda, Kenya, Jordan and Cambodia

² The list of associated members can be found here: https://af-network.org/members-af-ngo-network

tion tracking approach which provides the means to check whether coordination mechanisms exist at the national level and whether the needs of vulnerable communities have been embedded in the programming objectives of the different adaptation projects. Furthermore, it facilitates examining whether projects and programmes work in frame of *good adaptation* practices.

The key objective of this paper is to provide readers / users with an assessment framework whose results can initiate and steer discussions at the country level regarding the need for a better interplay between different implementing and financing entities of adaptation projects. While a growing body of research provides several effective tools to assess and track adaptation³ none of them adequately covers the interplay dimension. An initial look at the interplay of diverse adaptation projects implemented in the same country reveals a considerable deficiency regarding their coherence and thus their marginal effects on the overall resilience of the countries.

Normative Framework of the Adaptation Fund NGO Network

The AFN is committed to enable and promote climate resilient development in developing countries. Its normative framework is anchored in a human rights-based understanding of the reality of climate change as well as the basic ideas of climate justice. Democratic principles such as accountability, transparency and public participation in decision-making are the cornerstones of such a normative framework.¹

Consequently, the ultimate vision of the AFN is to bring vulnerable groups, historically least responsible for causing climate change and benefiting least from carbon-intensive economic growth, to the centre of adaptation actions. Only this can ensure effective, efficient and equitable adaptation outcomes.

A focus on vulnerable people, groups and communities entails a twofold approach. First, it prescribes the prioritisation of vulnerable groups from project development to implementation and learning. Second, it implies for governments and implementing entities to adhere to the principles of transparency and accountability to countries' citizens, including vulnerable groups.

Climate vulnerability is not a stigma. The AFN does not want to endorse a patronizing approach that sees vulnerable people as mere 'beneficiaries' of climate change adaptation actions. Rather, the AFN puts strategic emphasis on transformative approaches, such as the direct access modalities that cut out additional layers of governance and heteronomy. Such approaches, however, come with added responsibilities for national governments, namely the commitment that AF funds are disbursed in a way that serve the intended purpose and reach vulnerable people, groups and communities. To ensure an effective engagement towards the AF and national governments the AFN frames its interaction as critical but constructive.

³ Bours et al. (2014), Ford/Berrang-Ford (2015), Ford/King (2013), Ford et al. (2013), Jones et al. (2012), Olivier et al. (2012), Sanahuja (2011), Spearman/McGray (2011)

2 The interplay of adaptation initiatives

The necessity to adapt to the impacts of climate change is evident in the mind-sets of governments across the world. Likewise this has been recognized by a number of international bodies such as the UNFCCC, its ancillary institutions as well as the World Bank and bilateral agencies. The financial volume for climate change adaptation has increased substantially in the last decade. While this is generally a positive result, financial resources have often been spent less effective and efficient than demanded by beneficiaries as well as civil society.

As a result more and more actors, including practitioners and researchers are asking the question: Is this *good adaptation*? Often they are questioning if the existing climate change adaptation projects do in fact significantly increase a country's resilience on a broad scale. While an immense body of literature⁴ has been engaged in defining *good adaptation*, the methodological approach by the Southern Voices Programme of CARE has emerged as a very useful and practicable tool to assess whether *good adaptation* is achieved. Having been jointly developed by a number of civil society actors from developing and developed countries, the Joint Principles of Adaptation⁵ (JPA) form the basis for our tracking approach. Following, those principles will be referred to as "general principles".

Part of the question whether adaptation projects can be considered *good adaptation* is their extent of complementarity with other adaptation projects in the country. The reality of today is that in a number of developing countries international and bilateral funding institutions often implement stand-alone adaptation projects that increase the adaptive capacity of the immediate environment and often incorporate views and needs from the most vulnerable groups, but only have a marginal effect on the overall resilience of the country.

As outlined earlier, strengthening the interplay between different actors is therefore essential in order for countries to reach a path towards rights-based adaptation funding and climate resiliency on a broader scale. With the intention to provide a feasible and flexible assessment tool for the state and level of interplay in a country, this methodological framework offers, besides the general principles, three interplay principles that a country should adhere to in order to increase and ideally maximise the interplay of different implementing and financing entities of adaptation projects (see Figure 1).

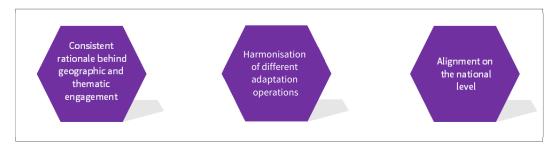


Figure 1: The three interplay principles

⁴ Adger et al. (2005), De França Doria et al. (2009), Füssel (2007), IPCC (2014), Moser/Boykoff (2013), USAID (2014)
⁵ Southern Voices (2015)

The debate of a better interplay and collaboration between different actors working in the same country is not new. The Paris Declaration⁶ and those that followed⁷ have been leading discussions on this important aspect. While this paper does not aim to copycat their theories, it is the intention to adapt and add on to those ideas as well as learn from their assessment experiences. Ultimately this paper wants to establish thinking along those new lines in the climate finance community of practice.

The first principle as pictured in Figure 1 aims at promoting a strategic and consistent rationale in the thematic and geographic engagement of different implementing and financing entities active in the same country. Taking into account debates and experiences from the Paris Declaration and those that followed its indicators will help assessing if vulnerability assessments have been carried out, looking at relevant economic sectors as well as the country's regions. Besides, the indicators will assist in examining whether the current work of the different implementing and executing entities responds to those identified vulnerabilities or whether some sectors or regions have been receiving less attention than needed. Furthermore this first principle, through its indicators, has the objective of revealing to what extent an (informal) division of labour between the different actors is already being practiced. In other words, whether the implementing and financing entities have over time dedicated their work to a particular priority area, be it geographically or thematically, and thus helped complementing instead of duplicating each other's work.

The second principle more closely looks at the efforts brought forward towards the harmonisation of different adaptation actions. Its assigned indicators will facilitate assessing if the communication between different actors working on adaptation in the same country is effective. Moreover, they will consider whether joint action on adaptation is identified and eventually being practiced. Likewise, the indicators under this principle aim at disclosing whether the different financing and implementing entities are eager to learn from each other and share experiences, e.g. by developing common standards for monitoring, reporting and evaluation.

The last of the three interplay principles has been designed with the intention to enhance a better policy alignment rooting in national government ambitions for a better coordination of the different implementing and financing entities active in the same country. Again taking note of the Paris Declaration and its discussions this principle's indicators support the assessment of the extent of coordination between the different adaptation actors, incl. the national ministries involved in the adaptation debate. In this regard the indicators will also help to evaluate whether the national climate change strategy, if existent, incentivises the implementation of climate change adaptation projects in a coordinated manner. Lastly, the indicators will facilitate revealing whether there is a strong political leadership that drives forward the adaptation process in a coordinated manner, e.g. if a lead department administrates coordinating processes.

While the JPA concern project as well as national level adaptation processes and thus forming the broader spectrum of climate change adaptation processes, the interplay between different actors is a dimension not captured so far but are core for an overall climate resilient development. Figure 2 illustrates the two dimensions: the interplay principles framing the interplay dimension while the general principles exemplifying the practices of *good adaptation*.

⁶ The Paris Declaration (2005)

⁷ Accra Agenda for Action (2008), The Busan Partnership for Effective Development Co-operation (2011)

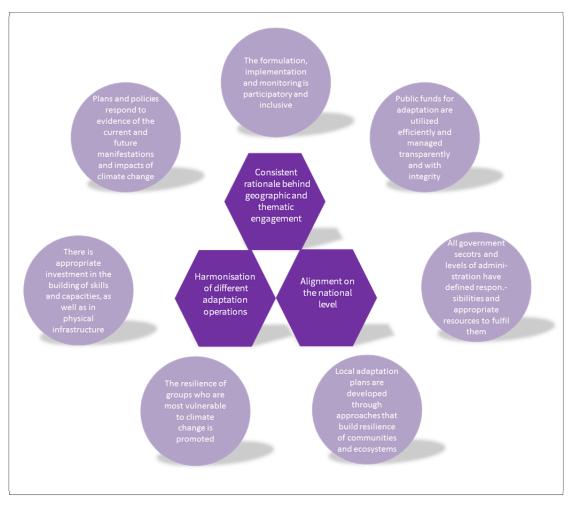


Figure 2: Principles for interplay and good adaptation

(Source: own illustration - good adaptation principles with courtesy of Southern Voices)

Using the principles

As outlined above, this guide has been developed with the intention to serve as a methodological framework and guiding document for the AFN partners. At the same time it is similarly relevant for adaptation practitioners in other countries who want to assess and steer a debate about the overall interplay between different implementing and financing entities of adaptation projects with particular attention to and for the benefits of vulnerable groups and communities.

For the assessment a number of scorecards have been developed (see Chapter 3). In the left column of each scorecard, the three principles (numbered I, II, III) as well as their corresponding criteria (numbered I-1, I-2, II-3, etc.) and associated indicators (not numbered) can be found. The middle and right column will be for the user to complete based on his / her assessment of the criteria and indicators. We tried to formulate the indicators under each principle as flexible as possible but users may come across one or more indicators that do not apply to his / her respective country situation. For this assessment the following steps should be taken:

- 1. Carefully read the criteria and corresponding indicators of each principle.
- 2. Rate the indicators that belong to the corresponding criterion with a yes or no in the right column. This may be subjective as some information may not be available to you.
- 3. Now, rate each criterion based on its corresponding set of indicators. For this, as shown in the right column of each scorecard, please use the following categorisation:
 - Blind: There is no reference at all that the issue is being addressed.
 - Sensitive: Related issues are taken into account or are mentioned in documents but not taken up in a practical sense.
 - Responsive: The issue is lightly taken up, e.g. through dialogues and platforms.
 - Transformative: The issues is proactively addressed and brought forward as existing structural barriers are reduced.
- 4. In order for others to reconstruct your assessment, provide a written judgement for each criterion and indicator (max. 100 words) in the middle column of each scorecard. If additional context is required to fully understand the situation, provide it as succinct as possible. Remember to explain each abbreviation.
- 5. As Figure 2 illustrates there are two dimensions of principles: the interplay dimension (interplay principles) and the *good adaptation* dimension (general principles). While both dimensions are important to assess, your first priority for assessment should be the interplay dimension. We suggest assessing the corresponding indicators first before evaluating the *good adaptation* dimension.

While the assessment will give the user a comprehensive overview of the specific conditions in the country, it is not enough for steering national debates. As a next step it will therefore be important to:

- 6. Formulate policy recommendations based on the assessment. Those recommendations should be as practical and political feasible as possible in order to be relevant for national policy makers and implementing entities of climate change adaptation projects.
- 7. Building on those recommendations a national stakeholder workshop or an existing multi-stakeholder dialogue would be an ideal forum for presenting the findings and corresponding recommendations. Make sure that when setting up such a national dialogue event to invite all kinds of people relevant for the adaptation debate, incl. government and ministry representatives, international agencies, different climate change funds active in the country as well as bilateral donors.

3 Scorecards

Interplay principles

I Consistent rationale behind thematic and geo- graphic engagement	Assessment	Rating		
I-1 There is an assessment of national vulnerabilities		□ blind □ sensitive		esponsive ransformative
There is an assessment of the socio- economic development and its vulnerabilities to climate change		□ yes	🗆 no	□ partly
There is an assessment/mapping of regional vulnerabilities to climate change		□ yes	🗆 no	□ partly
There is an assessment/mapping which sectors are most vulnerable to the impacts of climate change		□ yes	🗆 no	□ partly
I-2 Current adaptation activities re- spond to national vulnerabilities, sectorally and geographically		□ blind □ sensitive		esponsive ransformative
Project activities are undertaken in particularly vulnerable regions or incorporate		□ yes	🗆 no	□ partly
There is a correlation between regional dispersion of adaptation ini- tiatives and country's vulnerability to climate change		□ yes	🗆 no	□ partly
Projects address important econom- ic sectors that should be made resilient		□ yes	🗆 no	□ partly
I-3 There is an (informal) division of labour between the different actors working in the same country		□ blind □ sensitive		esponsive ransformative
There is a mapping of adaptation actors (e.g. aided by a Strengths- Weaknesses-Opportunities-Threats (SWOT) analysis) that provides a basis for the division of labour		□ yes	🗆 no	□ partly
Actors have defined (sectoral /geographic) priorities that align to each other		□ yes	🗆 no	□ partly

II Harmonisation of differ- ent adaptation operations	Assessment	Rating	
II-1 There is effective communication between different actors working on adaptation in the same country		□ blind □ sensitive	□ responsive □ transformative
All actors have on the ground pres- ence, e.g. country offices		□ yes	🗆 no 🛛 🗆 partly
There is a continuous communica- tion between different adaptation ac- tors		□ yes	🗆 no 🛛 partly
There are regular, meet- ings/workshops between different adaptation actors		□ yes	🗆 no 🛛 partly
II-2 Joint action is identified and har- nessed		□ blind □ sensitive	□ responsive □ transformative
Opportunities have been identified that outline potential areas of collab- oration and where synergies between projects can be harnessed		□ yes	🗆 no 🛛 🗆 partly
Potential areas of collaboration are being harnessed		□ yes	🗆 no 🛛 🗆 partly
II-3 Adaptation initiatives are eager to learn from each other and share expe- riences		□ blind □ sensitive	□ responsive □ transformative
Adaptation actors share experiences regarding planning and implementa-tion of adaptation projects		□ yes	🗆 no 🛛 partly
Harmonised performance assess- ment frameworks and / or common standards for monitoring and report- ing are being employed		□ yes	🗆 no 🛛 partly

III Alignment on the national level	Assessment	Rating		
III-1 There is sound coordination between the different adaptation actors, incl. the national ministries involved in the adaptation debate		□ blind □ sensitive		esponsive ansformative
Existence of multi-stakeholder dialogues or a national forum in which relevant financing and imple- menting entities and the government are present. The forum should have decision making power and influence		□ yes	□ no	□ partly
The coordination structures have representation and buy-in by stake- holder including vulnerable groups and populations		□ yes	□ no	□ partly
III-2 There is a strategy for adaptation action at the national level		□ blind □ sensitive		esponsive ansformative
Existence of a national climate change strategy / planning document / NAP or else that carry the authority to enable different government sec- tors to work in a coordinated manner		□ yes	🗆 no	□ partly
Explicit incorporation of adaptation initiatives into development projects		□ yes	🗆 no	□ partly
The adaptation strategy has been created with input from all major stakeholders including vulnerable groups and populations		🗆 yes	🗆 no	□ partly
III-3 There is strong political leadership that drives forward the adaptation process in a coordinated manner		□ blind □ sensitive		esponsive ansformative
Existence of a lead department, an agency or an interagency group in charge of coordinating different adaptation activities and providing implementing and financing entities with a strong guidance		□ yes	□ no	□ partly
Different designated government authorities (e.g. National Designated Authority and the National Focal Point) work together in a constructive environment		□ yes	□ no	□ partly
Collaborative behaviour between adaptation initiatives is being incen- tivised by national regulations		□ yes	🗆 no	□ partly
Government authorities are responsive towards input by major stakeholders including vulnerable groups and populations		□ yes	🗆 no	□ partly

General principles

A. The formulation, implementation and monitoring is participa- tory and inclusive	Assessment	Rating	
Multiple stakeholders (such as, but not limited to civil society, sub-national governments, research institutes, academia, private sector, and indigenous peoples) participate in defining options and priorities		□ blind □ sensitive	□ responsive □ transformative
The knowledge and experience of local communities and indigenous peoples is incorporated		□ blind □ sensitive	□ responsive □ transformative
Plans and policies are publicised in ways that local people can understand and engage with		□ blind □ sensitive	□ responsive □ transformative

B. Public funds for adaptation are utilised efficiently and managed transparently and with integrity	Assessment	Rating	
The implementation and financing of plans is periodically monitored by a body on which civil society is represented		□ blind □ sensitive	□ responsive □ transformative
Adaptation funding is made available through a transparent process of allocation		□ blind □ sensitive	□ responsive □ transformative
There is full and free access to infor- mation on how adaptation funds are being spent (finances and processes)		□ blind □ sensitive	□ responsive □ transformative
There is a mechanism in place to safeguard against initiatives that might have negative impacts		□ blind □ sensitive	□ responsive □ transformative
A secure mechanism for expressing grievances and seeking redress is available		□ blind □ sensitive	□ responsive □ transformative

C. All government sectors and levels of administra- tion have defined respon- sibilities and appropriate resources to fulfil them	Assessment	Rating	
National adaptation plans carry the authority to enable different government sectors to work in a coordinated way		□ blind □ sensitive	□ responsive □ transformative
Existing initiatives are enhanced to take climate change into account		□ blind □ sensitive	□ responsive □ transformative
Funding for adaptation is explicitly provided for within the national budget and respective sectorial allocations		□ blind □ sensitive	□ responsive □ transformative
Local level adaptation plans are guided by mechanisms to ensure coherence with national adaptation policies		□ blind □ sensitive	□ responsive □ transformative

D. Local adaptation plans are developed through approaches that build resilience of communities and ecosystems	Assessment	Rating	
Communities affected by climate change participate in defining adaptation options and priorities		□ blind □ sensitive	□ responsive □ transformative
Local adaptation plans are formalised and integrated into the development priorities of local administrations		□ blind □ sensitive	□ responsive □ transformative
Significant resources are allocated towards implementation of local adaptation plans		□ blind □ sensitive	□ responsive □ transformative
Financing arrangements make commitments for multi-year programmes of support to vulnerable communities		□ blind □ sensitive	□ responsive □ transformative

E. The resilience of groups who are most vulnerable to climate change is promoted	Assessment	Rating	
Plans and policies address the issues affecting different groups of women, men, boys and girls		□ blind □ sensitive	□ responsive □ transformative
Groups of people who are vulnerable to social, cultural, economic and environmental conditions are identified and targeted		□ blind □ sensitive	□ responsive □ transformative
Initiatives take into account the differentiated needs and capacities of women and men in different age groups		□ blind □ sensitive	□ responsive □ transformative
Initiatives promote greater social equity and cohesion		□ blind □ sensitive	□ responsive □ transformative

F. There is appropriate investment in the building of skills and capacities, as well as in physical infra- structure	Assessment	Rating	
Adequate resources are made availa- ble to improve the effectiveness of institutions responsible for managing climate change adaptation		□ blind □ sensitive	□ responsive □ transformative
Adequate resources are made available for raising public awareness and education about climate change		□ blind □ sensitive	□ responsive □ transformative
Investment plans contain targets for developing human capacities, natural capital, and physical infrastructure		□ blind □ sensitive	□ responsive □ transformative

G. Plans and policies re- spond to evidence of the current and future mani- festations and impacts of climate change	Assessment	Rating	
Adaptation plans consider how climate is affecting existing vulnerabilities		□ blind □ sensitive	□ responsive □ transformative
Vulnerability and adaptation scenarios are based on the best available science and evidence from the ground		□ blind □ sensitive	□ responsive □ transformative
Interventions are modified as new information becomes available		□ blind □ sensitive	☐ responsive☐ transformative
Climate information is made accessible to enable adaptive decision making by all stakeholders		□ blind □ sensitive	□ responsive □ transformative

4 The way forward

This paper has been developed with the intention that its assessment results can initiate national discussions on improving the effectiveness of adaptation by increasing the coherence of adaptation projects for the benefit of vulnerable groups and communities. However, the political recommendations arising from the assessment are intended to not only shape and redirect the interplay of different implementing entities but also intended to inform National Adaptation Plan (NAP) processes about *good adaptation* practices. For instance, there is always the risk that NAPs, which are currently being formulated in a number of countries, are developed with silo mentalities and thus do not achieve its intended impacts. Yet, if emphasis is laid on a better interplay and thus harmonisation of efforts undertaken by a variety of actors this shortcoming can be countervailed. This methodological framework helps laying the groundwork for this.

With regard to increasing the effectiveness and efficiency as well as equity of adaptation finance the assessment is likely to produce essential information for national policy makers as well as international donors. Given the possibility offered by the GCF that each country will be able to have more than one implementing entity, it will be important that those entities harmonise their work in order to achieve transformative actions, as mandated by the GCF. As the GCF has already accredited a number of implementing entities and is likely to approve its first project(s) by the end of this year, this paper comes in a timely manner: Even before the GCF will start disbursing funding, implementing entities should take into account the findings of this paper's assessment in the process of designing project proposals as well as planning and implementing projects.

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Germanwatch

Following the motto "Observing, Analysing, Acting", Germanwatch has been actively promoting global equity and the preservation of livelihoods since 1991. In doing so, we focus on the politics and economics of the North and their worldwide consequences. The situation of marginalised people in the South is the starting point of our work. Together with our members and supporters as well as with other actors in civil society, we intend to represent a strong lobby for sustainable development. We attempt to approach our goals by advocating for the prevention of dangerous climate change, for food security, and compliance of companies with human rights.

Germanwatch is funded by membership fees, donations, grants from "Stiftung Zukunftsfähigkeit" (Foundation for Sustainability) as well as grants from various other public and private donors.

You can also help achieve the goals of Germanwatch by becoming a member or by donating to:

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Supporting the most vulnerable to climate change.