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Harnessing synergies: mainstreaming climate change adaptation in disaster risk reduction programmes and policies In Brief

Katie Harris and Aditya Bahadur

About this In Brief

Climate change is set to impact every facet of humanitarian and development work. It is, therefore critical that those engaged in managing disaster risk mainstream climate change adaptation (CCA) into their programmes and policies. Why? Because climate change is increasing the frequency and severity of certain disasters, it is also increasing people's vulnerability and exposure to shocks and stresses; leading to heightened uncertainty and an increase in unexpected events (Mitchell, Ibrahim and Harris et al., 2010).

Certain practitioners and policy makers are recognising the importance of bringing Disaster Risk Reduction (DRR) and CCA together to reduce vulnerability and increase resilience. Despite this recognition, there is a lack of practical, actionable recommendations on how to create an environment where the mainstreaming of CCA into DRR can flourish: who leads such initiatives and what motivates these actors; what 'real world' challenges are faced and how are they overcome; what tactics and methods can be employed to undertake mainstreaming and what kinds of expertise and knowledge is needed?

This In Brief draws from a fuller report that forms the foundation for a process that seeks answers to these questions. It intends to help mobilise action through advice from those who engage with DRR and CCA on a daily basis through the realities on the ground.

Based on the premise that promoting and harnessing links between CCA and DRR requires constructive, actionable guidance, a conceptual tool known as the Zebra was developed by Katie Harris and Aditya Bahadur and is introduced here.

The Zebra is a process that can be used by practitioners and policy makers across the globe as it recognises that no two contexts are the same. The main purpose of the tool is to provide a structured framework for programme managers and policy makers to think through how CCA can be mainstreamed in DRR.

Making the case for mainstreaming is not simply about re-thinking the way we work, it demands changes in our operating structures, institutional 'homes' and the way funding channels and policies govern the work carried out in the name of CCA and DRR (Mitchell, Ibrahim, Harris et al., 2010). After all, there is no single pathway to mainstream CCA into DRR programmes and policies and there are no 'silver bullets' for developing climate smart DRR approaches. But it is possible, as this In Brief summarises, to learn from experience, debate ideas and identify which suggestions are most likely to be effective in a given scenario.

The full report draws on the insight and experience of over 100 disaster risk managers from a range of contexts across Africa and Asia. In collaboration with the ActionAid Disaster Risk Reduction through Schools (DRRS) programme, the Institute of Development Studies (IDS) synthesised the findings from a series of reflection workshops in Nepal, Kenya and Thailand. Highlights of the ideas generated from these workshops are presented here.



Introduction: the time is ripe

Even gradual, mean changes in the climate can increase the vulnerability of the poor and make the work of disaster risk managers more difficult. That is why, for the majority of policy makers and practitioners the rationale behind calls for greater mainstreaming of CCA into DRR, and their mainstreaming into development more broadly is self-evident. Exploiting the overlap between CCA and DRR is one way to ensure disaster risk managers can continue to have a positive impact on reducing vulnerability. But this is not the sole responsibility of the disasters community. There is broad consensus that climate change impacts almost every facet of development work and for development to be meaningful it must 'take on' climate change in a number of ways. In doing so, development programmes aimed at reducing poverty will be less likely to cause unintended negative impacts which result from a failure to accommodate increased uncertainty - sometimes known as mal-adaptation.

Above

Andhra Pradesh, India: A map – made after the PVA – painted on a school wall

Front cover

Andhra Pradesh, India: Centre for Environment and Development staff demonstrating the use of buoyancy aids

All photographs by Katie Harris and Silva Ferretti



The impact of climate change on disasters

- There is growing scientific agreement that climate change will increase the frequency and intensity of some hydro-meteorological disasters, posing new challenges for disaster managers (IPCC, 2007).
- Variable precipitation and extreme temperatures will negatively impact crop yields leading to more malnutrition and increasing vulnerability of already marginalised communities to shocks and stresses (FAO, 2008).
- Climate change may negatively impact traditional coping strategies, eroding people's ability to recover. There will be a greater need for adaptive social protection measures as climate change increases the frequency of disasters – disasters risk managers will be required to help adapt traditional coping strategies to deal with the dynamic climatic context (FAO, 2008).
- Increased pressure on natural resources will add new dimensions and dynamics to conflict (see Lind, Ibrahim and Harris, 2010).
- The 'business as usual' approach to DRM is no longer sufficient. Disaster Risk Management (DRM) needs to 'significantly shift its approach to risk calculation and intervention design to incorporate climate modelling and its associated uncertainty' (Mitchell, Ibrahim, Harris et al. 2010: 7).

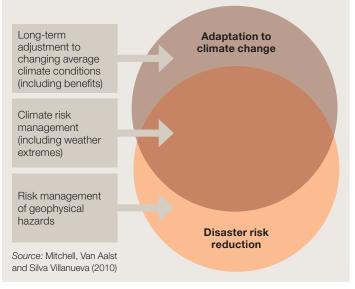
Seizing the moment

Climate change adaptation is high on the international political agenda and has the potential to receive significant support from new funders. With clear statements signifying the impact of climate change on disasters, the connections between CCA and DRR are being emphasised in national and international frameworks and agreements. This is an opportune moment for the disasters community to benefit from this momentum by demonstrating their experience as policy makers and practitioners with credible knowledge on managing risk, increasing resilience, dealing with uncertainty and reducing vulnerability. What is more, the DRR community can position themselves as eligible, credible recipients of climate financing.

CCA and DRR: convergence but not conflation

There are a number of points of overlap between CCA and DRR that have the potential to be exploited to enable improved and more effective interventions. While there are obvious points of convergence between the two fields of practice (e.g. both manage risk from hydro-meteorological hazards), there are significant points of departure too. Broadly speaking, CCA aims to help communities undertake long-term adjustment to changing average climate conditions, whereas DRR entails engaging with a wide variety of potential extreme events (Mitchell and Van Aalst, 2008); DRR deals with all hazards, including geophysical hazards, but CCA deals exclusively with climate related hazards associated with changes in the average mean climate conditions. CCA aims to help communities

Figure 1. Overlap between DRR and CCA



undertake long-term adjustment to changing average climate conditions and DRR focuses on dealing with short-term events; so both CCA and DRR aim to reduce the impact of hydrometeorological hazards, but on different timeframes (ibid.).

What has emerged over the past five years are a number of opportunities and critical global agreements that recognise the need to link the two agendas, for example, the Hyogo Framework for Action (HFA, 2005), the Global Assessment Report (UNISDR, 2009), the Least Developed Countries Fund, the Special Climate Change Fund and the Global Facility for Disaster Risk Reduction (GFDRR). While some National Adaptation Programmes of Action (NAPA) prove the exception to the rule, the majority of CCA and DRR processes at national level continue to function in parallel (Mitchell, Van Aalst and Silva Villanueva, 2010). This is also true of CCA and DRR programmes within most donor funding mechanisms and civil society organisations. Despite this, opportunities for moving away from current siloed approaches do exist and we need to learn to seize them.

Introduction to the Zebra

The Zebra is a conceptual tool developed by Katie Harris and Aditya Bahadur for ActionAid. It provides disaster risk managers with a way to think through real-life situations by presenting real or invented scenarios on mainstreaming CCA into DRR, and DRR into broader development programmes. The Zebra challenges practitioners and policy makers to reflect on their own learning, experience and action, to draw-out practical advice for mainstreaming.

The Zebra process requires identifying small working groups and providing each group with a scenario. In order to prepare for the Zebra process, the scenarios need to be considered very carefully. Scenarios must be pitched at the right level for the group's participants, be at a scale they can relate to, and on a challenge that is familiar to them.

Examples of scenarios used in ActionAid reflection workshops include:

"You work for a NGO which has expertise in Disaster Risk Reduction. Your NGO wants to convince the Home Ministry to integrate climate change into the National Disaster Management Policy. What steps would you take?"

Figure 2. The Zebra

Figure 2. The Zebra					
Enabling environment	Creating an enabling environment	Actors/drivers	Incentives	Challenges	Solutions
Elements of the enabling environment which would facilitate this initiative	The factors that would lead to the construction of an enabling environment	Individuals / organisations which would be responsible for driving the process	Ways of incentivising the key drivers	Challenges that they are likely to face	Possible solutions to expected challenges

"You are the head of the Disaster Risk Reduction team in a National NGO. You would like your organisation to integrate climate change into your DRR portfolio. What steps would you take to enable this to happen?"

In order to generate insights, three conceptual pillars are used that reflect the key facets of any mainstreaming process. These pillars are:

- The enabling environment and conditions for creating an enabling environment.
- The key drivers and their incentives.
- The challenges likely to be encountered and possible solutions.

The Zebra process involves each group discussing and completing the table in figure 2 with ideas for a given scenario. Participants ideally complete the three grey columns first and then move on to filling out the white columns.

What follows is a selection of the practical, actionable guidance identified through various Zebra processes.

The enabling environment

Creating an enabling environment is fundamental to making changes on any level at any scale; be these changes to internal organisational policy, community priorities or national government policy. An enabling environment is not a static entity, nor is there a blueprint for what one should look like or how it is achieved.

Making the case to your organisation

Generating an environment where climate change is fully and effectively mainstreamed into DRR approaches in a systematic way demands that a convincing case is made to your organisation. You need to be well informed of potential opportunities for revising key work plans, strategies and thematic priorities, e.g. strategic reviews and programme monitoring processes, as well as know the most relevant people that will help achieve mainstreaming goals.

A strategy for lobbying for the mainstreaming of CCA into DRR is to focus on the 'big picture'. For example, be able to state exactly

how CCA aligns with an organisation's overall vision and how it can help achieve its mission. This will require internal research to understand what other DRR programmes are doing and how climate change is, or will, affect their work.

It is important to ensure that the CCA approach and methods promoted for mainstreaming are the most current and relevant. This demands that CCA be presented to DRR country programmes in a way that is tailored to the specific context of that country or region.

In addition, encouraging mainstreaming of CCA into DRR activities requires regular meaningful communication between the various parts of an organisation, department or institution.

Encouraging an amenable management, partners and a supportive mandate

Flexibility and willingness to take up new mainstreaming topics is vital for mainstreaming CCA. Most participants believed the critical leverage point for this is a willing and invested senior management team (SMT) – or equivalent management structure – with the drive to take the agenda forward. Apart from the SMT as a whole, outreach to particular individuals such as programme coordinators is essential, as is having a network of local partner organisations onboard.

Building a supportive policy and institutional environment

The existence of international and national agreements on climate change is an important element of an enabling environment that can facilitate the mainstreaming of CCA into DRR policy. If national government DRR and/or CCA policies exist they extend a powerful platform from which to hold governments accountable for mainstreaming. The same can be said for policies of individual country offices and donor priorities, both of which should align with national priorities.

To bring about a suitable policy environment for mainstreaming it is necessary to demonstrate the links between climate change, disasters, poverty and vulnerability, and to proactively engage with ongoing policy processes. It is also important to widen the scope and look at government bodies, committees, ministries and other

Ijara, Kenya:

A PVA session held in a school

ACTION POINT

Starting intra-organisational discussions on 'yet another' topic to mainstream

Add mainstreaming CCA to the agenda of periodic review meetings within your programme and/or organisation. If possible, include in the agendas for these meetings in advance as matters of ongoing programme and/or organisational processes tend to get sidelined to make room for emergent situations or more pressing matters.



Above Ghana: Placard used in a climate change march

organisations that may not be directly connected with the policy in which you are aiming to integrate climate change considerations. There are often other key bodies (behind the scenes) that exert a critical influence on national policy processes.

Consolidating knowledge and analysis

A necessary precursor to any initiative aiming to mainstream CCA into DRR policies and programmes is the availability of good quality research, data and information. Empirical evidence is also necessary to support advocacy initiatives (aimed at mainstreaming) to gain traction amongst policy makers and overworked practitioners. Climate patterns, potential impacts and the social and economic impact of failing to mainstream CCA are just some of the issues that require high quality research to inform credible programmes and policies. Relevant knowledge can be generated through an engagement with communities and through partnerships with credible academic/research institutions. Forging strong partnerships is an effective way to ensure the DRR community is informed by current climate information, without having to become experts in climate science themselves.

Employing creative advocacy

Creative and innovative advocacy approaches are a must for building and sustaining an enabling environment. This includes: understanding the interests and agendas of key policy makers and strategising a way to frame arguments to directly appeal to them; carefully employing emotive or moral appeals; and mobilising public opinion within affected communities then opening channels of dialogue between communities and the government.

TOP TIPS

Creative advocacy

- Collecting evidence of how climate change is increasing disaster risks and erratic weather patterns.
- Communicating examples of successful mainstreaming attempts elsewhere.
- Communicating how inaction on mainstreaming could reverse development gains.
- Collating relevant case studies on the benefits of mainstreaming.
- Creative uses of media as a communication channel: creating short videos; identifying a climate champion such as a high profile media star or political leader; or using billboards and publicity materials displaying relevant messages.
- Proactive engagement with the national and local media in advocacy campaigns.

Actors and drivers

Each context, situation and challenge embodies its own set of actors and drivers. This section focuses on key drivers, these are: the affected communities, focal persons, SMT, and government and policy makers.

Network of affected communities

There is value in promoting the mainstreaming agenda in cohort with coalitions, networks and/or alliances as this can generate stronger advocacy positions. Many DRR managers feel the most effective network would be at national level, comprising of representatives from communities affected by natural disasters. Requests to government officials for meetings and action may not be so easily dismissed if it comes from a network of those suffering from inaction. DRR experts also feel that if the affected communities were to voice the need for mainstreaming, field managers may find it easier to make the case to the national-level management of their organisations.

The incentives for communities include the possibility of becoming better prepared to deal with uncertainty, increased flexibility in adapting to livelihood strategies and heightened awareness of the changing nature of disaster risks.

Focal person

Initially the call for mainstreaming could be led by a designated focal person. Their main role is to build knowledge around mainstreaming issues (as an eye opener for the organisation's staff). Once a certain amount of knowledge has been built and the agenda gathers critical mass, the responsibility should be handed over to the SMT to carry the task forward. The transition (from focal person to the SMT) should not only be a procedural one but one where the SMT is made accountable to drive the process from this point on. If the focal person is selected from within an organisation, then this addition of duties needs to be balanced with the other duties that she or he is already performing.

ACTION POINT

Focal persons

The transition from focal person to SMT could involve:

- Organising a half-day workshop where the focal person explains the progress made up to that point, to all staff. Bringing in high-profile, influential champions can help generate enthusiasm and interest in the workshop.
- Defines the next steps in a participatory manner with the SMT.
- Formally hand over responsibility for mainstreaming to the SMT in front of other staff.
- SMT agree to uphold an accountability mechanism where they commit to report on their progress in taking forward the mainstreaming of CCA into organisational DRR policies, programmes and priorities.

The senior management team

Many believe that within an organisation the SMT (or equivalent management body) needs to be the main driver of the mainstreaming process, as with many organisations the SMT determines the content of the country office strategies and priority themes. Typically, the SMT are the only body within the organisation who are effectively empowered to take the significant steps that are needed to push the mainstreaming agenda forward, and mainstreaming can never be successful if it is driven by an individual, it has to be seen as something in which a larger coalition of influential individuals are invested in order to influence and motivate other members from within the organisation.

ACTION POINT

Generating interest amongst SMT

The following action points are suggested for incentivising the SMT:

- Explain how DRR and CCA align with the organisation's core mandate (overtly or tacitly).
- Highlight the potential impact of CCA on ongoing DRR projects and explain how a failure to mainstream could reduce the efficacy of the organisation's DRR programmes.
- Try and generate interest from the line managers of the SMT to support this agenda by ensuring the SMT receive directives from someone higher up the organisational structure (possibly from headquarters). If directives exist at this level the focal person driving the initial stages of the mainstreaming process can employ these to secure the support of the SMT for mainstreaming within the particular country office. This may require doing some homework to identify champions and supporters of the mainstreaming agenda within headquarters or the secretariat.
- SMT are charged with managing the profile and reputation of the organisation – explain that mainstreaming CCA within the organisational DRR programmes is critical to positioning it as a relevant, modern and effective in the face of new challenges associated with an uncertain climate and one that is plugged into key global debates.

Government and policy makers

Zizeri, Ghana: Action plan

resulting from a PVA

The role of the government, policy makers and government committees is critical in defining the nature and scope of any mainstreaming process in the policy arena. When probed on the arguments used to secure the government's leadership in this issue, DRR experts felt the most effective way is to explain to the government that inaction leads to a violation of certain agreements to which it is legally committed. For example, for mainstreaming DRR in development work, show that it is inherently connected with the fulfilment of certain fundamental human rights (Twigg, 2003). This argument can be effectively employed to make a case for mainstreaming.

Challenges and solutions

Disaster risk reduction experts identified a number of organisational barriers for mainstreaming CCA into DRR, such as bureaucratic organisational processes, lack of capacity and knowledge on climate change, high staff turnover, ineffective procedures for retaining organisational memory and a culture of working in silos. A number of innovative solutions were also discussed and are highlighted in brief below.

Working with the current funding environment

Funding is a key hurdle to achieving effective mainstreaming of CCA into DRR programmes. The current funding environment is geared toward individual projects. This is because it is easier to manage, monitor and show results for funding that is specifically invested in clearly demarcated programmes. The negative by-product of this system is that critical issues which need to be a part of ongoing programmes (as opposed to operating in silos) do not receive the necessary financial support they require.

Climate change has a bearing on almost all development programmes so project-based interventions are not a sustainable solution. In order to ensure realistic, incremental changes take place over a longer-time scale, we need to move and think in ways beyond the two to three year funding cycles that currently restrict work to project-based interventions. In the long term the costs of mainstreaming are seen to be low, especially as they make disasters and development funds more effective. That said, in order to get to this point time, energy, training and personnel investments are required – all of which cost.

Challenging results-driven project processes

One of the main challenges for mainstreaming CCA into DRR is the need to demonstrate results to donors – something that is being increasingly called for in the current financial environment. Donor priorities do not necessarily support initiatives of mainstreaming and tend instead to focus on 'hard' solutions (for example, infrastructural improvements or developing physical assets) whereas many DRR approaches produce 'soft' results. This could be at least partially overcome by collating and presenting

ACTION POINT

Working with the current funding environment

In conjunction with efforts to secure donor support for mainstreaming, programme managers can include activities in project budgets that contribute to longerterm mainstreaming. This requires concerted effort on the part of programmers, as funds are likely to come from many disparate project budgets, but can be used for a set of activities that together create a coherent programme of work for mainstreaming CCA into DRR. examples of the benefits of mainstreaming and communicating how it enables ongoing community-level development work to become more robust. It must also be emphasized that CCA cannot be seen just as an outcome but the process to build resilience to climate change.

Engaging policy makers

DRR experts feel that policy makers may not understand the need to pay attention to mainstreaming. They may see it as an interest harboured by a particular NGO, may be too busy or simply not have the relevant expertise to start thinking about another factor to consider in a policy process that is already difficult and convoluted.

ACTION POINT

Exposing policy makers to the right information

- 1. Request relevant documents on mainstreaming topics into government policies (both generally and specifically on DRR) from your counterparts in other NGOs or research institutions.
- 2. Review these with one or two other team members to gauge the most useful material.
- 3. Prepare a short annotated bibliography with three or four sentences describing the most valuable publications.
- 4. Circulate to key policy makers during outreach sessions and make additional resources available to meet any requests.

When reaching out to ministries it is important that mid- and senior-level policy makers are targeted simultaneously as 'administrative will' from the senior level will need to be combined with the willingness of those charged with driving the policy forward at the mid-level. It is also important not to make the mistake of overlooking formal channels of petitioning policy makers.

Addressing unsuitable organisational structures

Currently the way organisations are structured and the protocols employed are not amenable to effective mainstreaming of CCA due to a number of disparate issues: lack of clear understanding of who should be responsible for working towards CCA mainstreaming in DRR programmes; how existing staff can/should find the time to take on additional work; lack of funding for cross-cutting initiatives such as mainstreaming CCA; and lack of time and space for sharing knowledge on issues of mainstreaming. Overall, the culture and ethos of many organisations will need to shift over the long term using a combination of strategies described in this guidance.

Know climate change data

Having reliable and robust climate data to make a strong case for mainstreaming is important for DRR experts. Unfortunately, there continues to be a general lack of awareness on climate change issues amongst some practitioners and policy makers and it is challenging that existing climate data tends to be unreliable and contradictory. This issue is starting to be addressed by linking in-country scientific/research institutions producing climate data with civil society organisations so that the information created is more robust through collaborative research and consensus, and therefore more useable.

Scrutinising programmatic sustainability

Taking sustainability seriously and investing in staff to avoid a loss of institutional memory demands that mainstreaming initiatives involve a number of key staff members, to ensure that momentum is not lost should a staff member leave. These staff members can be led and motivated by the focal person or champion. Similarly, organisations should think about investing in trainings of trainers rather than sending one individual to participate in DRR and/or CCA training.

Deal with mainstreaming fatigue

One of the first challenges is to overcome mainstreaming fatigue. This is often encountered as programme staff are so busy executing the core mandate of their programmes anything that is viewed as an addition to current workload is often perceived negatively. Mainstreaming fatigue is also when programme managers are asked to mainstream a number of different topics, gender, HIV etc. Ways to deal with mainstreaming fatigue include demonstrating how a failure to mainstream CCA may render current practice insufficient (Mitchell, Ibrahim, Harris et al., 2010); and how declining to mainstream CCA leads other kinds of mainstreaming (gender, HIV etc.) to become less effective. Other possible solutions include incentivising staff through structured praise and reward schemes, or publishing or promoting the work of individuals supporting mainstreaming in annual progress reports.

ACTION POINT

Incentivising action on mainstreaming

- Include mainstreaming in the terms of reference of new DRR programme staff.
- For existing staff build DRR achievements into individual career progression targets and monitor these on a quarterly basis.
- Look into the possibility of organising an exchange programme to immerse staff in the topic; this may help generate a deeper understanding and commitment to the cause.
- Praise staff who make the effort to invest time and energy into mainstreaming new themes such as climate change into their work.

From abstraction to reality

What is needed is a limited but focussed and thorough investigation of how climate change is, or possibly would, impact specific programmes or facets of a programme, as a stepping stone for advocating for mainstreaming.

For example, it is possible that as part of a DRR project, an organisation is planning on building a bamboo bridge to extend perennial access to a village on the banks of a river to a road on the other bank. This small project can be effectively used to demonstrate how to integrate CCA into a DRR activity and those pushing for mainstreaming should discuss how the height (due to changing levels of flow underneath), width (due to the number of people using it) and length (due to impact of river flow on bank erosion) of the bridge would all be feasibly impacted by changing climatic conditions.

TOP TIPS

Taking the first steps towards demonstrating the need for mainstreaming

- 1. Review the activity plan for a DRR project being undertaken by your organisation.
- 2. As a group with other interested staff, select a particular activity in which CCA could be included (e.g. a staff training session).
- 3. Collectively advocate for some degree of inclusion of climate change in this particular activity (e.g. module on basic climate science in the training).



Conclusions

There is no single toolkit to achieve mainstreaming of CCA into DRR programmes and policies and there are no 'silver bullets' for the development of a climate smart DRR approach. It is possible, as we have demonstrated here, to learn from experience, debate suggestions and identify what is most likely to be effective in a given scenario. All attempts to bring about a change in policies, organisations or strategies will have some effect – the challenge is creating a substantial enough effect that will result in the desired outcome. It is important for disaster risk managers therefore to understand the nature of change they are aiming for and envision the end state of the mainstreaming process in order to carefully define the direction in which they are moving.

Having conducted the Zebra process with DRR practitioners in three different locations some crucial findings have emerged. In brief, these include the fact that: a number of challenges faced by disaster risk managers with regards to mainstreaming can be resolved by applying learning from past experiences; and understanding how to integrate CCA into the DRR sector requires investment in understanding processes associated with departmental and organisational change. The Zebra is a tool which allows programme managers who have been sharply focussed on the day-to-day management of individual projects, to pause, reflect and creatively devise strategies to ensure their work can continue to be relevant and effective despite the exigencies of a changing climate. If used with a real life situation it enables colleagues to talk through their situation in detail and identify options for moving forward – suggestions that may be refined to form a strategy. If used with an invented scenario, colleagues are able to make suggestions they may not feel comfortable making with real-life cases.

The research up to this point has taken place in three varied geographical contexts with the participation of a number of key informants (from an even wider geographical area) and has led to the collection of certain innovative, replicable ideas and tactics. While progress has been made there is substantial scope for ActionAid to continue to take this agenda forward. The international leadership of the organisation could spearhead the process of conducting the Zebra with multiple country offices, collate and analyse the data and share lessons from this process on a regular basis. A valuable next step would be to pilot implementing the suggested tactics for mainstreaming CCA into DRR from this guidance, within specific country offices.



For the full report and bibliographic references, see 'Harnessing synergies: mainstreaming climate change adaptation in disaster risk reduction programmes and policies'. Harris, K and Bahadur, A (2011).

ActionAid International

Postnet Suite 248 Private Bag X31 Saxonwold 2132 Johannesburg South Africa

ActionAid is a registered charity no. 27264198

For more information: Email emergencies@actionaid.org Tel +44 (0)20 3122 0538 Web www.actionaid.org

Institute of Development Studies

Climate Change and Development Library Road Brighton BN1 9RE United Kingdom

For more information: Email climatechange@ids.ac.uk Tel +44 (0) 1273 606261 Web www.ids.ac.uk

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