



MAKING SOCIAL PROTECTION WORK FOR PRO-POOR DISASTER RISK REDUCTION AND CLIMATE CHANGE ADAPTATION

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Background paper

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1. Introduction and rationale

The overall objective of this background paper is to set the scene for the workshop, 'Making Social Protection Work for Pro-Poor Disaster Risk Reduction and Climate Change Adaptation', organised by the World Bank, the Institute of Development Studies and the UK Department for International Development. It reflects the mutual interest that these three organisations – and an increasing number of others – share in the promise of integrating social protection, disaster risk reduction and climate change adaptation approaches.

Social protection (SP), disaster risk reduction (DRR), and climate change adaptation (CCA) and have initially developed as three separate fields over the last two decades, all rising prominently in recent years.

As the impacts of climate change have become better understood, climate change adaptation has grown from a minor environmental concern to a major challenge for human development (cf. Adger et al. 2002; IPCC 2007; Mearns and Norton 2010; Pielke 1998). Funding for adaptation is being significantly scaled up by developed countries, with internationally-funded 'Fast Start financing' for adaptation, for instance, anticipated to come on stream over the next few years. A goal of US\$100 billion per year to support climate change costs is included in the Copenhagen Accord (COP, 2009).

Over a similar period, the disaster risk management community has moved beyond *ex post* humanitarian relief and rehabilitation activities, and now put increasing emphasis on *ex ante* interventions aimed at preventing disasters and vulnerability to hazards. The impetus to this paradigm shift was supported by the UN declaring the 1990s the International Decade for Natural Disaster Reduction (IDNDR). This is further supported by the Hyogo Framework for Action, an international agreement signed by 168 countries in 2005 that aims to increase the resilience of countries to disasters by 2015.

At the same time, the concept of social protection has expanded in recent years from a relatively narrow focus on safety nets in the 1980s and 1990s to present-day definitions that take into account longer-term mechanisms designed to combat chronic poverty as well as short-term interventions to reduce the impact of shocks (Barrientos et al., 2005, Devereux and Sabates-Wheeler, 2006). In particular many of the policy instruments associated with social protection now target and contribute to reducing vulnerability related to the variations and extremes in climate and their impact on rural livelihoods.

All three approaches (CCA, DRR, and SP) are linked by a fundamental concern with reducing vulnerability and building resilience– be it to poverty, disasters or changes in average climate conditions – across a range of time scales, from the short to the longer term. They also share similar characteristics from which to build common ground, including a focus on the political, social and institutional dimensions of vulnerability in addition to the technical and ecological aspects. To date, however, despite ongoing efforts to link disasters and climate change communities, there has been little cross-

fertilisation with social protection policies and practices. This matters, because there are increasing concerns that social protection, disaster risk reduction and climate change adaptation will not be sufficient in the long run if they continue to be applied in isolation from one another (cf. Bayer, 2008, Bockel et al., 2009, Heltberg et al., 2009, Shepherd, 2008).

This paper has three basic aims:

1. To give workshop participants a basis of the existing literature and current thinking on integrating social protection, disaster risk reduction and climate change adaptation, and a common starting point for the discussions in the Addis Ababa conference.
2. To introduce the workshop themes and show how these follow on from key issues in integrating social protection, disaster risk reduction and climate change adaptation.
3. To inspire participants to come to Addis Ababa and contribute their own knowledge and views so as to help advance this agenda.

2. Review of the literature on the links between SP, DRR, and CCA

The rationale for linking social protection, disaster risk reduction and climate change adaptation

From the outset, it is clear that social protection (SP), climate change adaptation (CCA), and disaster risk reduction (DRR) have much in common. In particular, although they operate initially in different domains, they all aim to reduce the impacts of shocks on individuals and communities by anticipating risks and uncertainties and addressing vulnerabilities (see Box 1 for definitions).

Box 1: Definitions

Social protection: Social protection (SP) involves all initiatives that transfer income or assets to the poor, protect the vulnerable against livelihood risks, and enhance the social status and rights of the marginalised (Devereux and Sabates-Wheeler, 2006).

Disaster risk reduction: The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events (UNISDR, 2009a).

Climate change adaptation: Adjustments in individual, group and institutional behaviour in order to reduce society's vulnerabilities to climate (Pielke, 1998).

Similarly, in each field there is a concern not just with vulnerability to shocks and stresses *per se* but with different impacts on different population groups (Mearns and Norton 2010, World Bank 2010a). Vulnerability vary between men and women (Masika, 2002), adults and children (Bartlett, 2008), the chronic and transient poor (Hulme and

Shepherd, 2003) urban and rural dwellers (Mitlin and Satterthwaite, 2004), to name just a few of the more important distinctions to draw. For this reason, targeting different groups according to vulnerability needs is important (see workshop theme 4).

In addition to the common objective of vulnerability reduction, the three domains are increasingly characterised by a concern with the importance of longer-term (as opposed to simply short-term, responsive) interventions. Climate change and disaster risk reduction stress the need to increase livelihoods resilience to both rapid and slow onset climate hazards. Adapting to climate change entails responses over different timescales. Likewise, the relatively new emphasis in disaster risk reduction placed on anticipating, preparing for and preventing adverse impacts from natural hazards, which very much chimes with adaptation perspectives. Adaptation is often distinguished from ‘coping’ (cf. Osbahr et al., 2008), because of its focus on anticipatory, longer-term action, in the same way that disaster risk reduction is often distinguished from reactive, disaster aftermath interventions. Furthermore, in both DRR and CCA arenas, there is an increased awareness of the need to find ways of dealing with greater levels of uncertainty that climate change looks set to bring about (see workshop theme 3, dealt with in section 3).

At the same time, there is a longstanding feeling that humanitarian action and longer-term development interventions need to work better together. Social protection –and in particular its promotive and transformative components (see box 2) – holds out the potential to do this, and to link disaster risk reduction and climate change adaptation (Table 1). This is because it comprises a discrete set of interventions which can reduce vulnerability to poverty *and* to climate hazards, across a range of timescales.

Box 2. The four dimensions of social protection

Social protection can be understood in terms of four key categories of objectives. Those are:

- Protective measures, which provide relief from deprivation;
- Preventive measures, designed to prevent deprivation;
- Promotive measures, aimed at enhancing income and capabilities; and
- Transformative measures, which seek to address concerns of social justice and exclusion.

Source: Davis et al. (2009)

What if SP, DRR and CCA do not converge?

In most countries, SP, DRR and CCA typically have separate institutional ‘homes’, often the Ministry of ‘Social Affairs’ for SP, Ministries of the interior or civil protection agencies for DRR, and Ministries of Environment for CCA. Each has their own inter-sectoral coordination groups, channels of funding, and separate entry points in different international agreements (e.g. UNFCCC for CCA or Hyogo Framework for Action for DRR).

Table 1. Promoting climate change adaptation and disaster risks reduction through social protection

Time frame	SP category	SP instruments	CCA and DRR benefits
Short-term	Protective (coping strategies)	<ul style="list-style-type: none"> – social service protection – basic social transfers (food/cash) – pension schemes – public works programmes 	<ul style="list-style-type: none"> – protection of those most vulnerable to climate risks, with low levels of adaptive capacity
	Preventive (coping strategies)	<ul style="list-style-type: none"> – social transfers – livelihood diversification – weather-indexed crop insurance 	<ul style="list-style-type: none"> – prevents damaging coping strategies as a result of risks to weather-dependent livelihoods
Long-term	Promotive (building adaptive capacity)	<ul style="list-style-type: none"> – social transfers – access to credit – asset transfers/protection – starter packs (drought/flood resistant) – access to common property resources – public works programmes 	<ul style="list-style-type: none"> – promotes resilience through livelihood diversification and security to withstand climate related shocks – promotes opportunities arising from climate change
	Transformative (building adaptive capacity)	<ul style="list-style-type: none"> – promotion of minority rights – anti-discrimination campaigns – social funds 	<ul style="list-style-type: none"> – transforms social relations to combat discrimination underlying social and political vulnerability

Source: Adapted from Davies et al. 2009

While sharing very similar objectives (cf. above), and similar challenges in raising the profile of their agendas, they typically fail to coordinate among themselves. Such duplication of efforts, administrative inefficiencies, and even competition among various groups not only hampers their respective efforts, but compromises the overall effective use of resources. Hence, opportunities for joint work towards the common objective of reducing vulnerability to shocks must be seized wherever feasible.

At a more technical level as well there are risks that non collaboration leads to some counterproductive effects. For instance, the rapid expansion of climate change-related efforts may waste time and risk reinventing older approaches if they neglect learning from experiences, methods and tools developed for DRR. On the other hand, efforts on DRR that do not take account of the impacts of climate change on the frequency and magnitude of hazards, exposure and vulnerability may not only fail to achieve their objectives, but even increase vulnerability, for instance when flood defences provide a false sense of security, but will fail to provide lasting protection against rising flood risk.

Challenges to linking SP, DRR and CCA in practice

It is easy to see why there is already considerable interest in linking SP, DRR and CCA at the conceptual level. In practical terms, however, the extent to which there is integration is less clear. There is, of course, a wealth of knowledge, connections and activities amongst practitioner and policy communities, and some of this integration is starting to happen – for instance in Ethiopia’s Productive Safety Nets Programme. Yet its

extent and scope is not very well documented or synthesised. This is perhaps largely a consequence of the different institutional and intellectual settings in which climate change adaptation, disaster risk reduction and social protection approaches have emerged (see Table 2).

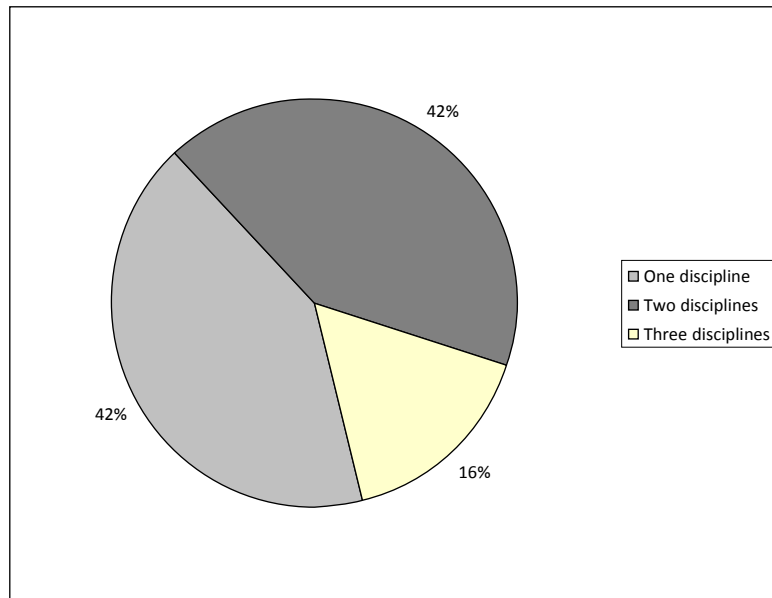
	Social protection	Adaptation	DRR
Core disciplinary grounding	Development & welfare economics	Social development and physical sciences	Physical sciences and social development
Dominant focus	Implementation of measures to manage risk	Enabling processes of adaptation	Prevention of disaster events and preparedness to respond
Main shocks and stresses addressed	Multiple – idiosyncratic and covariant	Climate-related	All natural hazard-related, including hydro meteorological, biological and geophysical
International coordination	Informal, OECD task group	UNFCCC – Nairobi work programme	Un-ISDR Hyogo Framework for Action
Main funding	<i>Ad hoc</i> multilateral and bilateral, NGOs, national community- and faith-based organisations	Coordinated international funds: Global Environment Facility, UNFCCC/Kyoto funds, Fast-start finance, <i>Ad hoc</i> bilateral	Coordinated international funding; multilateral and bilateral, UNISDR, GFDRR, UNDP, Red Cross Red Crescent, <i>ad hoc</i> civil sponsored, bilateral

Adapted from Davies et al. (2008)

Arnall et al (2010) provide an initial assessment of integration of SP, DRR and CCA in 124 agricultural programmes in five South Asian countries: Afghanistan, Bangladesh, India, Nepal and Pakistan. The findings show that full integration is relatively limited in South Asia (Fig.1), although there has been significant progress in combining SP and DRR in the last ten years. Projects that combine elements of SP, DRR and CCA tend to emphasise broad poverty and vulnerability reduction goals, relative to those that do not.

One important impediment -but certainly not the only one- that explains this difficulty to integrate SP, CCA, and DRR is financial barriers. Financial barriers relate both to the insufficiency of funds and to the nature of the funds available, which are identified as inappropriate for the cross-sectoral, multilevel and flexible framework necessary for integration. While political momentum exists to create new institutional systems, lack of dedicated resources from national budgets (and of trained personnel to implement plans) hampers the operation of such systems. Countries with strong DRR mechanisms and political commitment towards integrated efforts for instance highlight the lack of financial support, appropriate processes, frameworks and programme guidelines for integration of DRR in CCA at policy levels and lack of capacity on climate risk management as the main drawbacks for convergence.

Figure 1. Percentages of projects and programmes integrating SP, DRR and CCA approaches



Adapted from Arnall et al (2010)

Another important issue is the question of timescales. There is not a complete convergence yet between social protection, disaster risk reduction and climate change adaptation in terms of timescale. Arguably the focus in disaster risk reduction is on the short term compared to adaptation, which by many definitions is preoccupied with longer term timeframes. This is potentially challenging. As the World Bank's World Development Report 2010 points out, "Climate change policies require tradeoffs between short-term actions and long-term benefits, between individual choices and global consequences" (World Bank 2010: 52). Longer term wellbeing may require shorter term sacrifices, and it would be useful to have greater clarity on the implications of this for integrating activities with sometimes markedly different temporal foci.

While it is at present still difficult to assess exactly how institutionally and pragmatically it would be possible to design interventions that integrate and embrace simultaneously objectives related to CCA, DRR and SP, this also means that as yet we have little grounded understanding of why it is not happening more extensively, given its intuitive appeal.

The *Africa Climate Change Resilience Alliance* (ACCRA) and the body of research that has emerged from the Center for Social Protection at the Institute of Development Studies on Adaptive Social Protection (ASP) are amongst the few on-going research initiatives that explore more systematically conceptual and practical links between climate change adaptation, disaster risk reduction and social protection (see Annex). However, more work needs to be done to go beyond those theoretical foundations and to explore more

thoroughly the practical dimensions of integrating SP, DRR and CCA (see ‘next steps’ below and Section 3, theme 1).

Concrete examples of integration between SP, CCA, and DRR

While difficulties and challenges are numerous, it is also important to recognize the emerging body of operational pilots and national-level programs that is moving towards the operational integration of SP, DRR and CCA. While not yet reflected in published literature, they confirm the existence of an empirical tacit knowledge among policy makers/analysts and practitioners on the ways to integrate SP, DRR and CCA. The section below reviews some of those current initiatives with the aim to provide some elements of discussion for the Addis workshop. A key objective of the workshop is to elicit, share, and distil such tacit knowledge in order for it to inform the development of country-level policies and programs, and to strategies on the part of donor agencies, CSOs, etc.

Disaster risk reduction and climate change adaptation

Several countries have initiated DRR-CCA links in policy and institutional terms and there are some signs of convergence. In the Philippines, the government enacted new legislation, called the Climate Change Act of 2009, which integrates disaster risk reduction measures into climate change adaptation plans, development and poverty reduction programmes. Disaster risk reduction is embedded into the institutional framework for the national and local climate change policy. Under the new Act, a Climate Change Commission headed by the President has been created as the sole governmental policy-making body on climate change. Its primary function is to ‘ensure the mainstreaming of climate change, in synergy with disaster risk reduction, into national, sectoral and local development plans and programmes’. The Act also gives local governments the primary responsibility for planning and implementing local climate change action plans, which will be consistent with national frameworks (UNISDR 2009b).

In Malawi, DRR components have been mainstreamed in the environmental management policies in the country with the objective of reducing underlying risk factors. DRR has also been mainstreamed into the National Adaptation Programme of Action (NAPA) in which DRR activities have been prioritised for implementation to reduce vulnerability of communities (UNISDR 2009b).

In Samoa, the government has undertaken a cross-sectoral approach that has facilitated coordination of disaster risk management and climate change adaptation. In its nationwide disaster management planning, Samoa has strategically addressed risk reduction and adaptation as complementary issues that are addressed together at both national and community levels. The NAPA shares implementation priorities and activities with the National Disaster Management Plan and both policy areas – disaster risk management and climate change adaptation – reside in the same Ministry of Environment and Natural Resources (UNISDR 2009b).

In the Maldives, the government has recently initiated a process to develop a Strategic National Action Plan (SNAP) on disaster risk reduction and climate change adaptation. It aims to promote collaboration among policy makers, experts and practitioners of disaster risk reduction and climate change adaptation throughout the country in order to develop a comprehensive risk management approach. Stocktaking of existing programmes and multi-sectoral consultations with local governments have been conducted to assess the gaps and challenges. In addition to supporting the development of the SNAP, the Maldives government has committed to conduct a partners' forum on translating the plan to action and to host a leaders' forum to place the issue of DRR and CCA at the top of the global agenda (UNISDR 2009b).

Those various efforts do not involve only governmental organizations. The civil society and/or national or international non-governmental organizations are often involved. In Vietnam for instance, World Vision and its local partners have focused on the preparation of disaster risk management plans at community and school levels, along with the promotion of diversified income sources to minimize the livelihood impact of losing crops or fishing equipment in extreme weather events. This has been done through provision of loans and revolving funds provided to the communities and managed by the Vietnam Women's Union in cooperation with World Vision Vietnam (World Vision 2009).

In North-western Kenya Oxfam undertook a cash-for-food pilot programme. The pilots targeted up to 10,000 people with timely and predictable cash transfers each month for between six and nine months. The work focused on infrastructure projects, which were identified by the community and were both labour-intensive and technically sound. These projects also contributed to reducing vulnerability – for example, by maintaining water sources. Those who could not work, such as elderly people, were provided direct assistance. The cash was provided alongside emergency food relief (when available), which ensured that the cash was used to support livelihoods development rather than all being spent on food (Oxfam 2009).

Social protection and disaster risk reduction

Initiatives combining social protection and disaster risk reduction are comparatively more common, partly reflecting the strong tradition of using safety nets as DRR mechanisms. In South Asia for instance, the Institute for Social and Environmental Transition's (ISET's) *From Risk to Resilience* project is addressing social vulnerability as part of a proactive disaster risk management strategy to meet the needs of vulnerable people across south Asia. ISET is using a similar approach in the *Adaptive Strategies for Responding to Drought and Flood* project in India and Nepal that assesses household and community economic linkages as well as physical and natural assets to survey the adaptive capacity of communities. Bangladesh's flagship DRR programme, the *Comprehensive Disaster Management Programme* (CDMP), also adopts multiple interventions to address both the immediate and underlying causes of vulnerability to

disasters. All of these projects have stronger transformational elements to them, as opposed to the more common preventive and promotional aspects.

In East Africa, the combination of DRR and SP impacts is often found in programmes designed specifically for pastoral regions. Due to the nature of pastoral livelihoods, the geographic and climatic features of arid and semi-arid areas, pastoral populations are some of the most vulnerable groups in that region. For instance the *Enhanced Livelihoods in the Mander Triangle* (ELMT) is one example of these programmes incorporating SP and DRR (Box 3).

Box 3. The Mander Triangle programme

The USAID-funded Enhanced Livelihoods in the Mander Triangle (ELMT) programme is led by a consortium of INGOs in Ethiopia, Kenya, and Somalia, and works closely with more than 20 local partners. Its goal is 'to increase the self-reliance and resiliency of the target population through improved livelihoods in drought prone pastoral areas of the Mander Triangle' (ELMT). It expects to achieve this through six main objectives:

1. Protection of livestock-based livelihoods in the event of an emergency;
2. Enhancement of livelihoods through improved livestock production, health, and marketing;
3. Enhancement of natural resource management;
4. Enhancement of livelihoods by strengthened alternatives in complementary livelihood strategies;
5. Strengthening capacity of customary institutions in peace building, civil governance and conflict mitigation;
6. Providing pastoralists with a 'voice' in dryland policy formulation and strengthening of implementation at all levels.

Source: USAID (2010)

A sub-programme of the ELMT programme is the *Pastoral Livelihoods Initiative* (PLI) in Ethiopia. General activities by PLI to support pastoral communities include cereal bank development and growth. Cereal banks both provide grain at critical times, and are self-sustaining as they make money from purchasing lower-cost grains from the highlands. These activities particularly benefit women and women-headed households who receive business skills training for managing the grain reserves. The training of voluntary, community-based animal health workers that provide services free to users allow the poor to access necessary livelihoods support services, which promote healthy and sustainable livelihoods, and protects animals and livelihoods from destruction when shocks hit (Source: USAID at <http://www.elmt-relpa.org/aesito/elmt>).

In other part of Africa as well, initiatives that aim to integrate SP and DRR are being implemented. In Malawi, Care International, through the *Drought Mitigation through Irrigation and Conservation Agriculture Extension* (DICE) programme is working with vulnerable communities on the south-western lakeshore escarpment of the Malawi Lake, to mitigate the impact of drought and flooding, and prevent crop failures through the promotion of small-scale, sustainable and replicable irrigation systems. Greater

access to water combined with improved land conservation practices will help mitigate the effects of flooding. In fact DICE offers potential effects in all three domains (SP, CCA, and DDR) in that it targets specifically the most marginalised and vulnerable households with inputs and improvements that will reduce their risk in the face of disaster and shock with a potentially long-term solution, providing possible adaptation solutions (Source: Care 2009)

In Rwanda the government is establishing its own social protection programme entitled *Vision 2020 Umurenge* that includes transfers, community infrastructure development, credit and training for small businesses, and support to labour-poor beneficiaries. Like Ethiopia and its *Productive Safety Net Programme* (PSNP), Rwanda has recognised that a holistic approach is necessary to achieve the goals of providing for the poorest while preparing for the future, but there remain gaps in understanding and planning for the modified world that climate change may bring about. Public works, unless designed in conjunction with climate change predictions and planning, may not be resilient to the general changes and shocks that are expected. Strategically, mainstreaming climate change and DRR throughout SP programming will help to ensure community and household asset building programmes are doing this in stable and sustainable environments, ultimately increasing the impact and efficacy of spend.

There is also evidence of a wider policy environment conducive towards greater integration between SP, DRR and CCA emerging in South Asia, where a large number of organisations associated with social protection, disaster interventions and climate change adaptation provide high visibility to these approaches, and where recurrent climate-related disasters have resulted in efforts to increase effectiveness in vulnerability-reducing interventions. A more specific example from Bangladesh is provided in Box 4.

Box 4: Greater integration of approaches to vulnerability-reduction in Bangladesh

Following the devastating floods of 1988 and the cyclone of 1991, the Bangladesh government adopted a holistic approach embracing the processes of hazard identification and mitigation, community preparedness, and integrated response efforts. Relief and recovery activities are now planned within an all-risk management framework seeking to enhance capacities of at-risk communities and thereby lowering their vulnerability to specific hazards. This shift has provided opportunities for introduction of social protection and climate change adaptation disciplines alongside classic DRR approaches.

These various programmes and policies demonstrate the great potential of such integration, and there has been increasing interest both in the donor and research communities to better document the different parts of this integration process. As part of the *Adaptive Social Protection in the Context of Agriculture and Food Security* programme funded by DFID, the Institute of Development Studies has been commissioned to conduct research, with the explicit objective to improve our understanding of the various administrative, political, social or structural obstacles and

challenges which impedes the operational integration of SP, DRR and CCA. This exercise is also expected to help identify existing – or foster future – opportunities for deepening those integrations (Box 5).

Box 5. Adaptive Social Protection in the Context of Agriculture and Food Security’ programme.

The research to be conducted in 2011 will focus on the national level in 4 countries across South Asia, East and Southern Africa: Bangladesh, India, Ethiopia and Malawi, and will look at both policies and programmes, surveying both government and donor interventions. For this the research will build upon and expand two earlier DFID-funded mapping exercises (Cipryk et al. 2009; Arnall et al. 2010) that were conducted by IDS on ASP in the agricultural sectors of South Asia and East Africa. The ultimate goal is to produce recommendations for how challenges might be addressed and opportunities created in the future, in order to ensure a more fostering policy environment and support rural households in terms of agriculture and food security.

Overview of some of the current issues

The efforts to date do not always bring together all three elements, but from a variety of different sources emerges a picture of a growing agenda around further integration. Of course, the Stern Review (Stern 2006) famously called for strong action on climate change, and for integrating this into development thinking more broadly, not least because of the probable increases in the frequency and intensity of natural disasters resulting from climate change. The 2007/8 UN Human Development Report made a similar point, recommending that climate change adaptation should be at the heart of the “post-2012 Kyoto framework and international partnerships for poverty reduction” (2008: 30). It also argued that it would be critical to “expand multilateral provisions for responding to climate-related humanitarian emergencies and supporting post-disaster recovery” (ibid). Stern later went on to single out social protection as a key component of climate change adaptation and called for integrating “climate risk, and the additional resources required to tackle it, into planning and budgeting for and delivering these development goals” (Stern 2009: 37).

The World Bank published a review in 2007 of the role of major cash transfers in its various post-natural disaster interventions implemented in Turkey, Sri Lanka, the Maldives and Pakistan (Heltberg, 2007). It followed this up with a report on the contributions social policy interventions – such as health, education, community-driven development and in particular social protection interventions – can make to adaptation, and to reducing vulnerability to extreme climate impacts at the household level (Heltberg et al. 2009, 2010). In 2008, the Swedish Government’s Commission for Climate Change and Development commissioned a briefing paper on social protection and climate change adaptation (Davies et al., 2008).

More recently, work from both of these organisations has brought out further links between social protection, climate change adaptation and disaster risk reduction. Mearns and Norton (2010; World Bank 2008) put these considerations in a broader

climate change context by advocating the need to bring the social dimensions of climate change centre-stage. They argue for addressing the issues of equity and social justice which underpin vulnerability, be it to climate change impacts or poverty more broadly. Building on the argument that reducing vulnerability to disasters must be a central part of adaptation, Heltberg et al. (2009, 2010) argue that social policies have a key role to play in this respect. They highlight in particular:

- Social funds for community-based adaptation
- Social safety nets for coping with natural disasters and shocks
- Livelihoods programmes which help people retain or rebuild assets bases from which they derive their capacity to generate income
- Microfinance as an “underserved area” that helps poor people manage risk and smooth consumption
- Weather-based index insurance which can cover the risks of potentially income-generating experiments in cultivation (even though it is no “panacea”) (Heltberg et al. 2009: 266-272)

To these calls they add another critical consideration, namely that of adapting at many different levels, such that household adaptations are supported by international action that supports social justice and shares the burdens of climate change globally. The issue of scale is at the heart of robust and enduring responses to addressing the underlying vulnerabilities which leave hundreds of millions of poor people at risk to climate change impacts and chronic poverty (World Bank 2008, 2010a, 2010b; Mearns and Norton 2010).

Other international development organisations, such as the World Food Programme, the Food and Agriculture Organisation and the UN Children’s Fund (UNICEF), have begun to examine linkages between social protection and climate change in a more detailed national context. For example, UNICEF recently released a scoping study of linkages and synergies between climate change and social protection in Cambodia (Stirbu, 2010).

3. Workshop themes

The review of current thinking and proposed future research emphasises that at the conceptual level at least there is a growing sense that integrating social protection, disaster risk reduction and climate change adaptation is desirable and necessary. The key issue seems to be at the practical level: what are the various administrative, political, social or structural obstacles and challenges which impede the integration of SP, DRR and CCA? What are the forms, or levels, of trade-offs to be accepted (e.g. in terms of allocation of resources) when one is trying to combine those interventions? Which amongst the many types of tools and approaches available in each of these three domains are more susceptible to strengthen (or to hamper) integration between SP, DRR and CCA? What could be the role of the private sector in fostering integration? How

to move from a pilot phase to a larger scale? Are there some conditions under which seeking integration is not advisable?

Those are a few of the many questions which need to be explored. For this reason the focus of the workshop discussions will be on implementation issues. Four themes have been selected, each one reflecting common challenges in relation to the implementation of social protection, disaster risk reduction or climate change adaptation initiatives. Under each theme the workshop will draw upon and share participants' experiences to see whether some of those practical issues can be teased out and ways forward identified. The four themes are:

1. Creating an enabling environment for cross-sectoral implementation

Creating an enabling environment that supports policy and interventions targeting poor and vulnerable people in a changing climate requires better interaction between the institutions and organisations responsible for social protection, disaster risk reduction and climate change adaptation at several levels: national but also sub-national (provincial, and district levels). Recent African Climate Resilience Alliance (ACCRA) research in Uganda (Barihaihi 2010), Mozambique (Macaringue 2010) and Ethiopia (Meikle 2010) suggests that there are some efforts toward integrating these three areas, but that significant challenges remain. Under this theme, participants will draw on their experience to identify the relevant national or sub-national institutions, structures and processes that are needed to create a more conducive policy and practice environment around the interactions and synergies between social protection, disaster risk reduction and climate change adaptation. Opportunities and constraints to create such cross-sectoral enabling environments will be discussed, and lessons for good practice drawn, in particular in relation to agriculture and food security.

2. Improving decision-making and facilitating knowledge exchange and learning

In recent years, increasing examples of social protection programmes and projects that aim to increase the resilience of poor peoples' livelihoods to flood and drought impacts have come to light (see e.g. Ellis et al. 2008, Davies et al. 2009). This pool of practical experience represents an important source of information for practitioners and policy-makers. Under this theme participants will draw on their own professional experience to discuss: what evidence on the use of social protection is both available and required for improving policy, programming and implementation in relation to disaster risk reduction and climate change adaptation; when in the decision making process this information is needed; how can it most effectively be made available for policy makers, and under which form; and who should be involved in the decision making process to ensure that the needs of groups/populations such as farmers more specifically affected by climatic variability or disaster are accounted for in the design of those interventions.

3. Planning, implementing and evaluating in the context of uncertainty

A challenge for any poverty and vulnerability reduction initiative, including social protection, is to gauge the appropriateness and effectiveness of the interventions put in

place, so as to maximise the impact ‘on the ground’. Conventionally, this is achieved through monitoring and evaluation (M&E) that focuses on measuring progress against baselines, indicators and pre-determined results. Climate variability and change presents, however, a major challenge to this process through the introduction of uncertainty about the location, timing and intensity of future climate events and their impacts (Villanueva 2010). While policy makers and practitioners have certainly already a lot of experience in dealing with uncertainty, climate change is expected to bring about events of which we have no historical experience (Stern, 2009) and for which lessons drawn from the past will therefore be of limited relevance. Under this theme participants will draw on their experience to consider what the implications of uncertainty are for the ways vulnerability reduction policy and programmes are planned, implemented, and subsequently evaluated, in particular (but not exclusively) in relation to agriculture and food security. In doing so, unique challenges, such as the need to avoid ‘mal-adaptation’ in climate change adaptation or in disaster risk reduction initiatives, will be considered.

4. Improving targeting and delivery

One major challenge for poverty and vulnerability reduction initiatives is to reach different groups of vulnerable people with specific needs for different types of interventions. The experience gained from the approaches and instruments used by social protection practitioners in this domain provide important lessons on how we can reach different populations displaying differentiated forms and degrees of vulnerabilities. At the same time, climate change is likely to alter the suitability of different interventions and supports provided to those populations. Under this theme participants will draw on their experiences to examine how we can improve the effectiveness of targeting and delivering interventions aimed at reducing the vulnerability of different groups associated with climate variability and change.

4. Conclusion

Just as climate change is amplifying risks, the global visibility of the climate change agenda provides an opportunity for adaptation and climate risk management to become an amplifier of key messages and mobilizer of actors around the need to empower and support poor communities to better manage risk. Thus far, however, global efforts related to climate change have focused mainly on development and institution building of the global architecture, with little focus on providing support to local capacities of at-risk communities. The impacts of climate change are local, and the delivery mechanisms for this support are a critical gap to be addressed.

There is growing (albeit still limited) evidence from Africa, Asia and other parts of the world, that SP, DRR and CCA can operate together and that these relationships can bring benefits to the poor and vulnerable. Many of these programs however face political, institutional, or technical challenges. Political engagement and ownership will probably

be as important as the technical and institutional challenges these interventions are trying to address. Greater investment in research, evaluations and impact assessments are urgently required. There is limited evidence of the potential transformative outcomes of interventions being realised.

There is a critical body of tacit knowledge among policy makers/analysts and practitioners involved in relevant policy discussions and operational programs in developing countries that is not yet captured in a formal body of knowledge. The Addis Ababa workshop is an opportunity to share experience about the issues laid out in this paper and to initiate discussions about the ways forward to improve the integration between social protection, disaster risk reduction and climate change adaptation policy and practice.

It is an explicit aim of the Addis Ababa workshop to provide a platform for the exchange and distillation of recent experience and to feed it into ongoing and future policy and program development in order to maximize the contributions that social protection, disaster risk reduction and climate change adaptation each bring to the promotion of resilient livelihoods, and the delivery of effective adaptation and risk management where it is needed at the local level.

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Annex

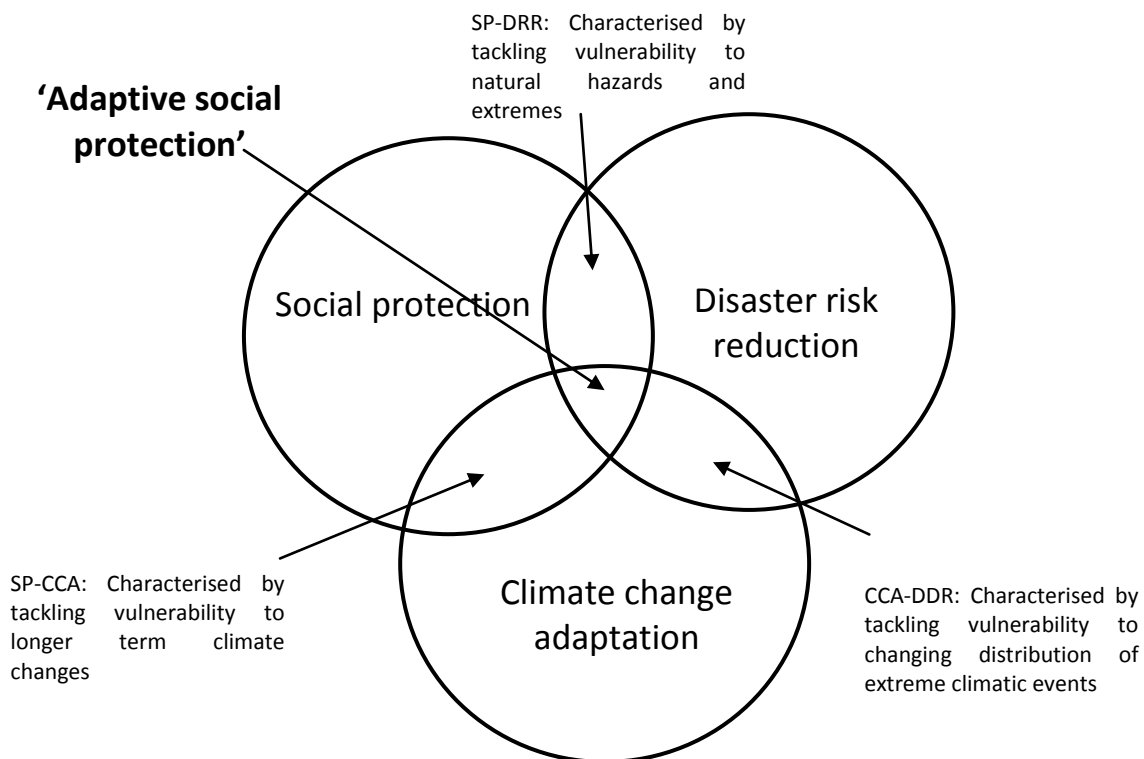
Africa Climate Change Resilience Alliance (ACCRA)

The Africa Climate Change Resilience Alliance (ACCRA) is led by Oxfam and includes Save the Children UK, World Vision International and CARE. ACCRA aims to “understand how existing social protection, livelihoods and disaster risk reduction projects by ACCRA members¹ build adaptive capacity to climate change in beneficiaries, and how these approaches can be strengthened” (ACCRA, n.d.). A recent Overseas Development Institute (ODI) paper commissioned by the ACCRA project laid out the theoretical foundations for this approach. It suggests that through combining SP, livelihoods and DRR approaches, “it may be possible to better address the key features of adaptive capacity needed to cope with and respond to climate variability, hazards and change, in both the short and longer terms” (Jones et al 2010:21).

Adaptive social protection

The concept of adaptive social protection (ASP) has been proposed recently by researchers at the Institute of Development Studies (IDS) to describe an approach that combines key elements of SP, DRR and CCA – see Figure A.1.

Figure A.1: Adaptive Social Protection



(Adapted from Davies et al 2009)

¹ ACCRA programme's members include Ethiopia, Uganda and Mozambique.

Adaptive social protection (ASP) is premised on an understanding of the interlinked nature of the shocks and stresses that poor rural and urban people face today – and the potential synergies to be gained in moving away from the single-stranded approaches to risk and vulnerability reduction used so far; promoting instead strong integration of SP, DRR and CCA policies and practices (Davies et al., 2008a, Davies et al., 2009, Davies and Leavy, 2007). This body of research has already outlined some of the benefits and challenges of such efforts at integration (see table A.1).

Table A.1: Lessons from Linking Social Protection, DRR and Adaptation in Practice

Social protection measure	Benefits for adaptation and DRR	Challenges
Weather-based crop insurance	<ul style="list-style-type: none"> - Rapid payouts possible - Guards against the adverse selection and moral hazard - Frees up assets for investment in adaptive capacity - Easily linked to trends and projections for climate change - Supports adaptive flexibility and risk taking 	<ul style="list-style-type: none"> - Targeting the poorest - Tackling differentiated gender impacts - Affordable premiums for poor - Subsidising capital costs - Integrating climate change projections into financial risk assessment - Guarantee mechanisms for re-insurance
Seed transfer	<ul style="list-style-type: none"> - Boost agricultural production and household food security - Post disaster response tool - Seed varieties can be tailored to changing local environmental conditions - Cost effectiveness of seed voucher and fair projects - Fairs promote crop diversity and information sharing 	<ul style="list-style-type: none"> - Ensuring locally appropriate seed and fertiliser varieties - Protection of crop diversity - Reduce distortion of local markets - Focus on access rather than only availability - Inclusive approach that draws in marginal farmers
Asset transfer	<ul style="list-style-type: none"> - Ability to target most vulnerable people - Easily integrated in livelihoods programmes 	<ul style="list-style-type: none"> - Ensuring local appropriateness of assets - Integrating changing nature environmental stresses in asset selection
Cash transfers	<ul style="list-style-type: none"> - Targeting of most vulnerable to climate shocks - Smoothing consumption allowing adaptive risk-taking and investment - Flexibility enhanced to cope with climate shocks 	<ul style="list-style-type: none"> - Ensuring adequate size and predictability of transfers - Long term focus to reduce risk over extended timeframes - Demonstrating economic case for cash transfers related to climate shocks - Use of socio-ecological vulnerability indices for targeting

Adapted from Davies et al (2009)