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# POPULATION, REPRODUCTIVE HEALTH AND INTERNATIONAL ADAPTATION FINANCE

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For more information, please visit <http://populationaction.org/topics/climate-change/>

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Population Action International advocates for women and families to have access to contraception in order to improve their health, reduce poverty and protect their environment.

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# ACRONYMS

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|        |  |
|--------|--|
| AF     | Adaptation Fund  |
| AFB    | Adaptation Fund Board                                  |
| CDM    | Clean Development Mechanism                            |
| COP    | Conference of the Parties                              |
| FP/RH  | Family planning/ reproductive health                   |
| GCF    | Green Climate Fund                                     |
| GEF    | Global Environment Facility                            |
| ICPD   | International Conference on Population and Development |
| IPCC   | Intergovernmental Panel on Climate Change              |
| LDC    | Least Developed Country                                |
| LDCF   | Least Developed Countries Fund                         |
| MDB    | Multilateral Development Bank                          |
| MDG    | Millennium Development Goal                            |
| NAPA   | National Adaptation Programme of Action                |
| NAP    | National Adaptation Plan                               |
| PIF    | Project Identification Form                            |
| PPCR   | Pilot Program for Climate Resilience                   |
| PRS    | Poverty Reduction Strategy (Paper)                     |
| SCCF   | Special Climate Change Fund                            |
| SPCR   | Strategic Program for Climate Resilience               |
| UNDP   | United Nations Development Programme                   |
| UNEP   | United Nations Environment Programme                   |
| UNFCCC | United Nations Framework Convention on Climate Change  |

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## EXECUTIVE SUMMARY

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There is growing recognition of the importance of population dynamics for the challenges and solutions associated with climate change. Population size, growth, composition, distribution and mobility are constantly changing, and these changes affect our climate and the ability of people to adapt to it. Women's health, including access to voluntary family planning and reproductive health (FP/RH), is an important part of strengthening their capacity to adapt, and can promote changes in demographic trends and encourage sustainability. Therefore, climate adaptation planning and financing should include social sector adaptation strategies such as FP/RH.

However, thus far, none of the projects submitted for funding under the key adaptation finance mechanisms include FP/RH. A majority of the projects funded fall under food security and water resources, with social sectors like health being less prominent. While food security, water resources, and disaster preparedness are understandably important, family planning should also be part of the long-term social sector strategy for adaptation.

Based on the operational policies and guidelines of the adaptation funds, FP/RH is eligible for adaptation financing, although it is not explicitly mentioned in the call for them to consider the social, environmental and economic aspects. The failure to have FP/RH in projects submitted for funding may be a result of prioritization of other issues and resource constraints of international adaptation funds. These funds are not yet sufficient to meet all the adaptation needs of vulnerable countries.

A number of potential barriers may inhibit funding for FP/RH in particular and the social sector more broadly. These are: project prioritization and decision making criteria, moving from project idea/concept (PI) to project identification form (PIF), and the principle of "additionality." However, these obstacles could be overcome to better incorporate FP/RH in adaptation funding.

To ensure that FP/RH projects attract funding from adaptation finance, they must be prioritized in national climate and development planning. Other efforts include: supporting integration of FP/RH into other projects; advocacy with global and national policy makers and planners to raise awareness of linkages between FP/RH, adaptation and sustainable development; and enhanced participation of the FP/RH community in global and national climate planning and implementation.

The stated recommendations could be implemented through opportunities within global adaptation finance policy and national climate and development planning processes. These include: the Green Climate Fund, ongoing global institutional reforms, and national climate and development planning processes, specifically the proposed National Adaptation Plans (NAPs). The FP/RH community should play an active role in these processes to show why and how FP/RH should be considered a part of countries' long-term adaptation planning and implementation.

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## INTRODUCTION

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Population size, growth, composition, distribution and mobility are key factors in sustainable development and climate change. The links between population dynamics, reproductive health, gender equality and sustainable development are widely recognized by the international community. They were emphasized in the International Conference on Population and Development (ICPD) Programme of Action, adopted in Cairo, Egypt in 1994<sup>1</sup>, and the Rio Declaration on Environment and Development from the United Nations Conference on Environment and Development in 1992. Agenda 21 of the Declaration includes reproductive health and family planning among the programs that promote changes in demographic trends and sustainability.<sup>2</sup> These links were reaffirmed at the United Nations Conference on Sustainable Development (Rio +20), held in Rio de Janeiro, Brazil in June 2012.<sup>3</sup>



Rapid population growth and urbanization are identified as significant drivers of vulnerability in the latest special report of the Intergovernmental Panel on Climate Change's (IPCC) Working Group II on Impacts, Adaptation and Vulnerability,<sup>4</sup> which will inform the Fifth Assessment Report.

A growing body of evidence demonstrates the importance of population dynamics and women's abilities to adapt to climate change.<sup>5,6</sup> Access to reproductive health and voluntary family planning is an important part of strengthening women's capacity to adapt. Yet, in too many places around the world, access to these services is limited. Providing women and families with tools to prevent pregnancy can improve the socio-economic status of women, reduce strain on the environment, and improve natural resource conservation – all of which make significant contributions to resilience in the face of climate change.

National policymakers also recognize the connection between climate change and population dynamics within their climate adaptation planning processes. For example, a majority of National Adaptation Programmes of Action (NAPAs), which are designed by countries to help them adapt to climate change, have identified rapid population growth as a factor that undermines and exacerbates countries' ability to cope with the effects of climate change. Some have proposed projects that invest in family planning and reproductive health (FP/RH).<sup>7</sup>

However, none of the projects submitted for funding under the key adaptation finance mechanisms include FP/RH. A majority of the projects funded fall under food security and water resources, with social sectors like health being less prominent. While food security, water resources, and disaster preparedness are understandably important, family planning should also be part of the long-term social sector strategy for adaptation.

As adaptation planning moves towards implementation and projects are submitted for funding, it is important to explore the planning and financing landscape to examine how amenable it is for FP/RH programming.



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## About This Report

This report provides an overview of the key international climate adaptation finance mechanisms and investigates how they are suited to address population and FP/RH projects. It identifies key barriers in terms of the financing landscape and climate planning process and provides recommendations to better incorporate FP/RH in adaptation financing. Finally, the report identifies opportunities to implement the recommendations aimed at ensuring FP/RH in international climate financing.

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## Study Methods

This study was carried out primarily through a desk review of published and unpublished documents, including the funds' operational guidelines and policies and project documentation. Drafts of the report were peer-reviewed by some current and former PAI staff. The report benefitted from comments from a number of population and climate change conferences where the draft was presented.

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## BACKGROUND

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The last few years have witnessed a proliferation of adaptation financing mechanisms, with four multilateral funds administering the bulk of global adaptation finance: the Adaptation Fund (AF), the Least Developed Country Fund (LDCF), the Special Climate Change Fund (SCCF) and the Pilot Program for Climate Resilience (PPCR). The Global Environment Facility (GEF), a major player in international climate finance, manages both the LDCF and SCCF and is an interim secretariat of the AF, which is managed by the Adaptation Fund Board (AFB). The World Bank administers the PPCR and is an interim trustee of the AF (Table 1). More information on the financing mechanisms is presented in the Annex. Climate Funds Update presents the latest information on the various climate funds<sup>8</sup>, and O’Sullivan and others<sup>9</sup> provides a detailed analysis of the key funds, including their main similarities and differences, as well as highlights of some funded projects.

The Adaptation Fund is a financial instrument under the UNFCCC and its Kyoto Protocol (KP). It was established to finance concrete adaptation projects and programs in developing country parties to the KP, in an effort to reduce the adverse effects of climate change facing communities, countries and sectors.

The LDCF aims to address the needs of the 49 LDCs that are particularly vulnerable to the adverse impacts of climate change. As a priority, the LDCF supports the preparation and the implementation of the National Adaptation Programs of Action (NAPAs), which are country-driven strategies that identify the immediate needs of LDCs in order to adapt to climate change.

The SCCF supports adaptation and technology transfer projects. Programs are to be country-driven, cost-effective and integrated into national sustainable development and poverty-reduction strategies. They should also take into account national communications or NAPAs and other relevant studies. Developing countries that are not LDCs are eligible to apply for funding.

The PPCR is a targeted program of the Strategic Climate Fund (SCF), which is one of two funds within the Climate Investment Funds (CIF) framework. It is designed to provide funds for technical assistance and investments to support efforts to integrate climate risk and resilience into core development planning and implementation in selected countries on a pilot basis. PPCR programs are supposed to be country-led and build on NAPAs and other national development plans.

A new global fund for climate finance, the Green Climate Fund (GCF) is currently being established and expected to be fully operational in 2014. The proposed fund was negotiated under the Cancun Agreements at the 16<sup>th</sup> Conference of the Parties (COP 16) in Cancun, Mexico, in December 2010. At COP 17, a draft governing instrument was adopted as well as a time plan for a transitional process until COP 19.

***It is expected that a large share of adaptation funding, including that currently channeled under the four key multilaterals, will flow through the GCF once it becomes operational. The GCF is expected to become the main multilateral financing mechanism to support climate action in developing countries.***

Some adaptation funding also flows through a host of other multilateral and bilateral financing windows. While the scope of this paper is limited to the four key multilateral funds mentioned above, the issues discussed are relevant for other multilateral adaptation funds, and potentially for some bilateral sources as well, though conditions and barriers in bilateral funding differ on a case-by-case basis.

Current funding for climate change adaptation is insufficient. Although estimates of the funding level required for adaptation vary, there is agreement that it ranges from tens to hundreds of billions per year. A figure of \$100 billion per year is commonly used, informed by a World Bank study that estimates a cost of \$75 to \$100 billion each year to adapt to climate change from 2010 to 2050.<sup>10</sup>

## **Eligibility and Status of FP/RH in Adaptation Finance**

This section presents a review of the eligibility of FP/RH in adaptation finance by examining the operational guidelines and policies of the funds, which largely inform any project funding.

***FP/RH is eligible for adaptation finance, although it is not explicitly mentioned in the operational policies and guidelines of the adaptation funds. The different funding mechanisms point out the need to address sustainable development concerns that respect the economic, environmental and social pillars.***

Agenda 21 of the Rio Declaration situates FP/RH within the social pillar of sustainable development.

The AF includes numerous mentions of the need for funded projects and programs to ensure provision of economic, social and environmental benefits to the

vulnerable communities in which they will operate. According to the guidelines, the AFB “will, when assessing submitted project and program proposals, give particular attention to among other things their consistency with national sustainable development strategies, including, where appropriate, national development plans, poverty reduction strategies, national communications, NAPAs and other relevant instruments, where they exist; and economic, social and environmental benefits from the projects”.<sup>11</sup> To date none of the 25 funded projects or the 18 endorsed project concepts under the AF have components of FP/RH.<sup>12</sup>

The NAPA guidelines<sup>13</sup> inform the projects to be funded by LDCF. One of the guiding principles is the call for integrated and cross-cutting projects, capturing all the components of sustainable development (social, environmental and economic). Six NAPAs submitted to the UNFCCC clearly state the importance of slowing population growth or investments in FP/RH as part of an adaptation strategy. Two NAPAs, Uganda and Sao Tome and Principe, propose projects with components of FP/RH among their priority adaptation interventions.<sup>14</sup> As of October 2012, 47 countries have completed and submitted their NAPAs. All of these countries have submitted at least their first project to the GEF and 45 of these have received LDCF approval for funding of their NAPA projects.<sup>15</sup> FP/RH does not feature at all in any of the projects so far approved. The current number of work program-approved projects in the SCCF adaptation program is 41. None of approved the projects submitted have components of FP/RH interventions. Currently, 11 Strategic Programs of Climate Resilience (SPCRs) have been endorsed with a total of 17 projects identified for submission. None of the projects identified in the SPCR include any elements of FP/RH. Similar to other mechanisms, the majority of the funded projects are in the food security and water resources sectors.<sup>16</sup>

***Although FP/RH is eligible for adaptation finance, none of the projects submitted for funding in the key funding mechanisms are on FP/RH. Projects in agriculture and food security and water resources are dominant, while the social sectors like health are less represented.***

It appears that a mere statement in the operational guidelines of the multilateral adaptation funds on the need to recognize the economic, social and environmental concerns in a holistic sustainable development framework does not automatically guarantee funding for social sectors like health, and FP/RH in particular.

**TABLE 1: ANALYSIS OF KEY ADAPTATION FUNDS**

| Fund  | Operated/ Managed By  | Funding sources  | Funding principle & financial instrument  | Country Eligibility  | Project eligibility   | FP/RH eligibility                                | Funds' Resources <sup>1</sup>   |
|---|-----------------------|--|---|--|---|--|---|
| Adaptation Fund (AF)                        | Adaptation Fund Board | <ul style="list-style-type: none"> <li>share of proceeds from clean development mechanism (CDM) project activities.</li> <li>Unsolicited donations from government and non-government entities.</li> </ul> | <p>Full adaptation costs</p> <ul style="list-style-type: none"> <li>Grants</li> </ul>   | Non-Annex I developing country Parties to the Kyoto Protocol.  | Concrete adaptation projects and programs. Both projects and programs can address adaptation on community, national and trans boundary levels.  | FP/RH eligible under broad social sector pillar. | <p>\$ 150 million pledged;</p> <p>\$ 135 million deposited;</p> <p>\$ 178 million approved</p> <p>\$55 million disbursed.</p> |
| Least Developed Country Fund (LDCF)         | GEF                   | Voluntary contributions of Annex II and some Annex I countries.  | <p>Additional costs</p> <ul style="list-style-type: none"> <li>Grants</li> </ul>  | Any LDC party to the UNFCCC which has completed NAPA.  | Project should be identified as priority in NAPA-only for 48 NAPA LDCs.   | FP/RH eligible under broad social sector pillar. | <p>\$ 605 million pledged;</p> <p>\$ 585 million deposited;</p> <p>\$ 376 million approved</p> <p>\$133 million disbursed</p> |
| Special Climate Change Fund (SCCF)          | GEF                   | Voluntary contributions, which count as official ODA, from Annex I countries.  | <p>Additional costs</p> <ul style="list-style-type: none"> <li>Grants</li> </ul>  | All non-Annex I countries  | <p>Country-driven projects integrated into national sustainable development and poverty reduction strategies.</p> <p>Focus on long-term planned response strategies, policies and measures.</p> | FP/RH eligible under broad social sector pillar. | <p>\$ 260 million pledged;</p> <p>\$ 239 million deposited;</p> <p>\$ 170 million approved</p> <p>\$111 million disbursed</p> |
| Pilot Program for Climate Resilience (PPCR) | World Bank            | Multi-donor trust voluntary contributions.   | <p>Additional costs to implement donor countries' SPCR</p> <ul style="list-style-type: none"> <li>Grants and loans</li> </ul> | <ul style="list-style-type: none"> <li>MDB eligibility in pilot 20 countries and 4 regions.</li> </ul> | Short term finance for developing and implementing SPCR projects integrating climate risk and resilience into development planning and investments in pilot 4 regions and 20 countries.         | FP/RH eligible under broad social sector pillar. | <p>\$ 1.15 billion pledged;</p> <p>\$ 919 million deposited;</p> <p>\$ 373 million approved</p> <p>\$8 million disbursed</p>  |

<sup>1</sup>As of January 2013 (Climate Funds Update <http://www.climatefundsupdate.org/listing>)

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# POTENTIAL BARRIERS TO FUNDING

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**T**he failure to have FP/RH in projects submitted for funding may be a result of prioritization and resource constraints arising from international adaptation funding, which is not yet sufficient to meet all the adaptation needs of vulnerable countries. However, it is prudent to examine if any potential barriers exist that might hamper the identification and prioritization of FP/RH into actual projects submitted for funding.

This section identifies a number of potential barriers which may inhibit funding for FP/RH in particular, and the social sector more broadly, within international adaptation financing. A recommendation to overcome each of the obstacles is proposed, and discussed in more detail in the following section.

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## **CHALLENGE 1:** **Project prioritization and decision-making criteria**

The biggest challenge facing adaptation finance is the shortage of financial resources to adequately fulfill the adaptation needs of vulnerable countries. National governments and other stakeholders must identify climate adaptation priorities, and then prioritize sectors and projects according to their greatest needs and the likelihood of getting funded. In a situation where demand greatly outstrips supply, fund administrators make tough choices about regions, countries, sectors, and specific projects to fund.

With limited adaptation funding, there is a high level of competition over which projects eventually get financed. Although the funds have instituted different procedures and mechanisms to prioritize projects or programs, submitting entities (which are in most cases national governments), face difficult decisions in order to select projects.

***For any project, including FP/RH, to be eligible for adaptation funding, it must be prioritized in national climate and development plans, since most of the adaptation funds stress the importance of candidate projects linking to national climate plans, including NAPAs in LDCs.***

FP/RH is not well-prioritized in national adaptation plans, including NAPAs. There is also weak alignment between the NAPAs and national development processes, including Poverty Reduction Strategy Papers (PRs), which often prioritize the health sector and FP/RH.<sup>17</sup> This poor prioritization of FP/RH in NAPAs may limit the prospects for such projects. It is likely that low-ranked sectors will not be represented well when it comes to project development.

Projects that are submitted for funding have to pass through a ranking and prioritization process, given the numerous adaptation interventions competing for limited available funds. Indeed, not all priority projects in a country's NAPA get funded, nor do all identified priority projects make it into the final project documents submitted for funding. In some cases, there is a separate process for developing the identified priority profiles into full projects, usually involving parties who were not engaged in the NAPA preparation. For example, in the NAPAs, the country approaches an implementing agency, mostly a UN agency or a regional development bank, who work together with country teams to develop projects.

Such teams will craft projects from the list of priority actions and could in some instances involve combining two or more identified priority actions. For FP/RH projects to attract funding from adaptation finance, they ought to be prioritized in national climate and development plans, since key multilateral adaptation funds stress the importance of funded projects linking to national climate plans, particularly NAPAs.

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## **CHALLENGE 2:** **Moving from Project Idea/Concept (PI) to Project Identification Form (PIF)**

For projects to be considered for funding for any of the climate adaptation funds, they must be presented by a qualifying entity, which is in most cases a designated national authority. Project development is therefore a crucial component which defines the specific content of the project proposal submitted for funding. In most of the funds, this task is usually carried out by an implementing agency, which works with the designated national entity to develop the project and submit it for funding. The international implementing agencies are UN institutions and multilateral development banks (MDBs), whose exact roles vary from fund to fund. National implementing entities are becoming increasingly popular with newer established funds such as AF and GCF.

As fund administrators, both the international and national implementing entities have a very important role in shaping the content of projects submitted for funding, as well as enhancing their own comparative advantages in terms of the programmatic issues they address. The importance of FP/RH in the implementing entities' strategic focus may have a bearing on whether it is included during project development.

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## **CHALLENGE 3:** **Principle of 'Additionality'**

The different adaptation funds are governed by principles that determine eligibility for project funding. These funding principles have very important implications for funding of FP/RH projects.

A key aspect of the GEF-managed LDCF and SCCF is that they will provide funding for 'additional costs' of adaptation. The concept of additional costs is meant to cover the investments necessary to make existing (baseline) investments more resilient to the impacts of climate change. In other words, this is the additional cost imposed by climate change on the development baseline, meaning that activities considered part of the development baseline are not considered for funding. For example, basic improvement of public health and education systems is not eligible as it is considered part of the development baseline. Funding is provided only to address impacts of climate change on that baseline—for example, the additional costs for reinforced hospital or classroom walls as a result of climate change risks. The costs of Business-As-Usual (BAU) baseline activities are expected to be met through normal development expenditures, such as government budgets, bilateral aid, contributions from the private sector, NGO resources, and loans from international financial institutions.

The PPCR is designed to deliver additional necessary funding to make a development activity resilient to the impacts of climate change, while under the AF, "funding is provided on full adaptation cost basis of projects and programs to address the adverse impacts of climate change."<sup>18</sup>

In reality, however, the concept of additional costs is hard to apply. This is due to the difficulty in assessing the baseline costs and the practicality of funding a portion of the cost of adaptation without being aware of the underlying development component.<sup>19</sup> GEF's own evaluation finds that the concepts and procedures of incremental and additional costs are confusing and poorly understood.<sup>20</sup>

On top of the inherent complexity of the additional costs concept, it could be hard for a stand-alone FP/RH project to demonstrate that such investments are indeed additional adaptation costs resulting from the effects of climate change. Thus the concept of additional costs can be a barrier to funding for the social sector in general, and for FP/RH in particular.

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# RECOMMENDATIONS TO BETTER INCORPORATE FP/RH IN ADAPTATION FINANCE

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**T**his section provides recommendations for better incorporation of FP/RH in international adaptation finance and identifies strategies to implement the recommendations.

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## **RECOMMENDATION 1:** **Prioritize FP/RH in national climate and development planning and implementation**

Implementation of climate programs takes place primarily at the national level with funding from multilateral and bilateral mechanisms.

*For FP/RH to potentially benefit from adaptation finance, it must be centrally positioned into national climate and development planning and implementation, including financing.*

This effort requires a well-coordinated approach in which FP/RH is highlighted and recognized as an important adaptation strategy during adaptation planning and project development. PAI's work on NAPAs<sup>21</sup> show that the recognition by national policy makers on the importance of population and FP/RH as part of climate change strategy does not guarantee funding for associated projects.

Several countries and implementing organizations are embarking on the development of program/project proposals and submitting for funding from the various climate financing mechanisms. National level actors are critical in this process including key stakeholders at Ministries of Finance, Development Planning, Health and Environment who are responsible for developing and implementing funded proposals.

Multilateral institutions—in particular, UNDP, UNFPA, UNEP and WHO—also play a key role in assisting national organizations to develop and submit project for

funding through mechanisms such as the GEF. National implementing entities are becoming increasingly popular with newer established funds such as the Adaptation Fund and the Green Climate Fund. As fund administrators, both the international and national implementing entities have a critical role in formulating the content of projects submitted for funding, and the actual implementation of programs.

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## **RECOMMENDATION 2:** **Support integration of FP/RH into other sectoral projects**

*In the current climate finance architecture, it will be difficult to secure funding for stand-alone FP/RH projects, given some technical requirements such as the concept of additional costs.*

Therefore, as outlined above, a possible way to access funding would be to ensure that FP/RH is integrated into other projects, especially those dealing with food security and water resources.

Climate change adaptation provides an opportunity for an integrated approach to policy planning, implementation and funding that includes environmental, economic, and social sector concerns. Strategies for adaptation should reflect a multi-sectoral approach that recognizes that people's lives are not lived in single sectors. Furthermore, integration is widely supported by the operational guidelines and policies of the adaptation finance mechanisms.

A practical aspect of this undertaking is to advocate for strengthening and replicating successful integrated

projects, such as population-health-environment, or PHE, projects. For more than a decade, NGOs and governments in Africa, Latin America, and Asia have implemented PHE projects. These are projects that are designed to protect ecosystems, strengthen natural resource management, and enhance livelihoods—while also prioritizing engaging women and improving access to FP/RH. PHE approaches improve health, decrease fertility, empower women and youth, increase buy-in to sound resource management, and promote cost-effectiveness and efficiency. These benefits have been documented in projects in Madagascar and the Philippines, and are being replicated in projects in East Africa, Asia and Latin America.

The recommendations can be implemented through a number of strategies which include:

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### **Advocacy with global and national policy makers and planners to raise awareness of linkages**

Awareness of the links between population, FP/RH and climate change adaptation is limited among policymakers and climate change advocates alike. Raising awareness of the links offers an opportunity to broaden the base of support and win new champions, which has the potential to translate into prioritization of FP/RH projects in national climate and development plans and funding.

This outreach will need to reach all levels of government, including elected officials who control budgets, since resource constraints are often used as a rationale for the scant attention given to women’s health issues.

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### **Advocacy with international and national implementing entities**

The links between population, FP/RH and climate change adaptation may not be obvious to the project developers within implementing agencies. Creating this awareness is important to both the technical agencies to help them prioritize population and climate change integration and act as supportive players at the country level in advising national organizations on proposal submission.

*Among these institutions there is a growing appreciation of integrated planning and implementation, and recognition that social dimensions, such as population and FP/RH, should be integral to climate change and sustainable development frameworks.*

This is a window of opportunity to advocate for the incorporation of FP/RH in funded projects.

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### **Enhance participation of the FP/RH community in global and national climate planning and implementation**

The FP/RH community has historically not been effectively involved in climate change planning and implementation, which may limit the issue’s inclusion in climate adaptation responses. While the climate funds may currently be falling short of the needs and other areas overshadow social sector investments such as FP/RH, it is important for the community to be actively engaged. As adaptation planning and implementation moves to longer-term responses, greater engagement of the FP/RH community is essential to positioning the issues firmly on the agenda of sustainable development. A number of opportunities exist for this commitment, ranging from playing active roles in global and national policy making processes to being involved in design and implementation of adaptation programs.



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# OPPORTUNITIES FOR IMPLEMENTING THE RECOMMENDATIONS

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The stated recommendations could be implemented through the following opportunities within global adaptation finance policy and national climate and development planning processes. A number of processes are taking place at the global and national levels related to climate and development finance and planning which may offer an opportunity to position FP/RH.

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## Global adaptation finance processes

A window of opportunity for strategic positioning of FP/RH in adaption finance exists in the ongoing reforms by key institutions in global climate change.

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### OPPORTUNITY 1: The Green Climate Fund

One significant opportunity related to finance is the *Green Climate Fund*, which is part of the UNFCCC process. The design of the GCF is being spearheaded by the Transitional Committee (TC). It is likely that the GCF will be the major climate fund and probably be a part of the new investment vehicle to fund the transition to green economies within the UN framework of sustainable development.

The FP/RH community could play an important role in the design and implementation of the GCF. One clear opportunity is the submissions by several organizations to the TC which have pointed to the utility of past experience with financing models such as the Global Fund to Fight AIDS, TB and Malaria (GFATM) to inform the development of the GCF.<sup>22</sup> The community's experience in the GTFAM can provide significant benefits in terms of contributing expertise and knowledge to position FP/RH within the GCF. Furthermore, the GCF aims to adopt a country-driven approach that encourages the involvement of vulnerable groups and addresses gender inequality.<sup>23</sup>

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### OPPORTUNITY 2: Global institutional reforms

A number of key global organizations such as the GEF have been implementing reforms aimed at better integration of the social sector and gender issues into funded projects and programs.

The GEF council approved major reforms designed to give developing countries and stakeholders more control and access to funds. The reforms include direct access to GEF resources for recipient countries and a streamlined project cycle. The Council also agreed to work towards integrating new agencies into the GEF network. These agencies serve as the channel between countries and the GEF for the project-approval process, and they participate in GEF governance, policy, and program development. Of the proposed new agencies, some deal with social sector issues such as the World Health Organization (WHO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

The proposed expansion of GEF implementing agencies will bring on board organizations with a comparative advantage in social sector issues. These reforms could allow greater space for funding of FP/RH projects by broadening the scope of strategic program focus of the UN implementing institutions.

There is also an opportunity to raise awareness on links between population, FP/RH and climate change adaptation to international and national implementing

agencies and fund managers. Existing platforms that could be used to propagate such awareness include The One Training Service on Climate Change, UN-CC Learn. Recent efforts by UNFPA to use this platform to highlight the links should be promoted.

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### **OPPORTUNITY 3:** **Ongoing national climate and development planning processes**

Climate planning, especially through the NAPAs process, has provided an opportunity for many countries to review their national development plans/strategies and PRSs. A number of countries are in the process of preparing new generation development plans. Several countries are also developing projects from their NAPA priority interventions to be submitted for funding under the LDCF.

These processes provide a salient opportunity to prioritize FP/RH in national development and climate plans,

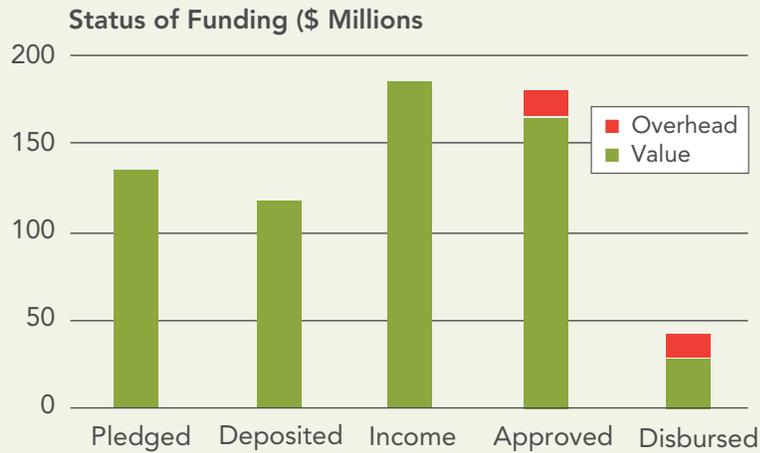
including in PRSs. Countries that have already clearly identified FP/RH projects in their NAPAs should expedite the development and implementation of these projects.

### **National Adaptation Plans (NAPs)**

Under the Cancun Adaptation Framework (CAF), a process was established to enable LDCs to formulate and implement national adaptation plans (NAPs). NAPs are expected to identify medium- and long-term needs and priorities for adapting to climate change, and outlines strategies and activities to address those needs. The details of how NAPs will be designed and implemented are still being discussed. A number of country governments and international organizations have already submitted their views and suggestions to the UNFCCC to inform the NAP process. The FP/RH community should play an active role in this process by advocating for the inclusion of FP/RH should as part of countries' longer-term adaptation planning and implementation.



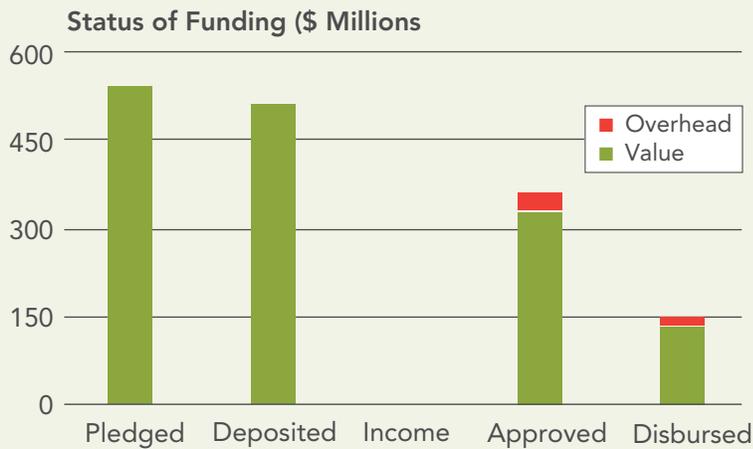
## ANNEX 1: ADDITIONAL INFORMATION ABOUT THE KEY MULTILATERAL ADAPTATION FUNDS



Source: Climate Funds Update: <http://www.climatefundsupdate.org/listing/adaptation-fund>

an interim basis as the secretariat to the AFB and trustee of the AF, respectively. It has pioneered “direct access” to finance recipient countries (i.e. without mediation of a UN agency). The AFB has approved its Operational Policies and Guidelines which allow eligible Parties seeking financial resources from the Adaptation Fund to submit proposals either directly through their accredited National Implementing Entity (NIE) or using the services of Multilateral Implementing Entities (MIEs). Organizations with access to funding are national implementing entities (NIE), regional implementing entities (RIE), or multilateral implementing entities (MIE). Examples of NIEs are: Centre de Suivi Ecologique, Senegal; National Environment Fund, Benin; South African National Biodiversity Institute, SA; Ministry of Natural Resources (MINIRENA), Rwanda; National Environment Management Authority (NEMA), Kenya.

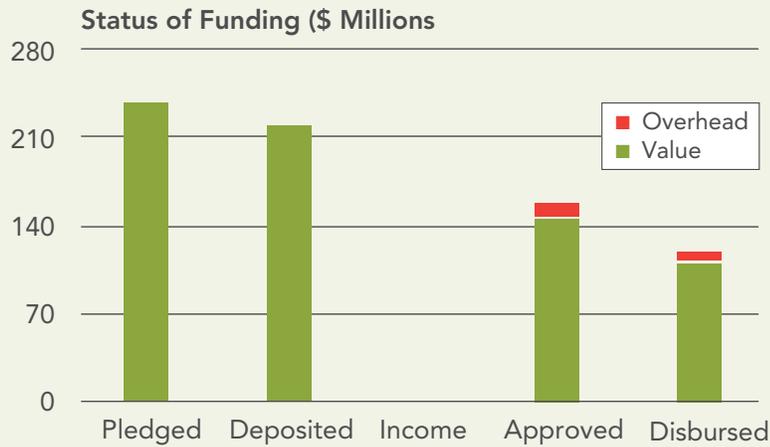
The *Adaptation Fund* is a financial mechanism under the UNFCCC and its Kyoto Protocol (KP) and has been established to finance concrete adaptation projects and programs in developing countries that are Parties to the KP in an effort to reduce the adverse effects of climate change facing communities, countries, and sectors. The Fund, managed by the AF Board, is to be financed with a share of proceeds from clean development mechanism (CDM) project activities as well as through voluntary pledges of donor governments. The GEF and the World Bank have been requested by the Parties to serve on



Source: Climate Funds Update: <http://www.climatefundsupdate.org/listing/adaptation-fund>

preparation. Once a NAPA has been submitted to the UNFCCC secretariat, the LDCF Project Proponent can start the process of preparing for project implementation. All of the 47 countries have submitted at least their first project through Project Identification Forms (PIF). Forty-five countries have received approval for LDCF financing of their NAPA implementation projects.

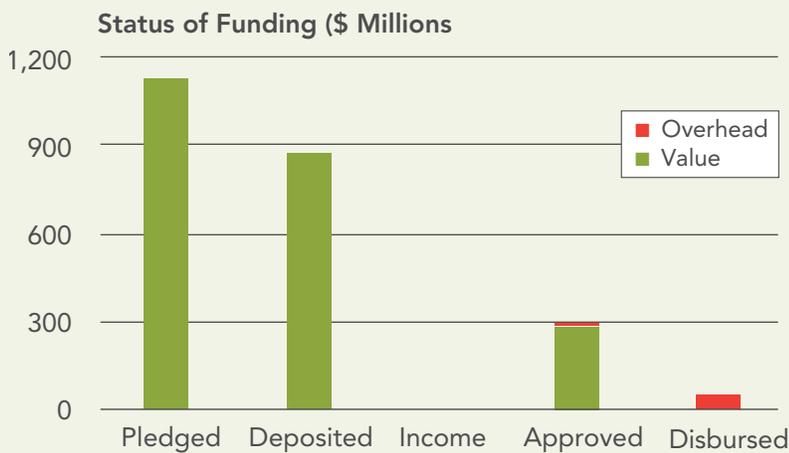
The Least Developed Countries Fund (LDCF) was established to meet the adaptation needs of 49 LDCs. It funds “urgent and immediate” adaptation projects identified in the process of NAPA preparation and implementation. The LDCF disburses funding mainly through grants, currently made up of voluntary contributions from donor countries. It is governed by the LDCF/SCCF board which has primary responsibility for developing, adopting, and evaluating SCCF policies and programs. It is administered by GEF with World Bank as trustee. As of October 01, 2012, a total of 47 NAPAs have been completed and two are in the process of



Source: Climate Funds Update: <http://www.climatefundsupdate.org/listing/adaptation-fund>

Island Developing States (IDS) are to be prioritized. It is governed by the LDCF/SCCF Board, and administered by GEF with World Bank as trustee.

The current number of work program-approved projects in the SCCF adaptation program is 41, totaling \$ 162.24 million.



Source: Climate Funds Update: <http://www.climatefundsupdate.org/listing/adaptation-fund>

components. The World Bank serves as the Trustee and Administrating Unit. The SCF Trust Fund Committee established a PPCR Sub-Committee to oversee its operations. The World Bank Group, the AfDB, ADB, EDB, and IDB are the implementing agencies for PPCR investments.

The PPCR supports short-term finance for developing and implementing SPCR projects integrating climate risk and resilience into development planning and investments in the following countries/regions: Bangladesh, Bolivia, Cambodia, Mozambique, Nepal, Niger, Tajikistan, Yemen, Zambia; Dominica, Grenada, Haiti, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, Papua New Guinea, Samoa, Tonga.

As of 31 March 2012, the PPCR Sub-Committee has endorsed 13 SPCRs for a total amount of proposed PPCR funding of US\$800 million: USD 460 million for grant funding and USD 340 million for near-zero interest credits.

The Special Climate Change Fund (SCCF) was created in 2001 to address the specific needs of developing countries under the UNFCCC. Like the LDCF, the SCCF disburses funding mainly through grants, currently made up of voluntary contributions from donor countries. It has two active windows (1) Adaptation and (2) Transfer of technologies. SCCF covers the incremental costs of interventions to address climate change relative to a development baseline. All Non-Annex 1 countries are eligible to apply, although the needs of the most vulnerable countries in Africa, Asia, and the Small

The Pilot Program for Climate Resilience (PPCR) is a targeted program of the Strategic Climate Fund (SCF), which is one of two funds within the Climate Investment Funds (CIF) framework. It funds programs that integrate climate resilience into development planning in selected countries on a pilot basis. The PPCR offers adaptation finance in both loans and grants. Grants for additional costs of mainstreaming climate resilience into existing investments; grants for financing initial tasks (the analysis/ preparation/ of projects and programs); and a mix of grants and loans for the implementation of investment program

## Footnotes

- 1 As of January 2013 (Climate Funds Update <http://www.climatefundsupdate.org/listing>).

## Endnotes

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- 12 [http://www.adaptation-fund.org/funded\\_projects](http://www.adaptation-fund.org/funded_projects)
- 13 LDC Expert Group and GEF. 2009. "Least Developed Countries Step By Step Guide For Implementing National Adaptation Programmes of Action"
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- 15 <http://www.thegef.org/gef/sites/thegef.org/files/documents/LDCF.SCCF%20Progress%20Report%20Oct%202016.pdf>
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- 17 Hardee K and C Mutunga. 2010. "Strengthening the link between climate change adaptation and national development plans: lessons from the case of population in National Adaptation Programmes of Action (NAPAs), *Mitigation and Adaptation Strategies for Climate Change* 15:113-126
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