

# Kick off meeting Climate Change, Energy and Forestry interlink with Green Growth

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## **The framing and governance of climate change adaptation projects**

Try Thuon

Researcher, Faculty of Development Study, RUPP.

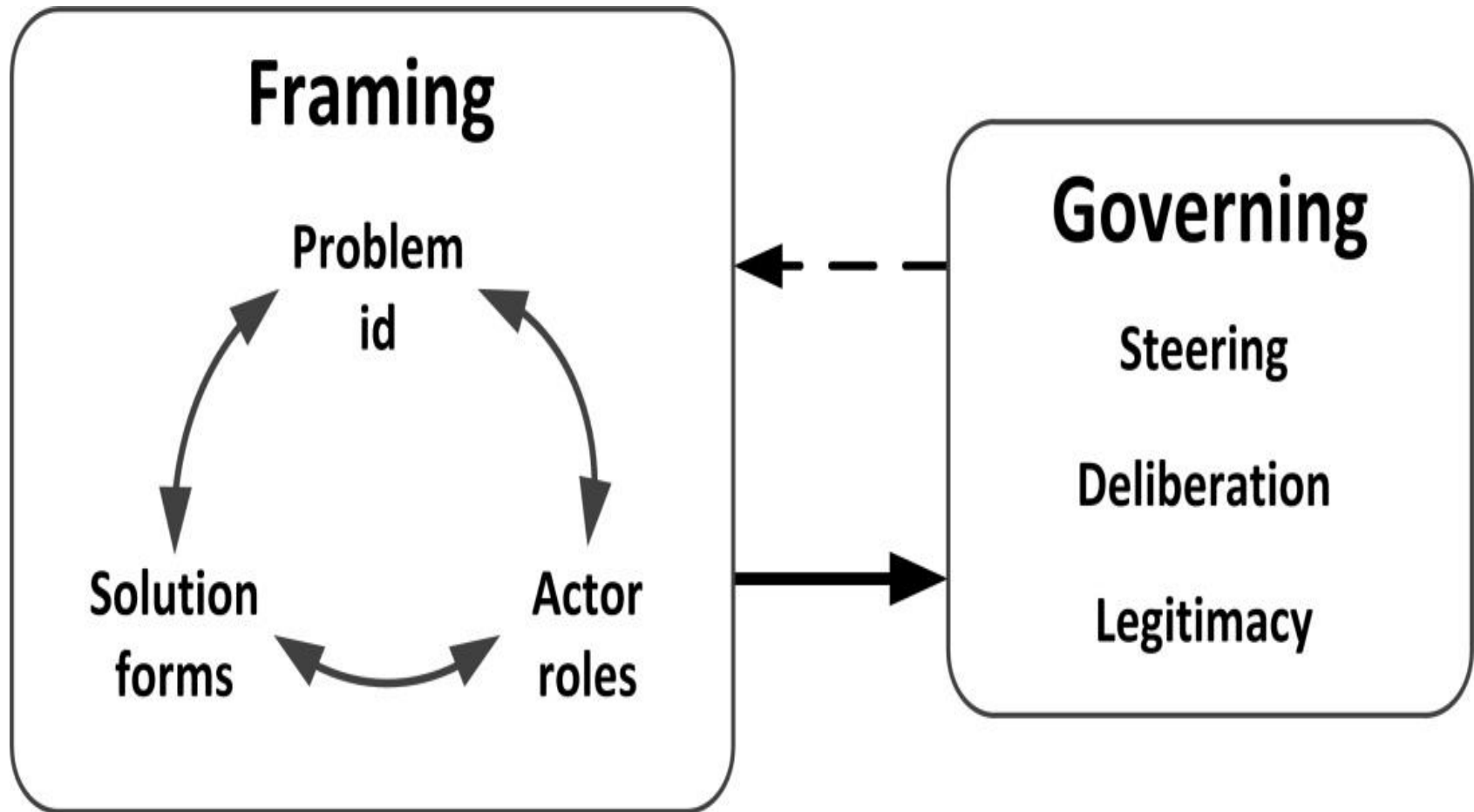
# The content

- This study explores the way climate change adaptation projects in Cambodia and Lao PDR have been framed and how such framings relate to the governance of projects.
- Three dominant frames were identified related to vulnerable infrastructure, information deficits and resource access.
- In all frames there was internal coherence among: the problems identified; the form solutions are expected to take; and, who should be included and in what roles.

## CASES

Project acronym used	Project title	Country	Lead agency within country	Key external actors	Funds (Source)	Period
PCRW	Promoting Climate-Resilient Water Management and Agricultural Practices	Cambodia	Ministry of Agriculture, Forestry and Fisheries,	UNDP	3.1 (LDCF) in phase 1	2009-2013
					2.4 (UNDP) in phase 2	2013-2015
JCCI	Joint Climate Change initiative Cambodia	Cambodia	22 domestic NGOs	3 NGOs: Forum Syd, DCA/CA and Cord	2.5 (Sida)	2010-2013
LGCC	Local governments and climate change	Cambodia	National Committee for Sub-National Democratic Development (NCDD)	UNCDF	1.4 UNCDF and Sida (2 phases)	2011-2014
CCBAP	Cambodia community based adaptation program	Cambodia	none	UNDP	4.8 Sida & AusAID	2011-2015
IRAS	Improving the resilience of the agriculture sector in Lao PDR to climate change impacts.	Lao PDR	Ministry of Agriculture and Forestry	UNDP	4.4 (LDCF)	2011-2015
MSAS	Developing multi-scale adaptation strategies for farming	Lao PDR	NAFRI, Ministry of Agriculture and Forestry	CSIRO	ca. 1.3 (ACIAR)	2010-2014

# Conceptual framework used for analysing adaptation projects



# Three frames and their narrative elements

Frame	Problem identification	Solution forms	Actor roles	Project Examples
<b>Infrastructure</b>	Existing infrastructure to control water has not been designed to deal with more extreme events projected under climate change.	This infrastructure constraint can be remedied with training in design and guiding investments in repairing and building new infrastructure.	Implementation bodies in government Donors with governing roles  Local government as coordinating planner or builder	PCRW LGCC
<b>Information</b>	Farmers and local officials lack information about how climate will change as well as appropriate technologies to adapt to climate change.	These technical deficits can be addressed using projections and scenarios to evaluate impacts and then response options. Awareness building campaigns, training and improved information and communication systems also have a role.	Technical experts in state and from external agencies with key roles  Local government as planner and implementer  Commercial agriculture as villain  Central government needed for coordination	PCRW IRAS MSAS
<b>Access</b>	Local community perspectives and rights have been neglected in development planning and this disempowering undermines building of adaptive capacities putting the marginalized at risk.	Non-state organizations can help empower local communities and secure rights.	Non-state actors or communities in lead  Governments as villain or ineffective	JCCI  CCBAP  (PCRW)

# Frames, governance and outcomes

Frame	Steering	Deliberation	Legitimacy
<b>Infrastructure</b>	Coordination Funder driven	Training and consultation  No reframing	Conventional authority  Upward accountability
<b>Information</b>	Coordination Expert driven	Training and consultation  Frame elaboration possible	Discursive-technical  Competence
<b>Access</b>	Advocacy NGO driven	Empowering  Reframing possible	Discursive - rights  Downward accountability

# Steering

- Infrastructure frame, representation of key stakeholders in project governance structures is essential.
- The information framing emphasizes roles for expert technical agencies.
- Governance arrangements differed in important ways.
- CCBAP project also was strongly oriented towards local community organisations it had a much more conventional governing structure that would appear less threatening to governments.

# DELIBERATION

- Participatory processes were recognized as having merits and limitations under both the infrastructure and information framings.
- PCWR project Vulnerability Reduction Assessment (VRA) findings were used in the formulation of plans which in 16 communes now made reference to adaptation.
- The access framing is overtly political; it is easy for it to be seen as a threat by governments.
- As a project led by non-state actors JCCI needed to adopt tactics distinct from those in government-led projects to influence domestic public policy processes.



# LEGITIMACY AND ACCOUNTABILITY

- All projects struggled to have wider impact – that is, to clearly demonstrate lessons are learnt, shared and ‘scaled-up’ – although in their initial framings they often made significant promises (PCWR, CCBAP).
- In the infrastructure frame some specific accountability concerns arose.
- The information frame creates important roles for technical experts in proposal development. The PCRW and LGCC project documents, for instance, were written by international consultants.

# Discussion

- In all three frames identified in this study there was internal coherence within frames among: the problems identified; the form solutions are expected; and, who should be included and in what roles.
  - Frames also emphasized different climate problems. The climate changes addressed by projects under the infrastructure frame were typically related to floods and droughts.
  - In the information frame significant attention is also given to rising temperatures and seasonal patterns of rainfall which might affect agricultural crops.
  - In the access frame the climate changes of interest were diverse, or left unspecified, as emphasis was more in building resilience to a range of shocks and stresses through empowerment that secures improved access to resources.

# Conclusions

- This study shows that frames are an important element of adaptation projects, and that their influence, may be amplified or modified during implementation in ways that depend on how projects are governed.
- The findings have several implications for the design, implementation and evaluation of adaptation projects in Lao PDR and Cambodia as well as other, vulnerable and less developed countries.

# Conclusions

- First, frames constrain consideration of the full range of adaptation options available, thus, it is important that stakeholders be aware of the frames adopted by the projects they work with.
- Second, conventional, technical framings, avoid politics, and as a result do not go beyond identifying poverty and lack of capacity as sources of vulnerability. They do not address the factors in the causal change that result in low capacity, assets, and levels of social protection.
- Third, most of the evidence comes from documents generated by project proponents or donors and thus likely to be favourably biased towards project achievements.