



**MINISTRY OF FOREIGN AFFAIRS  
OF DENMARK**  
*Danida*

**DECEMBER 2020**

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# **EVALUATION OF DANISH SUPPORT FOR CLIMATE CHANGE ADAPTATION IN DEVELOPING COUNTRIES**

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**PEMCONSULT**  
PEOPLE • ENVIRONMENT • MANAGEMENT



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Provision of water services in the Arid and Semi-Arid Lands of Kenya is one of the Climate Change Adaptation activities supported by Denmark.

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### **AUTHORS:**

Eric Buhl-Nielsen (Team Leader)

Kris B. Prasada Rao

Neil Bird

Henri Leturque

Astrid Høegh Jensen

## LIST OF ABBREVIATIONS AND ACRONYMS

ATA	Agricultural Transformation Agency, Ethiopia
CCA	Climate change adaptation
CE	Climate Envelope
CIF	Climate Investment Funds
CISU	Civil Samfund i Udvikling
COP	Conference of the Parties (to UNFCCC)
CRGE	Climate Resilient Green Economy Strategy, Ethiopia
CRGEF	Climate Resilient Green Economy Facility, Ethiopia
CSO	Civil Society Organisation
Danida	Danish International Development Assistance, MFA
DCA	DanChurchAid
DIIS	Danish Institute for International Studies
DKK	Danish kroner
ELK	Department for Evaluation, Learning and Quality (MFA)
EQ	Evaluation Question
ERG	Evaluation Reference Group
EU	European Union
EVAL	Evaluation Department (EVAL) (MFA)
GCF	Green Climate Fund
GEF	Global Environment Facility
GE	General Election
IDA	International Development Association
INERA	Institut de l'Environnement et Recherches Agricoles, Burkina Faso
IPCC	Intergovernmental Panel on Climate Change
IUCN	International Union for Conservation of Nature
IWRM	Integrated Water Resources Management
KFU	Technical quality support (MFA)
LDC	Least Developed Country
LDCF	Least Developed Countries Fund
M&E	Monitoring and Evaluation
MCEU	Ministry of Climate, Energy and Utilities
MFA	Ministry of Foreign Affairs of Denmark
MKL	Department for Multilateral Cooperation, Climate, and Gender Equality (MFA)
NAPA	National Adaptation Programme of Action
NGO	Non Government Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OPM	Office of Prime Minister
PSP	Participatory Scenario Planning
PPCR	Pilot Programme for Climate Resilience
SIDS	Small Island Developing State
SDG	Sustainable Development Goals
TCLP	Transformational Change Learning Partnership

## LIST OF ABBREVIATIONS

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TOR	Terms of Reference
TQS	Technical Quality Support
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
WBG	World Bank Group
WRI	World Resources Institute

**Programmes and projects** (where projects are referenced the acronyms below are used and underlined)

### **Bangladesh**

BCCRF	Bangladesh Climate Change Resilience Fund, the World Bank
CCA-DRR	Assistance to Local Communities on Climate Change Adaption and Disaster Risk Education, ActionAid Bangladesh
CCAP	Climate Change Adaptation Project, Local Government Engineering Department
CCRIP	Coastal Climate Resilient Infrastructure Project, Asian Development Bank, PPCR funded
CCRP	Chittagong Hill Tracts Climate Resilience Project, UNDP
HYSAWA	Hygiene Sanitation and Water Supply, HYSAWA Fund
PPCR	Coastal Climate Resilient Infrastructure Project
SDUP	Sustainable Democratic Union Parishad, Efficient and Accountable Local Governance (EALG), UNDP

### **Burkina Faso**

RAPPKBF	Restauration et Amélioration de la Productivité de Peuplements de Karite au Burkina Faso, INERA
RECSC-PANA	Appui à la Mise en Oeuvre du PANA – Renforcement de l'Efficacité de la Contribution de la Société Civile, IUCN
WADPCF	West African Dialogue on Private Climate Financing, Oxfam Ibis and Sos Sahel
PAGIRE	Programme National pour la Gestion Intégrée des Ressources en Eau, MEA/DRGE
PCESA	Appui à l'Amélioration des Conditions Cadres du Secteur Agricole, Ministère de l'Agriculture et des Aménagements Hydrauliques
ACC-ASHBF	Adaptation aux Changements Climatiques en Vue de l'Amélioration de la Sécurité Humaine du Burkina Faso, UNDP

### **Ethiopia**

ILRLSRLP	Increase Livelihood Resilience to Lead Sustainable & Resilient Lives Project, DCA
GATE	Greening Agricultural Transformation in Ethiopia
GATE-ATA	GATE, ATA component
GATE-CRGEF	GATE, CRGEF component

SCI-LDCF	Strengthening Climate Information and Early Warning Systems in Ethiopia to Support Climate Resilient Development, Ethiopia National Meteorological Agency
SSD	Mengella Environmental Conservation and Livelihood Improvement Project, Support for Sustainable Development
<b>Kenya</b>	
ALP	Adaptation Learning Programme, CARE
CDTF	Community Environment Facility, Community Development Trust Fund
KCIC	Kenya Climate Innovation Centre
NEMA	Greening Development, National Environment Management Authority
NRT	Northern Rangeland Trust
OPM	Office of the Prime Minister
WSTF	Water Services Trust Fund
<b>Asia</b>	
MCC	Mangroves and Climate Change, IUCN
MFF	Mangroves for the Future, IUCN

## GLOSARY AND TERMS

### BOX 0.1 DEFINITIONS OF CLIMATE CHANGE ADAPTATION MAINSTREAMING

#### **The EU, 2010<sup>1</sup>**

Mainstreaming should result in the informed inclusion of relevant climate vulnerability concerns into the decisions and institutions that drive national, sectoral, and local development policy, rules, plans, investment and action. This can be achieved in part through development cooperation – and mainstreaming adaptation into donor portfolios would be part of the alignment process – but the target of mainstreaming is national and subnational level processes, and the key agents of mainstreaming are national and subnational government and non-government stakeholders.

#### **UNEP, 2011<sup>2</sup>**

Mainstreaming climate change adaptation is the iterative process of integrating considerations of climate change adaptation into policy-making, budgeting, implementation and monitoring processes at national, sector and subnational levels. It is a multi-year, multi-stakeholder effort grounded in the contribution of climate change adaptation to human well-being, pro-poor economic growth, and achievement of the MDGs. It entails working with a range of government and non-governmental actors, and other actors in the development field.

#### **WRI, 2018<sup>3</sup>**

Mainstreaming adaptation refers to the incorporation of climate change adaptation objectives into sectoral policies and plans. It is distinct from a dedicated adaptation approach, which involves policies or programmes designed to achieve adaptation objectives as a core function.

**Adaptation**, as defined by the Intergovernmental Panel on Climate Change (IPCC) is “the process of adjustment to actual or expected climate and its effects. In human systems, adaptation seeks to moderate or avoid harm or exploit beneficial opportunities.” (IPCC, 2014: 1758).<sup>4</sup>

**Resilience**, as defined by the IPCC is “the capacity of social, economic, and environmental systems to cope with a hazardous event or trend or disturbance, responding or reorganising in ways that maintain their essential function, identity, and structure, while also maintaining the capacity for adaptation, learning, and transformation.” (IPCC, 2014: 1772) <sup>4</sup>

**Transformational changes**, as defined by the Transformational Change Learning Partnership of the Climate Investment Funds, are “strategic changes in targeted markets and other systems with large-scale, sustainable impacts that accelerate or shift the trajectory toward low-carbon and climate-resilient development.” (CIF, 2018)<sup>5</sup>

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- 1 Gupta J, Van Der Grijp N, eds. (2010): *Mainstreaming Climate Change in Development Cooperation: Theory, Practice and Implications for the European Union*. 1st ed. Cambridge: Cambridge University Press; 303-341.
  - 2 UNEP (2010): *Mainstreaming Climate Change Adaptation into Development Planning: A Guide for Practitioners* is also available online at [www.unpei.org](http://www.unpei.org).
  - 3 Mogelgaard, K., A. Dinshaw, N. Ginoya, M. Gutiérrez, P. Preethan, and J. Waslander (2018): “From Planning to Action: Mainstreaming Climate Change Adaptation into Development.” Working Paper. Washington, DC: World Resources Institute. Available online at <https://www.wri.org/publication/climate-planning-to-action>.
  - 4 IPCC (2014): *Climate Change 2014. Impacts, Adaptation, and Vulnerability. Part A: Global and Sectoral Aspects. Working Group II Contribution to the fifth assessment Report of the IPCC*. Cambridge University Press.
  - 5 Climate Investment Funds (2018): *Transformational Change in the Climate Investment Funds*. Climate Investment Funds, Washington DC.

## **EXECUTIVE SUMMARY**

### **A. Evaluation purpose and scope**

The evaluation of Danish support to climate change adaptation (2008-2018) was commissioned by the Department for Evaluation, Learning and Quality of the Ministry of Foreign Affairs and conducted from October 2019 to December 2020. It was framed by nine evaluation questions under four areas of inquiry: the role of the Climate Envelope within the overall adaptation portfolio; mainstreaming climate considerations into bilateral Danish official development assistance; transformative responses to climate change and; Denmark's role in the international climate adaptation support landscape. The evaluation also examined the extent to which Danish support strengthened livelihoods and enhanced the resilience of poor and marginalised communities.

The evaluation was based on consultations with the Ministry of Foreign Affairs, Danish representatives in four sample countries (Bangladesh, Burkina Faso, Ethiopia, Kenya), cooperating partners in developing countries as well as multilateral partners at the global level. COVID-19 affected the degree to which field work was conducted. Field work was completed as planned in Bangladesh and on a more limited scale in Burkina Faso. In Ethiopia and Kenya, the planned field work was not possible and reliance was put on intensive consultation with partners and, where possible, beneficiaries using remote communication. In total, some 25 projects were sampled in the four focus countries and beyond.

### **B. Danish support to climate change adaptation**

Denmark has provided financing for international climate change interventions since 2002. Bilateral development assistance has supported developing countries in particular, but also for mitigation in emerging economies. Funding has also been provided for global and regional multilateral interventions, such as the Least Developed Countries Fund (LDCF) managed by the Global Environment Facility (GEF), the Climate Investment Funds (CIF) managed by multilateral development banks (including the World Bank), and more recently, the Green Climate Fund (GCF). Moreover, Denmark has also provided funding to Danish NGOs through the Fund for Climate and Environment managed by CISU (Civilsamfund i Udvikling).

With the Danish Climate and Development Action Plan (2005), the bilateral and multilateral support for mitigation and adaptation to climate change became more coordinated. In 2008, the Danish Government established the Climate Envelope, an important mechanism for Danish climate funding covering both mitigation and adaptation initiatives. In 2012, the Climate Envelope was split into two frames: the poverty frame that encompasses climate change adaptation and mitigation in low-income countries and is managed by the Ministry of Foreign Affairs and the global frame for emerging economies covering mitigation and managed by the Ministry of Climate, Energy and Utilities. In 2016, guiding principles for the Danish Climate Envelope were developed with a theory of change which stated that: *“The specific impact that is targeted by the Climate Envelope is the following: (i) Reduced greenhouse gas emissions, (ii) Increased climate resilience specifically for vulnerable and marginalised groups”*.

In the 2008 to 2012 period, a total of approximately DKK 1.5 billion was committed to climate change-related assistance (mitigation and adaptation). The spending is presented as a total as it has not been possible to reliably separate mitigation and adaptation spending over the period. In 2012-15, the Climate Envelope was increased to DKK 500 million annually, but subsequently reduced to DKK 270 million in 2016 and DKK 300 million in 2017.

## C. Evaluation findings

**Policy context and mainstreaming** – Danish policy priority to climate change varied over the period, which led to a generally weakening strategic focus, especially on climate change adaptation. Climate change adaptation opportunities and challenges were insufficiently understood and underestimated, in part because they were highly situation-specific, complex and subject to uncertainty, low levels of capacity among partners and wavering levels of political support at country level. These effects combined to weaken and complicate efforts to both mainstream climate change adaptation through ongoing development cooperation programmes and/or engage directly with climate change specific projects. Nevertheless, Danish engagement was effective in supporting an increasing partner country commitment to mainstreaming climate change adaptation and examples of this were found in Ethiopia through the Greening Agricultural Transformation programme and Kenya through the support to the climate change unit in the Office of Prime Minister. Mainstreaming of climate change adaptation in the planning and budgeting phases was more successful than mainstreaming in the implementation and monitoring phases. So, whilst mainstreaming at policy and planning level improved, there was still a gap between policy and practice - where the Danish cooperation was less able to contribute.

**Poverty and resilience outcomes** – Community-level interventions were in general effective at targeting and empowering vulnerable people and led to improved climate resilience and livelihoods, even if it was in many cases still too early to conclude if such interventions were sustainable. Underlying factors that were found influential for improving climate resilience and livelihoods included: a focus on community empowerment, capacities, institutions and participation in decision-making; engagement with key actors at the subnational level, including community-based organisations, civil society organisations and local governments; facilitation of dialogue and cooperation among different stakeholders in the public and private sector; linking to livelihoods and income streams and; engaging in ecosystem-based approaches and natural resource management. However, in general, the level of innovation and the degree to which interventions were specific to climate change adaptation was low even for the climate envelope projects.

**Transformation** – Making a significant contribution to the transformation towards a climate-resilient economy has been challenging to achieve with the resources available to Denmark. Such change is highly dependent on committed national and local leadership in partner countries. The most promising potential for transformation appears when Denmark has adopted a programmatic approach that responds to national incentives, as in the support provided to the Greening Agricultural Transformation thematic programme in Ethiopia. Sustaining such change is critical and the sustainability of the outcomes of many short-term climate-related projects within the Danish portfolio remains uncertain without continuing external assistance and a supporting political economy.

**Global landscape** – Danish engagement with the global landscape influenced the multilateral interventions that it contributed to. However, there appears to have been relatively little learning within Danida from the engagement with the global landscape due to missing mechanisms for sharing and resource constraints. Danish capacity and readiness to influence the global adaptation and development agenda, although threatened by dwindling resources, shows potential through mobilising Danish research as well as experience within the public and private sectors.

**Modalities** – The range of funding modalities enabled Danish cooperation to reach different target audiences at different levels and respond to different objectives and contexts, but the potential of the modalities has not yet been fully utilised.

- The Climate Envelope complemented the bilateral funding as it could fund regional and global thematic programmes with an explicit climate change adaptation focus. Although at the country level, the Climate Envelope was closely linked to Danish bilateral cooperation

it did not utilise the potential for climate change adaptation additionality.

- Bilateral support benefitted from long-term in-country partnerships, together with a comparatively large scale and significant influence in specific sectors in some partner countries. Although this gave a favourable environment the opportunities for advancing mainstreaming were underexploited. The Climate Envelope was, in principle, able to draw more on the sound context analysis provided by the bilateral country programme.
- The multilateral support, often financed through the Climate Envelope, enabled Denmark to influence the global climate processes. The multi-donor approach gave benefits of operating at scale and enabling a more influential policy dialogue but had limited Danish visibility.
- NGO funding benefitted from the NGO's strong implementation capacities and experience vis-à-vis empowering communities and civil society with a strong focus on poverty reduction and resilience of vulnerable groups. However, the NGO engagement by nature remained dependent on continuous donor funding and had varying traction with national policy making.

Overall, Denmark made good use of these different modalities but there were missed opportunities to ensure synergy, mutual reinforcement and comprehensive operation across different levels from community to local government to central government. The potential to contribute to transformation through a tight coherence in the use of modalities under a programmatic approach of working with others at scale and over a long time-frame were not fully exploited.

## D. Recommendations

**Recommendation 1) Develop a long-term and realistic ambition for increasing Denmark's contribution to climate change adaptation at global, regional and country level.**

**Rationale:** Climate change adaptation has far-reaching implications for attaining the SDGs and fulfilling the Paris Agreement. It is also crucial for ensuring that recent advances in poverty reduction are sustained and that trends in inequality and ecosystem degradation are reversed. The mainstreaming and transformation required is highly demanding and complex. At the same time, COVID-19 and other factors present a unique opportunity to create a transition to a greener and more inclusive future (Building Back Better and Greener). Denmark has recently launched a whole-of-government Global Climate Action Strategy (2020), which

provides a springboard for building on the lessons outlined in this evaluation to develop a set of long-term and realistic ambitions on how to increase the contribution to climate change adaptation.

**This recommendation can be implemented by the following measures:**

- Prioritise and develop an evidence base for where Denmark has most to offer within climate change adaptation in terms of technical expertise and demonstration, peer to peer public sector cooperation and climate diplomacy.
- Integrate consideration of the realistic ambition that Denmark (led by national partners and working with international actors), can aim for in increasing its climate change adaptation contribution, at a country/thematic programme level in the current and next generation of country programmes.
- Enhance climate diplomacy and increase the focus on climate change adaptation as part of a green transition.

**Recommendation 2) Make greater strategic use of the Climate Envelope for interventions that are highly additional, innovative, experimental or strengthening the climate change adaptation approaches under the bilateral support.**

Rationale: With limited strategic guidance to embassies and implementing partners, the Danish Climate Envelope was not used in a systematic manner to strengthen the robustness and comprehensiveness of Danish climate change adaptation support, nor to provide tools and approaches for mainstreaming climate change adaptation across the Danish development assistance. Moreover, there was limited synergy and cross-fertilisation between support under the different modalities. Danish climate change adaptation expertise, capacities and solutions were also not mobilised significantly.

**This recommendation can be implemented by the following measures:**

- Identify opportunities to catalyse mainstreaming of climate change adaptation in the bilateral programme.
- Engage with a long-term horizon beyond the normal five-year development planning, including addressing regional and transboundary adaptation challenges and promoting ecosystem-based approaches.

- Mobilise the climate change adaptation technical skills and expertise of the Ministry of Environment, Ministry of Food, Agriculture and Fisheries, and other Danish public and private entities.
- Support a help desk function to assist embassies and implementing partners in understanding and integrating climate change adaptation in a more robust and focused manner.
- Invest in opportunities for linking bilateral, multilateral and NGO partners in peer learning, experience sharing, coordination and provision of technical inputs.
- Prioritise climate change adaptation solutions that have significant co-benefits, such as nature-based solutions and the “quadruple win” of a) poverty reduction, b) enhanced climate resilience, c) conservation of natural resources and biodiversity, and d) reduced greenhouse gas emissions and carbon sequestration.

**Recommendation 3) Gain greater clarity over what climate change adaptation is and how Danish development cooperation can best support both mainstreaming and transformation.**

**Rationale:** Stronger climate change adaptation strategic orientations are needed. Addressing the lack of clarity over what climate change adaptation is, and the extent to which it should be pursued as a priority by Danish development cooperation are prerequisites for stronger implementation. More specifically, attention to securing transformational change towards a climate-resilient economy is not reflected in any strategic or operational guidance (despite being recognised as a principle of project effectiveness for the Climate Envelope). There is limited clarity about the roles and remits of mainstreaming and targeted climate change adaptation approaches to contribute to transformation objectives.

**This recommendation can be implemented by the following measures:**

- Develop climate change adaptation transformation oriented strategic guidance especially on scale, systemic change and sustainability, and clarify the expected contribution of mainstreaming approaches and objectives.
- Dedicate investments to addressing specific sectoral or thematic gaps vis-à-vis climate change adaptation mainstreaming into peace and security interventions.
- Explore, identify, and test possible windows of opportunities for mainstreaming climate change adaptation in the Danish support for

private sector development, learning from the experiences of implementing partners and other development partners (e.g. distribution of water saving devices, drip irrigation equipment, drought-tolerant seeds).

- Prioritise contribution to addressing climate change adaptation transformation and mainstreaming assessment gaps and make use of international experience on monitoring of climate change adaptation for that purpose.

**Recommendation 4) Seek opportunities to reduce uncertainties on how best to adapt to climate change through enhancing climate-related knowledge, information and planning routines.**

**Rationale:** The complexity and uncertainty about how climate change will affect weather patterns, especially at the local level, as well as the anticipated increases in climate variability, are major challenges for ensuring effective adaptation. As evidenced by ALP (Ghana, Kenya, Niger) and SCI-LDCF (Ethiopia), improved access to climate and weather information and linking this to planning processes, can help ensure that adaptation needs are addressed systematically and in a preventive manner, and can thus contribute to catalysing mainstreaming and transformation. Denmark has considerable expertise in weather forecasting, climate modelling and planning tools for adaptation investments.

**This recommendation can be implemented by the following measures:**

- Support the development, use and dissemination of local and indigenous knowledge on weather information, coping strategies, and solutions.
- Promote cooperation between Danish and partner country authorities, especially in delivering and developing climate information at the subnational level.
- Promote transfer of Danish technology with a particular emphasis on identifying appropriate and feasible technologies and tailoring them to the specific national and local contexts of the partner countries.

**Recommendation 5) Adopt a programmatic approach that is informed by the political economy context of each partner country when aiming to contribute to transformation.**

**Rationale:** There is under-developed potential for working with others, through co-funding and making alliances with other international partners who undertake contextual analysis, especially where the Danish representation does not have the resources to lead support on climate

change adaptation. Stronger engagement with key actors at the sub-national level, including civil society, the private sector and local government is needed to complement and bridge the gap between national policy and implementation.

**This recommendation can be implemented by the following measures:**

- Ensure that Danish Country Strategic Frameworks and related programmes and projects, as the main vehicles to securing a programmatic approach, are prepared in full knowledge of the Guiding Principles of the Climate Envelope, which emphasises transformation as a principle of project effectiveness.
- Strengthen collaboration with bilateral and multilateral partners in-country that are leading climate change adaptation initiatives with national and local governments.
- Develop specific guidance on how programme and projects can contribute to the goal of transformation.
- Make full use of the range of modalities to take advantage of their comparative advantage ensuring there is a balance between policy support (where government and multilateral delivery modalities often have an advantage) and implementation on the ground that directly benefit the poor and vulnerable (where civil society modalities often have an advantage).
- Ensure embassy staff are capacitated to contribute effectively in national forums on climate change.

**Recommendation 6) Develop internal sharing mechanisms and enhance the learning from and contribution to the global landscape.**

**Rationale:** Although Denmark has had some influence in the global landscape, it has not contributed as fully as it could. The research capacities, as well as public and private sector experience and expertise in climate change adaptation, has not been fully mobilised and there is not a clear channel for experience from the bilateral programmes to influence the global level discussions. Within the Ministry of Foreign Affairs, there is a missing mechanism for information exchange and sharing on the engagement with the global landscape. The resources to provide a high-quality response and interaction at the global level are limited and if not increased mean that ways of working more closely with others and concentrating attention on fewer initiatives will be needed.

**This recommendation can be implemented by the following measures:**

- Mobilise the Danish public and private sector experience and skill set within climate change adaptation.
- Work closely with others to develop a common agenda to share the burden of engaging with the global landscape.
- Reduce the number of organisations and initiatives that Denmark engages with in order to concentrate resources.
- Increase the human and other resources devoted to climate change adaptation policy, research and influence.
- Map the capacity and effectiveness of multilaterals to support climate change adaptation and use this as a parameter for increased support or where the organisation is lacking, Danish policy inputs and impetus to do more will be important in collaboration with like-minded developing and developed partners.

## E. Summary of learning across the evaluation

### CLIMATE CHANGE RESILIENCE

- **Working through civil society partners with a presence on the ground has built the resilience of highly marginalised groups**, but without wider system change (including integration in government budgets) the gains are threatened.
- **Factors that led to higher levels of resilience and likely sustainability have been identified** and include: building on local strategies for coping with climate variation and changing weather; focus on community empowerment, capacities, institutions and participation in decision-making; engagement with key actors at the subnational level, including community-based organisations; facilitation of dialogue and cooperation among different stakeholders and; linking climate change adaptation with livelihoods and income streams.
- **It has not been easy within the bilateral cooperation to contribute to the resilience linked to long-term protection of ecosystems** – especially those that are transboundary or regional in nature.

### MAINSTREAMING

- **Bilateral support programmes offer an opportunity to mainstream climate change adaptation within but also beyond the traditionally considered sectors** – especially as these programmes are financed over a 5 to 20-year horizon, often multi-donor in nature and benefit from close and trusting relationships built over many years. In many, but not all cases, this opportunity has been overlooked.
- **Overcoming the implementation barriers to mainstreaming is a priority as policies are often in place but not implemented.** In most sectors and in the support provided for mainstreaming climate change adaptation there is a significant gap between policy and practice.
- **Embassies and bilateral missions themselves often do not have the skill set and resources to effectively mainstream or contribute to climate change adaptation**, at least not optimally – something more is needed from headquarters.

### TRANSFORMATION

- **Climate change adaptation transformation is only rarely framed as an explicit objective** and often without an assessment on whether, and if so how, international cooperation can contribute – this implies a strong diagnostic understanding of the challenges and opportunities, including an assessment of whether the process is genuinely partner initiated and led.
- **So far project-based cooperation has recorded most progress at community and local government level but only rarely is this joined up at all levels.** Sustainable change and transformation demands public sector policy and system change as well as changes within the private sector and civil society in values, behaviour and awareness.
- **The political economy and scale are key factors that influence the realistic level of climate change adaptation transformation that can be achieved.** Both imply a high degree of alignment with country actors and harmonisation with other development partners – this is difficult to achieve significantly, if you go alone.

### CLIMATE ENVELOPE

- **Climate change adaptation is complex, highly situation-specific, long-term and challenged by uncertainty** – improvements in the information environment are a trigger for change.
- **As effective climate change adaptation is influenced by many of the same factors as wider development it has not been easy to identify highly specific climate change adaptation interventions** that are distinct from normal development cooperation.
- **Climate change adaptation is particularly well suited to bilateral programming as it is highly situation-specific** and can potentially contribute to awareness-raising, the information environment and to longer-term investments and decision making.

### GLOBAL LANDSCAPE

- **The impact on the global landscape has the greatest effect when working with like-minded countries to influence more sceptical and less like-minded countries**, both in the developing and developed countries.
- **Working with the global landscape and through multilateral organisations holds out greater prospects of transformation** at country level that reaches all levels because of the scale of resources needed, the need for harmonised efforts and the degree of influence and advocacy required.
- **Both learning from and contributing to the global landscape in a systematic way is demanding for bilateral development agencies with limited resources** – greater concentration perhaps through an agreed “division of labour” approach could be relevant.

# **1 INTRODUCTION AND PURPOSE OF THE EVALUATION**

The Department for Evaluation, Learning and Quality (ELK) of the Ministry of Foreign Affairs (MFA) commissioned PEM and ODI to conduct an evaluation of Danish support to climate change adaptation in developing countries. The evaluation was carried out between October 2019 and December 2020.

The overall purpose of the evaluation was to examine how and to what extent the Danish development aid portfolio through climate change adaptation has addressed longer-term climate resilience in target countries, and to identify mechanisms that have been successful in this respect. The Terms of Reference (TOR) established a number of evaluation questions (EQs), which were further developed during the inception phase and can be divided into four areas of inquiry:

- The role of the climate envelope within the overall adaptation portfolio;
- Mainstreaming climate considerations into bilateral Danish official development assistance (ODA);
- Transformative responses to climate change;
- Denmark's role in the international climate adaptation support landscape.

This report presents the findings, conclusions and recommendations. Country reports for four countries are provided separately.

## 2 CONTEXT AND SCOPE OF THE EVALUATION

### 2.1 Overview of Danish support to climate change adaptation

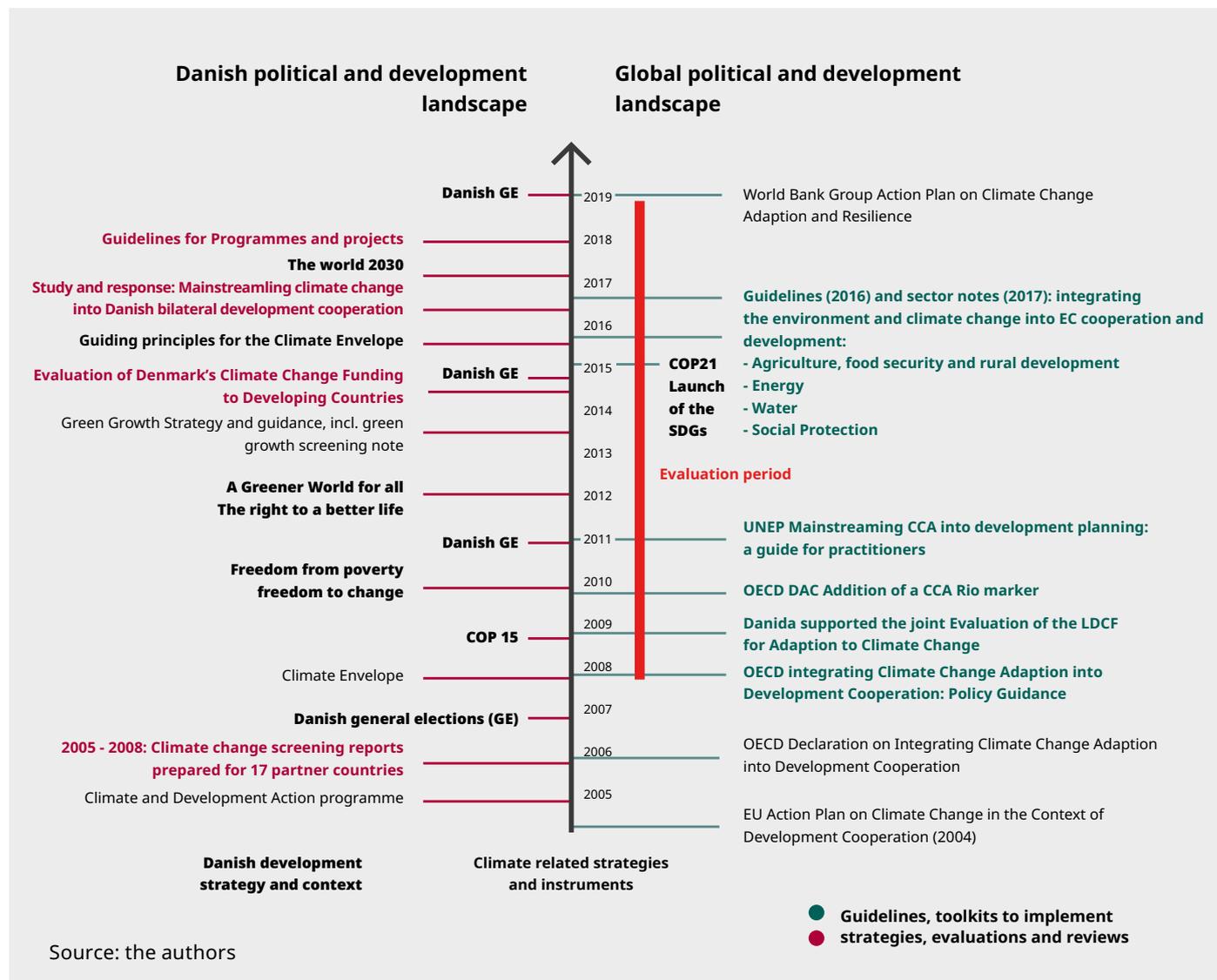
**The global context of Danish climate change assistance:** Being both an Annex I<sup>6</sup> and Annex II<sup>7</sup> Party to the United Nations Framework Convention on Climate Change (UNFCCC) from 1992, Denmark is committed to assisting developing countries with dealing with climate change, including supporting them in adapting and building resilience to the impacts of climate change. The Copenhagen Accord, which was agreed at the 2009 Conference of the Parties (COP15), hosted by Denmark, committed developed countries to provide USD 30 billion as ‘Fast-Start Finance’ in 2010-2012, to support developing countries vis-à-vis adaptation, mitigation, capacity building, technology development and forest conservation, during the period prior to the operationalisation of the Green Climate Fund (GCF). The following year, the Parties to the UNFCCC agreed on the goal *“of mobilizing jointly USD 100 billion per year by 2020 to address the needs of developing countries... from a wide variety of sources, public and private, bilateral and multilateral, including alternative sources”*<sup>8</sup>. This goal was extended by the Paris Agreement (2015) to 2020-2025. Moreover, the Paris Agreement called for a better balance between mitigation financing and the financing for adaptation in the poorest and most vulnerable countries (Non-Annex I Parties)<sup>9</sup>.

**Danish strategies for climate change and development:** during the period covered by the evaluation, the Danish overall development assistance and climate change-specific assistance has been guided by a series of strategies, which to different extents addressed climate change, as shown in Figure 2.1.

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6 Developed countries and economies in transition.  
7 Organisation for Economic Cooperation and Development (OECD) countries providing financial resources for developing countries.  
8 Report of the Conference of the Parties on its fifteenth session (UNFCCC 2010).  
9 Least Developed Countries (LDCs) and Small Island Developing States (SIDS).

**FIGURE 2.1: TIMELINE OF CLIMATE CHANGE ADAPTATION MAINSTREAMING POLICIES AND GUIDELINES (2004 – 2019)**



While the above strategies guided the focus and content of Danish climate change assistance, the annual financial allocations were specified by the National Budget Act (Finansloven). Over the years, the allocations varied significantly. In the 2008-2012 period, a total of approximately DKK 1.5 billion was committed to climate change-related assistance (mitigation and adaptation). In 2012-15, the Climate Envelope was increased to DKK 500 million annually, but subsequently reduced to DKK 270 million in 2016 and DKK 300 million in 2017<sup>10</sup>.

10 Sources: Analysis of Danish Climate Finance (2017, DCA, Oxfam Ibis, Care); Evaluation of Denmark's Climate Change Funding to Developing Countries (MFA, 2015).

Delivery mechanisms for Danish climate financing: Denmark has since 2002 provided financing for climate change interventions. Bilateral development assistance has been provided in particular for developing countries, but also for mitigation in emerging economies. Funding has also been provided for global and regional multilateral interventions, such as the Least Developed Countries Fund (LDCF) managed by the Global Environment Facility (GEF), the Climate Investment Funds (CIF) managed by multilateral development banks (including the World Bank), and more recently, the Green Climate Fund (GCF). Moreover, Denmark has also provided funding to Danish NGOs through the Fund for Climate and Environment managed by CISU (Civilsamfund i Udvikling).

With the Danish Climate and Development Action Plan (2005), the bilateral and multilateral support for mitigation and adaptation to climate change became more coordinated. The action plan in particular focused on mainstreaming climate change in development assistance and “climate proofing” development interventions.

In 2008, the Danish Government established the Climate Envelope, an important mechanism for Danish climate funding covering both mitigation and adaptation initiatives. The Climate Envelope finances activities in developing countries by the Ministry of Foreign Affairs and emerging economies by the Ministry of Climate, Energy and Utilities (MCEU), and is governed by an inter-ministerial group. Basic priorities for the climate envelope were adopted in 2008-9 by the Government’s Climate Conference Committee, and elements were incorporated into the climate envelope text of the Finance Act. More detailed guidance for the climate envelope was only adopted in 2016, after the 2015 evaluation of Danish climate change interventions.<sup>11</sup> After COP15 and the adoption of the Copenhagen Accord, the climate envelope became the delivery mechanism for the Danish ‘Fast-Start Finance’. In 2012, the climate envelope was split into two frames, of which the Poverty Frame encompasses climate change finance for low income countries and is managed by MFA, and the Global Frame for emerging economies managed by MCEU. MCEU focuses on mitigation, whereas MFA covers both mitigation and adaptation activities.

An independent evaluation of Denmark’s climate change funding for developing countries was carried out in 2015 (referred to above). The evaluation concluded that the Danish climate change assistance was appropriate and, in addition to the results achieved, had generated useful experience, lessons and good practices. However, it also concluded that the support was fragmented through several initiatives covering diverse topics and working with a wide range of partners, and that it was

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11 Evaluation of Denmark’s Climate Change Funding to Developing Countries (MFA, 2015).

thus difficult to maintain oversight and ensure coherence. Moreover, it showed that there was a lack of formalised planning and reporting frameworks. The evaluation provided five overall recommendations: 1) to develop a strategy for the Climate Envelope; 2) to improve the structure and administration of the Climate Envelope; 3) to develop and implement consistent Monitoring and Evaluation (M&E) and learning frameworks for future Climate Envelope projects; 4) to maximise the impact of Danish climate change funding by focusing on innovation and leverage, with a focus on climate policy and finance and on thematic areas with strong Danish expertise; and 5) maximise Danish impact by clearly defining policy-influencing strategies for the Climate Envelope and country programmes.

In 2016, Guiding Principles for the Danish Climate Envelope were developed with a theory of change (see Annex B), which specified that: *“The specific impact that is targeted by the Climate Envelope is the following: (i) Reduced greenhouse gas emissions, (ii) Increased climate resilience specifically for vulnerable and marginalised groups”*<sup>12</sup>.

## 2.2 Scope of the Evaluation

Thematic scope – The evaluation examined interventions supported under the Climate Envelope as well as broader Danish ODA at the bilateral level and through global support efforts under the following four categories of climate adaptation interventions:

- 1 The Climate Envelope;
- 2 Bilateral assistance;
- 3 Multilateral organisations; and
- 4 Danish non-governmental organisations.

The evaluation focused on three evaluation themes:

- 5 Resilience – How Danish support has helped to increase the climate resilience of vulnerable and marginalised groups, taking into consideration enabling factors, constraints and knowledge gaps of such support.
- 6 Poverty – How Danish support has strengthened resilient livelihoods, with a focus on initiatives in natural resource management, ecosystem services and rural livelihoods. This will provide an opportunity to gain learning on co-benefit initiatives

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12 Guiding Principles for the Danish Climate Envelope (MFA, 2016).

that aim to secure both adaptation and mitigation outcomes. In the context of climate change, poverty is in particular related to vulnerability, such as the risk of losing livelihoods assets, including crops and livestock, which in turn can affect both incomes and food security in the short and longer term, and the capacity to prevent losses or compensate and rebuild after losses have incurred.

- 7 Transformation – How Danish support has made relevant adaptation investments that contribute to a transformation in the climate change response, as assessed by measures of scale, systematic change and sustainability.

**Geographic scope** – The evaluation overall covered a wide geographical area, given the range of countries covered by the adaptation part of the Climate Envelope, the bilateral cooperation, the civil society support and the cooperation with global programmes. In-depth studies of the cooperation in four countries, Bangladesh, Burkina Faso, Ethiopia and Kenya were carried out.

**Temporal scope** – The evaluation covered the 2008-2018 period. It built on the earlier evaluation of Denmark’s climate change funding to developing countries (2008-2012) in order to apply a 10-year perspective.

### 2.3 Overview of evaluation questions

The evaluation questions presented in the TOR were restructured and clustered in four areas as follows:

**TABLE 2.1 EVALUATION QUESTIONS**

Cluster	Evaluation question
Cluster 1 – Mainstreaming climate change adaptation	EQ 1 – Mainstreaming approaches: How relevant and effective were approaches to mainstreaming?
	EQ 2 – Mainstreaming results: What are the implementation outcomes of climate change adaptation mainstreaming?
Cluster 2 – Targeted climate change adaptation action	EQ 3 – To what extent did the Danish support contribute to putting in place the key building blocks required to address climate change adaptation?
	EQ 4 – Direct outcomes and impact of climate change adaptation projects: Has the resilience of poor and vulnerable people increased?
Cluster 3 – Transformation	EQ5 – Transformative approaches: How does the Danish climate change adaptation approach to planning, design and project implementation work to advance transformational change?
	EQ6 – Transformative outcomes: To what extent has support for climate change adaptation contributed to transformative responses to climate change?
Cluster 4 – Denmark’s role in the global adaptation support landscape	EQ 7 – Global results: Has the Danish engagement contributed to global discussions on support to climate change adaptation in developing countries?
	EQ 8 – Strategic approach: What were the factors that led to influence or lack of influence?
	EQ 9 – Institutional learning: Has institutional learning taken place within Danida on climate change adaptation that could support Danish input to the global adaptation and development agenda?

The findings under each cluster are presented in Chapter 3.

### 2.4 Portfolio analysis

The portfolio analysis is based on data from DIIS<sup>13</sup>. The data was originally provided by the Ministry of Foreign Affairs and is primarily based on Denmark's reporting to the UNFCCC.

The analysis covers all Danish climate-related ODA in 2013-2018. Based on Denmark's reporting to UNFCCC, the commitments are classified as either 'mitigation', 'adaptation' or 'cross-cutting'. Cross-cutting implies that a commitment is reported as both adaptation and mitigation, containing to a varying degree adaptation elements, in some cases with a significantly larger proportion of funding for adaptation than mitigation or vice-versa.

The adaptation support increased over the period, whereas it decreased for cross-cutting as illustrated in Figure 2.2. This is mainly due to changes in the reporting procedures and does not necessarily reflect changes in the types of projects financed. As DIIS notes *"This exemplifies the significant effect that different approaches to assessing and validating projects can have on climate finance reporting"*.<sup>14</sup> According to OECD an average of 13 percent of bilateral support were distributed to cross-cutting climate ODA, hence Denmark still has a strong focus on cross-cutting projects compared to other donors. It should be noted that the total commitment is lower from 2015 onwards compared to the previous year (however increasing again from 2017) due to a change of Danish Government and a subsequent change in development assistance priorities (see Section 3.2). Overall, designated climate change adaptation projects averaged to 21 percent over the period (2013-2018) with a peak in 2017 (46 percent). This is above the international average according to OECD which is 20 percent (DIIS, 2020). On average 25 percent was committed to mitigation and 54 percent for cross-cutting. For the Climate Envelope the same tendency is evident, however, with mitigation taking up a larger share of commitments (Figure 2.3).<sup>15</sup>

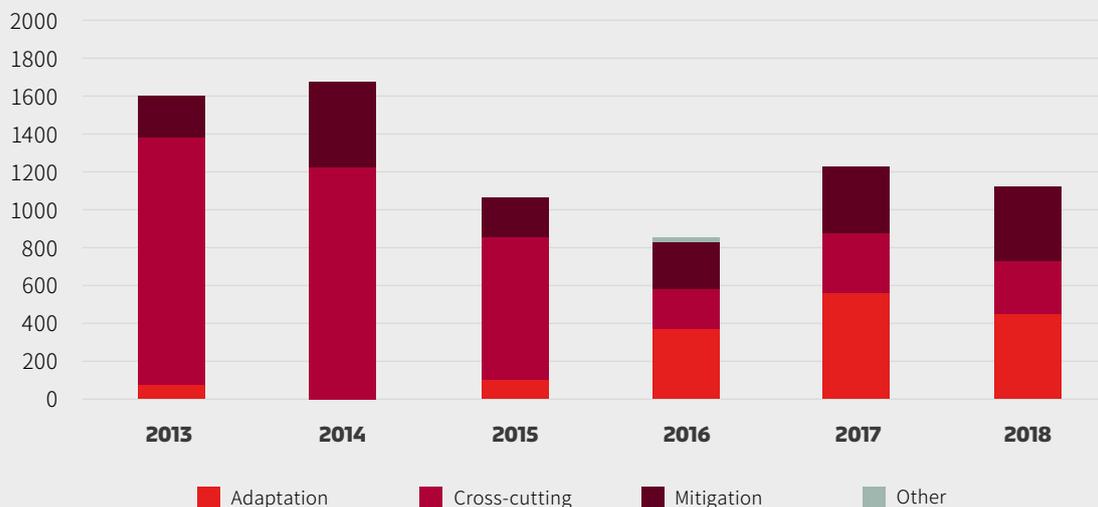
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13 Integrating Climate Change Adaptation and Development (Funder et al. [DIIS] 2020) and Preparatory Study for 2019 Climate Evaluation (Lindgaard et al. [DIIS] 2019).

14 Integrating Climate Change Adaptation and Development (Funder et al. [DIIS], 2020).

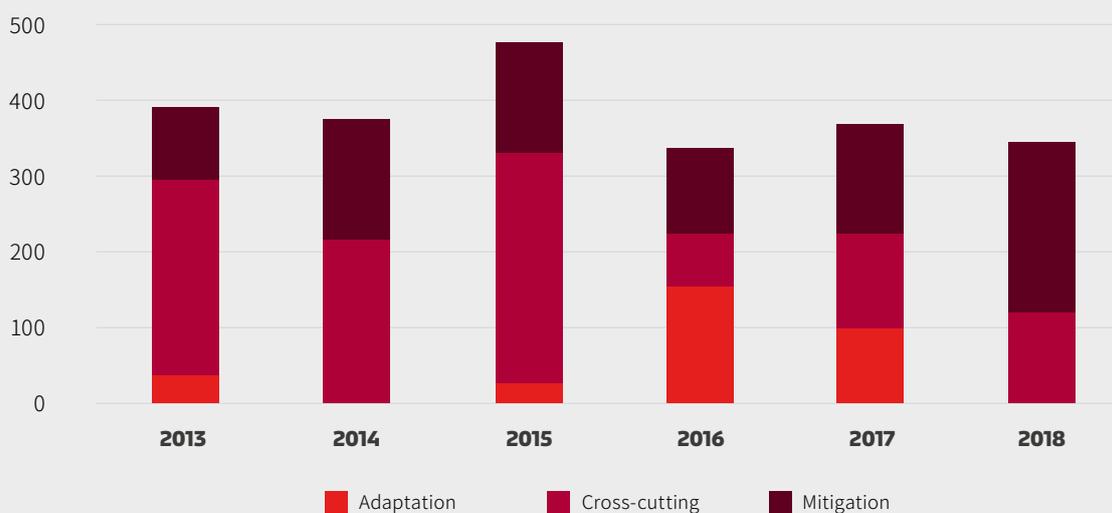
15 It should be noted that this is the best estimate made at the time, but as mentioned the methodological challenges related to the reporting procedures impact the exact numbers.

**FIGURE 2.2 BALANCE OF MITIGATION AND ADAPTATION COMMITMENTS 2013-2018 (DKK MILLION)**



Source: DIIS (2020). The data draws on Denmark’s reporting to the UNFCCC. ‘Other’ refers to a single unclassified commitment in 2016.

**FIGURE 2.3 BALANCE OF MITIGATION AND ADAPTATION COMMITMENTS 2013-2018. CLIMATE ENVELOPE ONLY. (DKK MILLION)**



Source: DIIS (2019).

The Climate Envelope was only a relatively minor part of overall Danish climate finance, constituting 29 percent of committed funds on average from 2010 to 2014. Following the reductions in ODA since 2015, in relative terms the Climate Envelope increased to approximately 36 percent of total Danish climate finance in 2015, although in absolute terms the Climate Envelope was reduced.<sup>16</sup> Similarly, the total committed amount for adaptation under the broader Danish climate-related ODA outside the Climate Envelope was larger than the commitment under the Climate Envelope.<sup>17</sup> From 2013 to 2017 approximately DKK 780 million was committed for adaptation under ODA and 313 million under the Climate Envelope.

In terms of application of Rio Markers<sup>18</sup> to the Danish ODA, it is unsurprising that all adaptation commitments under the Climate Envelope were marked 'principal', as these projects were targeted climate projects. The non-Climate Envelope projects were more mixed, with projects marked as 'significant' and 'principal', but with a larger number of projects marked as 'significant'.

The 'delivery pathway' describes the organisation/entity responsible for decision-making, e.g. programming and grant provision. When funding is channelled through the embassy it is labelled as bilateral regardless of the type of implementing agency (including multilateral agencies and NGOs). Bilateral support was the major 'delivery pathway', accounting for 50 percent of the committed amounts, as shown in Figure 2.3. At 33 percent, the multilateral share was also significant. The multilateral share will in effect be higher as some of the bilateral funding is channelled to multilateral organisations (for example a project implemented by UNDP funded through the bilateral programme).

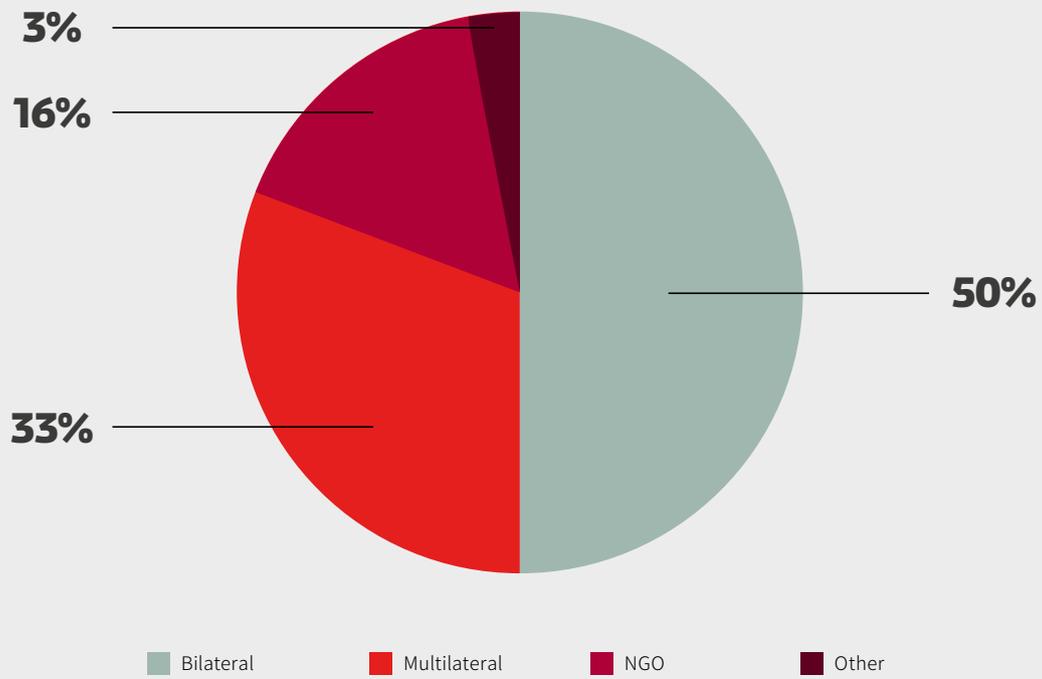
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16 Analysis of Danish Climate Finance (Dan Church Aid, CARE and Oxfam Ibis, 2017).

17 Preparatory Study for 2019 Climate Evaluation (Lindegard et al. [DIIS] 2019).

18 Rio Markers are used according to how important mitigation and adaptation activities are to the commitment in question. An activity can be marked as principal when the objective (climate change mitigation or adaptation) is explicitly stated as fundamental in the design of, or the motivation for, the activity. An activity can be marked as significant when the objective (climate change mitigation or adaptation) is explicitly stated but it is not the fundamental driver or motivation for undertaking it. Source: OECD DAC Rio Markers for Climate Handbook.

**FIGURE 2.4 DELIVERY PATHWAY OF ADAPTATION COMMITMENTS (2013-2017)**

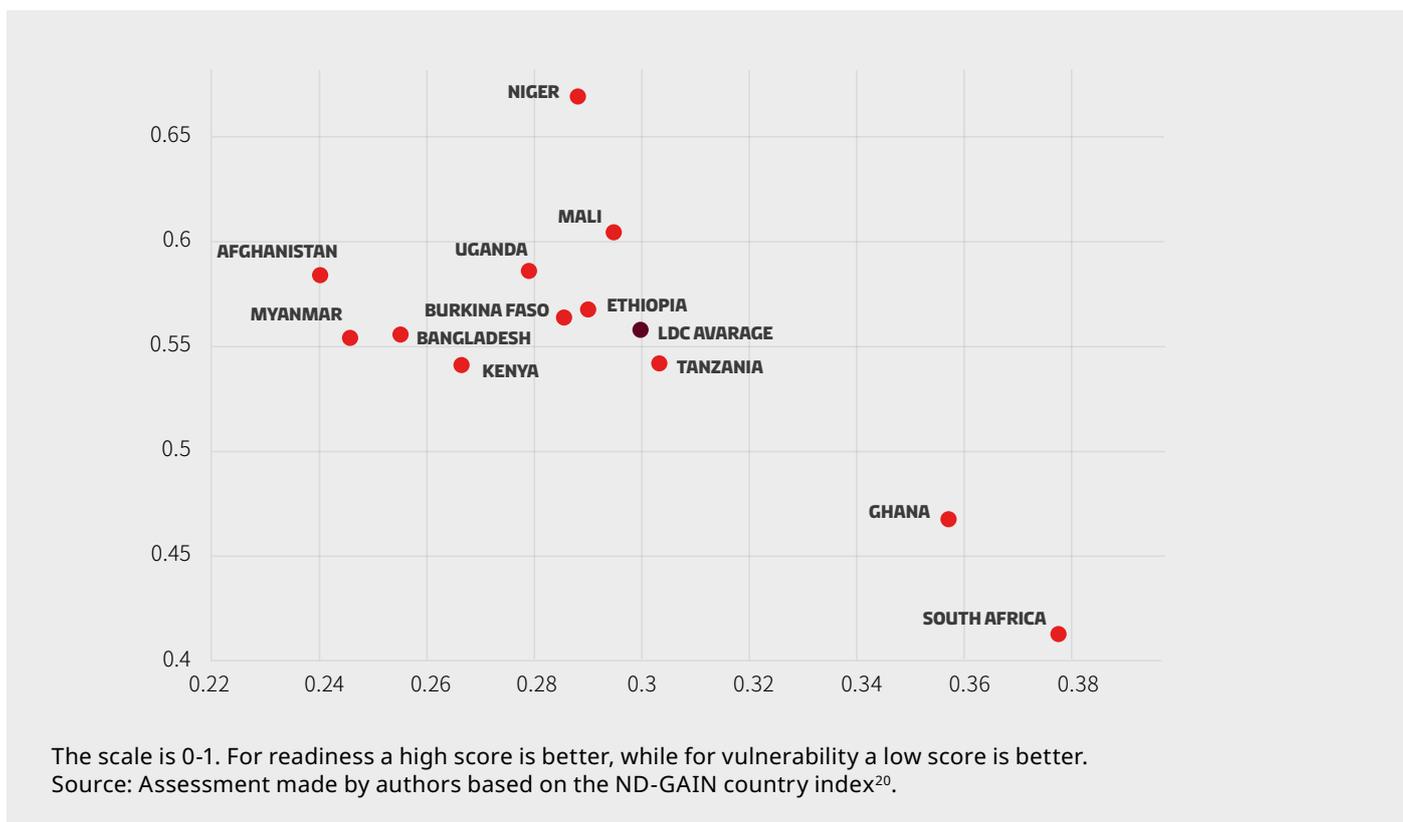


Source: Assessment based on reporting to UNFCCC and project documents, DIIS 2019.

## CONTEXT AND SCOPE OF THE EVALUATION

All Danish International Development Assistance (Danida) partner countries except Ghana and South Africa are LDCs and by assessing their vulnerability and readiness capacity through the ND-GAIN index<sup>19</sup> it is clear that they generally have a high degree of vulnerability towards climate change and low readiness to improve resilience. In fact, they generally have a lower readiness capacity and similar or higher vulnerability than the average LDC (Figure 2.5).

**FIGURE 2.5 VULNERABILITY AND READINESS FOR DANIDA COUNTRIES AND THE AVERAGE LDC.**



19 ND-GAIN, Notre Dame Global Adaptation Initiative, “Country Index”, published July 2020, University of Notre Dame, <https://gain.nd.edu/our-work/country-index/>.

20 The ND-GAIN Country Index summarizes a country’s vulnerability to climate change and other global challenges in combination with its readiness to improve resilience. Vulnerability: Measures a country’s exposure, sensitivity and capacity to adapt to the negative effects of climate change. ND-GAIN measures overall vulnerability by considering six life-supporting sectors – food, water, health, ecosystem service, human habitat, and infrastructure. Readiness: Measures a country’s ability to leverage investments and convert them to adaptation actions. ND-GAIN measures overall readiness by considering three components – economic readiness, governance readiness and social readiness. The scale is 0-1. For readiness a high score is better, while for vulnerability a low score is better. The numbers are from 2018. Source: <https://gain.nd.edu/our-work/country-index/>.

## 2.5 Methodology

The evaluation applied a mixed methods approach to triangulate data and information. This combined a quantitative assessment of the portfolio where relevant with qualitative assessments based on stakeholder interviews and available documentation. Data was drawn from a range of primary and secondary sources. Secondary sources included project documents, partner strategies, sector reviews, previous reviews and other secondary studies and reports. Primary data included direct consultations with implementing partners, selected project beneficiaries<sup>21</sup>, MFA and Danish embassies and other development partners involved in climate change adaptation in the case countries. Finally, a survey of Danish embassy staff in programme countries was conducted. The evaluation was guided by an evaluation matrix comprising nine evaluation questions and associated indicators. The matrix ensured that all aspects were covered and was designed based on the team's understanding of the theory of change, as well as the evaluation questions (see Annex B).

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21 Beneficiaries were visited in Bangladesh and Burkina Faso, and Kenyan beneficiaries were consulted through distance interviews. No Ethiopian beneficiaries were consulted (see limitations).

## Methodological approach

The evaluation comprised three main phases.

<b>Phase</b>	<b>Methodological approach</b>
Inception phase	<p>Key stakeholders in Denmark were consulted, such as MFA (ELK, MKL, KFU), the preparatory study team at DIIS, and civil society organisations (CIFU, CARE, DCA). The availability and quality of baseline data was assessed, as well as the monitoring data gathered by the monitoring systems at various levels and the availability of earlier evaluations and project reviews.</p>
Field work, desk research and country studies	<p>The desk research consisted of analysing available documentation in order to establish the quality and comprehensiveness of the data and information available. Global interviews were conducted with various stakeholders.</p> <p>A country mission to Bangladesh was conducted, while the remaining three countries relied on distant interviews and desk research. In Burkina Faso, a site visit was undertaken by the national consultant. Interviews and focus group discussions were carried out with implementing partners (including global partners, civil society partners, government bodies and service providers), beneficiaries, Danish embassies and other development partners (donors) involved in climate change adaptation in the field countries. A country report was prepared for each country providing data, information and insight at evaluation question (clustered) and indicator level. Case studies illustrating typical contributions to climate change adaptation were made for each case country and subjected to a contribution analysis.</p> <p>Finally, a survey of Danish embassy staff in programme countries was conducted.</p>
Synthesis phase	<p>During the synthesis phase, the team analysed all information collected during the inception and data collection phases to enable responses to be formulated to the evaluation questions identified at the outset of the evaluation process, and on this basis to draw overall conclusions and formulate recommendations.</p>

### **Selection of countries and interventions – the sample**

The four case countries were tentatively selected prior to the start of the evaluation and during the inception phase they were confirmed. The rationale for selecting them was to provide examples from different regions, levels of development and fragility contexts. An essential tool of the evaluation was an assessment of a selected sample of interventions. To ensure that the sample was representative and covered the evaluation questions defined for this evaluation, a set of criteria was developed to guide the sample selection (see Annex B).

In relation to the support provided to multilateral organisations, the evaluation focused on the Green Climate Fund (GCF), the Least Developed Countries Fund (LDCF), and the International Development Association/ World Bank (IDA/WB).

**Limitations**

Topic	Limitation
COVID-19	Field work was restricted by COVID-19. Field work was undertaken in Bangladesh and Burkina-Faso whereas in Kenya and Ethiopia a remote, desk work approach was adopted with support from a locally based team. The case studies in Burkina Faso, Ethiopia and Kenya are thus based on extensive desk research and distance interviews with implementing partners, embassy staff and other stakeholders. Further, this meant limited interaction with end-beneficiaries especially in Kenya and Ethiopia, where the team could not visit any project sites – nonetheless, it was possible to interview selected officials and community representatives at the local government level in Kenya. In Burkina Faso, the national consultant was able to visit two project sites.
Documents and interviews	Limited access to documents and interviews were in some cases a limitation. In some cases, the monitoring and evaluation and results frameworks were incomplete and/or outcomes and impacts were not reported on systematically in the progress reports. In some cases, the projects were not sufficiently advanced and reporting on outcomes and impacts was thus premature.
Survey responses	Limited number of responses to the survey. The response rate was 77 percent, but two respondents only partly answered the survey. Hence, for most of the questions the response rate was only 55 percent (five out of nine embassies).
Portfolio data	<p>For 2008-2012, the commitments have not been disaggregated into type of commitment and does thus not allow for determining the distribution between ‘mitigation’, ‘adaptation’ and ‘cross-cutting’, hence the analysis focuses on 2013-2018. The data available for 2018 was incomplete and it was therefore necessary to exclude 2018 from parts of the analysis.</p> <p>The following limitations should also be noted: i) the analysis focused on commitments – i.e. what was decided within the period; ii) the data is based on commitments labelled by MFA staff as adaptation (Rio markers). The labelling is externally validated and has been refined in recent years, but limitations or inaccuracies in the earlier marking may be reflected in the data (e.g. NGO support marked en bloc) and therefore only some broad indicative tendencies are presented in the portfolio chapter. (DIIS, 2020).</p>
Staff turnover	Staff turnover affected the ability to reach people with first-hand knowledge, especially of the earlier years.

### 3. FINDINGS

The finding under the four clusters are presented below in the following order: “targeted climate change adaptation action”; “mainstreaming”; “transformation” and; “Denmark’s role in global landscape”.

#### 3.1 Targeted climate change adaptation action

<b>EQ3: To what extent did the Danish support contribute to putting in place the key building blocks required to address climate change adaptation?</b>	<b>EQ4: Has the resilience of poor and vulnerable people increased?</b>
<p>3.1 Financing – The project helped to leverage, complement, and/or coordinate other funding sources to evolve financing structures over time for the supported activities</p> <p>3.2 Governance &amp; Engagement – The project ensured meaningful inclusion, engagement, and empowerment of relevant parties to provide strategic leadership and engage in decision-making for climate-resilient development</p> <p>3.3 Institutions – The project developed or enhanced institutional communication, coordination, and collaboration among organisations working on climate change adaptation in the country</p> <p>3.4 Knowledge &amp; Information – Knowledge was generated that supports the scaled-up implementation of climate-resilient development</p> <p>3.5 Markets – The project helped to establish market rules, mechanisms, relationships, and infrastructure to overcome barriers and support private-sector market involvement in climate-resilient development</p> <p>3.6 Natural capital – Project interventions worked within natural systems (agriculture/water resource &amp; land management) to make changes that improve ecosystem resilience</p> <p>3.7 Policies – The project supported the development or testing of laws, policies, or regulations that create an effective enabling environment for deploying climate-resilient development solutions</p>	<p>4.1 Projects have specifically targeted poor and vulnerable groups and implemented measures to ensure their participation</p> <p>4.2 Productive systems have been diversified and adapted to extreme weather hazards and longer-term climatic changes</p> <p>4.3 Ecosystem services have been maintained, and ecosystem-based adaptation measures are in place</p> <p>4.4 Protective infrastructure and disaster management systems are in place</p> <p>4.5 Livelihoods have been diversified and made resilient to the impacts of extreme weather hazards (incl. through climate risk insurance)</p>

<p><b>EQ3: To what extent did the Danish support contribute to putting in place the key building blocks required to address climate change adaptation?</b></p>	<p><b>EQ4: Has the resilience of poor and vulnerable people increased?</b></p>
<p>3.8 Practices &amp; Mindsets – Project approaches supported the development of new practices that integrate climate risk and resilience into core development planning processes at different levels of governance, and in different sectors</p> <p>3.9 Technologies &amp; Infrastructure – Project interventions improved the infrastructure necessary for climate-resilient development</p>	
<p><b>Findings:</b></p>	
<ul style="list-style-type: none"> <li>• Denmark reduced its engagement in climate change assistance at a time where the international community increased its ambitions and commitments</li> <li>• Adaptation was in particular funded through bilateral financing, the Climate Envelope focused more on mitigation</li> <li>• The extent to which a robust approach to climate change adaptation was applied varied significantly, even for the Climate Envelope – with little guidance from Danida, this depended on the individual implementing partner’s interests and capacities</li> <li>• The nature of the adaptation engagement varied significantly among the countries in response to the particular context and national priorities, but also as a result of Denmark’s historic engagement and existing partnerships</li> <li>• A significant proportion of the Danish adaptation engagement was implemented outside the government system</li> <li>• The community-level interventions were in general effective at targeting and empowering vulnerable people</li> <li>• Overall, the Danish support was effective in reducing the vulnerability and enhancing the climate resilience of the direct beneficiaries while contributing to poverty reduction, through livelihoods diversification and provision of income opportunities</li> <li>• Community empowerment and engagement at the subnational level were major factors for success, as was the facilitation of dialogue and cooperation between local actors</li> </ul>	

**Denmark reduced its engagement in climate change assistance at a time where the international community increased its ambitions and commitments.** In 2015, there was a significant decrease in the overall commitments for climate change interventions, linked to the change of government in Denmark and the priorities of this new government. This reduced ambition came in the same year that COP15 of the UNFCCC agreed to increase its ambition vis-à-vis climate change, including its commitments to support developing countries in adapting to the impacts of climate change. The reduced prioritisation was also reflected in *“the World 2030”* (2017), which unlike previous Danish development assistance strategies, did not include climate change as a strategic focus area. The overall climate change funding remained at a significantly lower level in 2016 to 2018 than prior to 2015 (see Section 2.4). (Indicator 3.1)

**Adaptation was in particular funded through bilateral financing, the Climate Envelope focused more on mitigation.** More adaptation funding was provided through bilateral support than from the Climate Envelope in 2013-2018 (see Section 2.4). The Climate Envelope was shared between two Danish ministries: MCEU and MFA. MCEU exclusively has a mandate vis-à-vis mitigation with a focus on support to emerging economies, whereas adaptation is the remit of the Ministry of Environment and Food<sup>22</sup>, which does not access the Climate Envelope. MFA has a mandate that covers assistance to both adaptation and mitigation in LDCs. Hence, there was, and still is, an inherent bias towards mitigation in the institutional arrangements for the Climate Envelope, and the proportion of the funding provided specifically for mitigation was significantly larger than for adaptation<sup>23</sup>, although the 2016 “Guiding Principles for the Climate Envelope” called for an equal level of funding for mitigation and adaptation. Prior to 2016, there had been no overarching strategy for the Climate Envelope providing guidance on the priorities and the balance between mitigation and adaptation. In 2016 to 2017 (following the guiding principles and the Paris Agreement) there was a temporary increase in the Climate Envelope funding allocated for adaptation, but in 2018, the mitigation proportion was higher than ever and comprised roughly two-thirds of the entire Climate Envelope allocation (see Section 2.4).

Moreover, the support for adaptation did not fully adhere to the seven guiding principles from 2016: while the projects were overall aligned with Denmark’s bilateral interventions and with a strong poverty orientation, Danish capacities were not significantly mobilised (with the involvement of the Danish meteorological services in Burkina Faso

22 By November 2020, split into the Ministry of Environment and the Ministry for Food, Agriculture and Fisheries.

23 Lindegaard et al. [DIIS] 2019.

as an exception), private funding mobilisation was limited and mainly comprised contributions from project beneficiaries (see Annex B1 for a detailed assessment).

In Kenya and Ethiopia, adaptation was a significant area of engagement under the country programme. Moreover, support was also provided to the Danish civil society to implement adaptation projects through the Fund for Climate and Environment (managed by CISU, which received DKK 95 million from MFA in 2013 to 2016.<sup>24</sup> The fund focused on advocacy, capacity development and civil society strengthening. The extension phase of the Care-implemented Adaptation Learning Programme (ALP) was funded through the fund. (Indicator 3.1)

**The extent to which a robust approach to climate change adaptation was applied varied significantly, even for the Climate Envelope – with little guidance from Danida, this depended on the individual implementing partner’s interests and capacities.** Climate change adaptation is a complex concept, highly context-specific and intertwined with development more broadly and thus not easy to delineate (see Box 3.1). Prior to 2016, no guidelines were available for the Climate Envelope, and unlike previous Danish development assistance strategies, “the World 2030” (2017) did not include climate change as a strategic focus or provide direction and guidance vis-à-vis how Denmark would engage in adaptation. Moreover, the Danish embassies were leanly staffed, often with limited in-house climate change adaptation expertise and capacity to provide technical guidance to the implementing partners. Unlike for mitigation, where Danish expertise in sustainable energy (e.g. wind energy) was mobilised in Denmark’s development assistance, Danish capacities in adaptation (e.g. urban adaptation solutions) were not mobilised systematically. Furthermore, external technical expertise was in general not mobilised to assist national implementing partners in analysing and identifying how to best engage in promoting adaptation.

With limited guidance and technical support from Danida, the consistency, depth and comprehensiveness of the climate change adaptation approach and the extent to which adaptation was embraced as a primary objective depended on the capacities, priorities and commitment of the individual implementing partners vis-à-vis understanding, and engaging in, climate change adaptation. Some projects made concerted efforts to engage in adaptation, whereas others largely continued with “business as usual”.

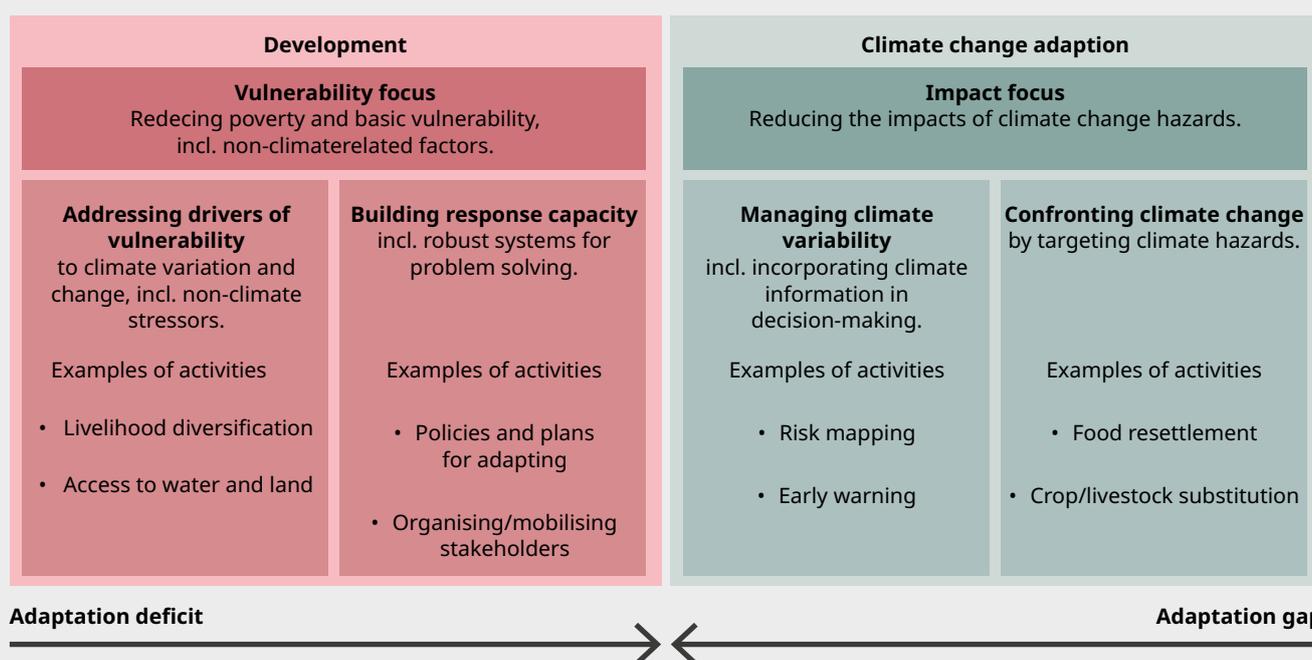
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24 Fund for Climate and Environment Review, 2015 and 2017.

**BOX 3.1 CLIMATE CHANGE ADAPTATION OR DEVELOPMENT?**

Climate change adaptation and economic development are closely intertwined. On the one hand, investments in development can be jeopardised, if future climate change is not taken into consideration in the design and implementation. And on the other hand, the degree of vulnerability is to a large extent defined by the level of poverty, as poor people have fewer assets and resources that can be used as a buffer during hard times or invested in protective measures, so general economic development will overall reduce vulnerability, including climate change vulnerability. In practice, many if not most adaptation measures are also used more broadly in rural development. As such, it is impossible to establish a clear boundary between what constitutes climate change adaptation and what constitutes development. Rather, adaptation is a gradient from broader sustainable economic development interventions to adaptation-specific interventions, as shown in the figure below. However, for an intervention to be considered an adaptation intervention, it should have adaptation as a primary objective, and apply a sound analytical foundation and robust approach where the impacts of climate change and their relationship to the intervention are well understood and consistently addressed in the design and implementation.

**Degree of adaption-specificity in interventions**



Source: Adapted from WRI/GIZ, 2011 and DIIS, 2020.

## FINDINGS

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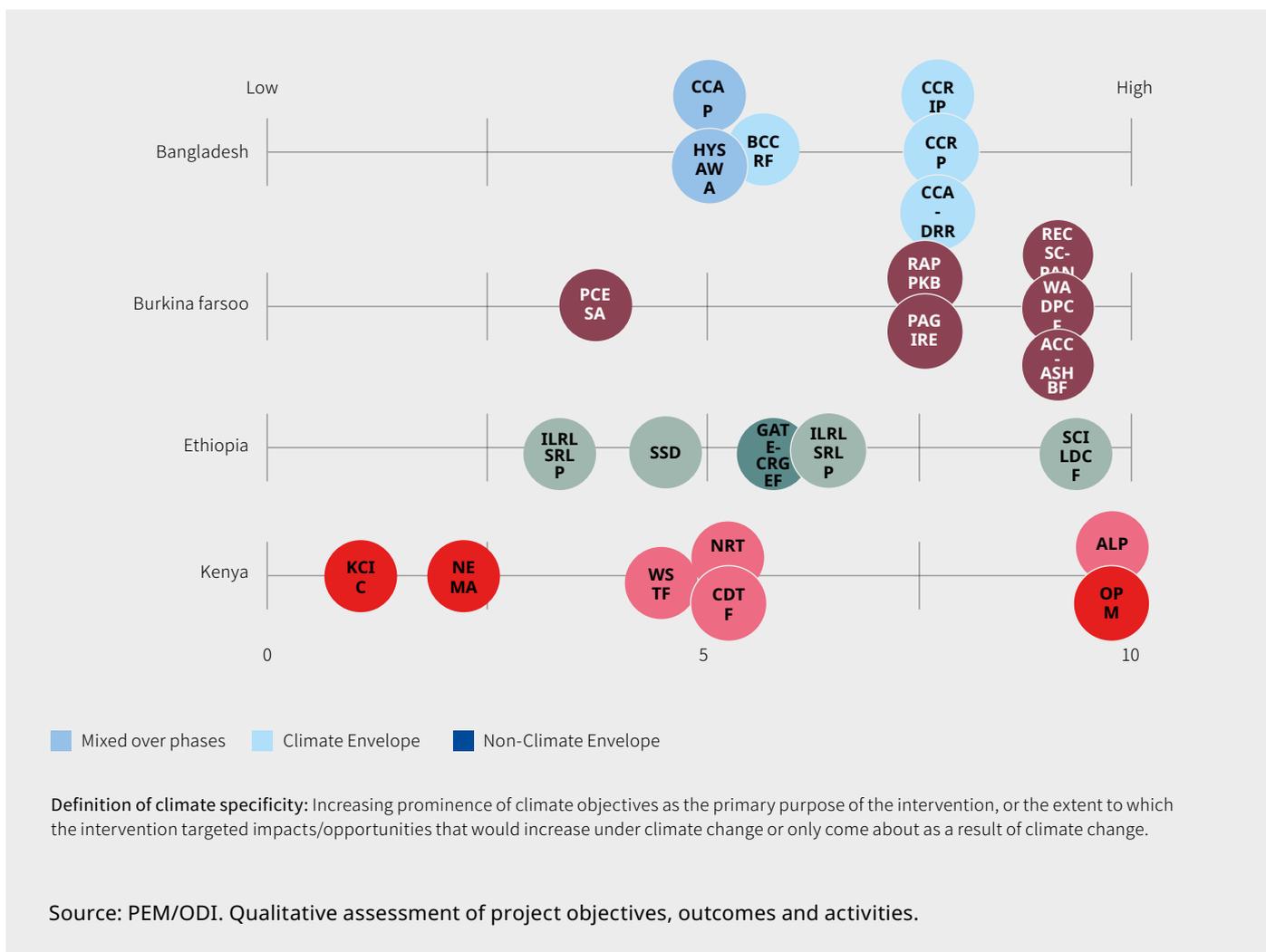
While all Climate Envelope adaptation interventions were relevant for adaptation, the comprehensiveness varied significantly. Some Climate Envelope projects had a very explicit adaptation focus and a robust approach to adaptation, such as ALP (Kenya, Ghana, Niger, Mozambique), which explicitly focused on the promotion of community-based adaptation or the IUCN-implemented *Mangroves and Climate Change and Mangroves for the Future* (MCC/MFF) regional project (Asia), which focused on ecosystem-based approaches to coastal adaptation. Others had a less explicit and comprehensive approach to adaptation and resilience, such as the *Climate Change Adaptation Project* (CCAP, Bangladesh), which expanded already existing work related to constructing cyclone-proof rural infrastructure, particularly elevated roads, with limited application of an analysis of potential implications of climate change for the infrastructure and the population's future infrastructure needs. A number of projects had a broader scope with adaptation being a component among others, such as the *Northern Rangeland Trust* (NRT, Kenya), which integrated adaptation as one element of the strengthening of community-based wildlife conservation, grazing management and conflict resolution. The *Water Services Trust Fund* (WSTF, Kenya) partly misinterpreted the main relevance of climate change vis-à-vis provision of water services; focusing on sustainable energy for water pumping but not addressing climate vulnerability and adaptation, which is the most central climate change-related aspect of water services.

The pattern was similar for adaptation interventions under bilateral financing albeit with a larger spread, with some projects such as *Programme National pour la Gestion Intégrée des Ressources en Eau* (PAGIRE, Burkina Faso) and the LDCF-funded *Strengthening Climate Information and Early Warning Systems in Ethiopia to Support Climate Resilient Development* (SCI-LDCF, Ethiopia) having adaptation as specific project objectives, and others having a low degree of specificity, such as *Greening Development* (NEMA, Kenya) having environmental governance objectives but also addressing climate change adaptation as part of this, and *Increase Livelihood Resilience to Lead Sustainable & Resilient Lives Project* (ILRLSRLP, Ethiopia) focusing more broadly on sustainable natural resource management but targeting drought-prone areas.

Overall, the adaptation interventions under the Climate Envelope did not have a stronger adaptation focus than the adaptation-related interventions under bilateral financing (see Figure 3.1). Moreover, the Climate Envelope was rarely used in a targeted manner to systematically apply a stronger climate change focus and approach and thereby improve the quality or comprehensiveness of Danida's engagement in adaptation in the partner countries, with the *Greening Agricultural Transformation in Ethiopia – Climate Resilient Green Growth Facility component* (GATE-CRGEF, Ethiopia) and MCC/MFF (Asia) as notable exceptions. It was more often used as a measure to continue or expand existing engagements under the bilateral country programmes, as was the case with CCAP

(Bangladesh) and the *Community Development Trust fund* (CDTF, Kenya) or to initiate new engagements, which were subsequently funded through bilateral funding, as was the case with Water Services Trust Fund (WSTF, Kenya) and NRT (Kenya). The general tendency was to use the Climate Envelope to fund existing partnerships or new initiatives with a broader development agenda of which adaptation was one element among others, rather than engaging in new partnerships and interventions with a focus explicitly on adaptation. There was merit in the continuity and integrating climate change adaptation in a broader framework and the use of existing partnerships facilitated quick action. However, this approach was not always conducive for innovative, systematic and comprehensive approaches to adaptation. (Indicator 3.1-3.9)

**FIGURE 3.1 DEGREE OF CLIMATE CHANGE ADAPTATION SPECIFICITY OF SAMPLE INTERVENTIONS**



**The nature of the adaptation engagement varied significantly among the countries in response to the particular context and national priorities, but also as a result of Denmark's historic engagement and existing partnerships.** Table 3.1 identifies and explains the nine elements required for achieving climate-resilient societies.<sup>25</sup>

The extent to which the Danish engagement addressed each of these dimensions varied significantly among the countries (see Figure 3.2). In Bangladesh, there was a focus on infrastructure, knowledge/information, and governance/engagement. The focus on infrastructure was a result of continuing well-established partnerships with HYSAWA and the Local Government Engineering Department (CCAP), as well as the priority given by the Government of Bangladesh to infrastructure development, and the considerable experience and good results Bangladesh has achieved with infrastructure measures in terms of reducing losses and damage caused by recurrent floods. In Burkina Faso, the focus was on governance/engagement and knowledge/information, reflecting a longstanding commitment to institutional development and capacity for integrated water management, support to learning and action research, and institutional support in the agriculture sector until 2018. In Ethiopia, the focus was on knowledge/information, institutions, natural capital, and governance/engagement with an emphasis on agriculture and to lesser extent forestry, latching on to the opportunity to support ATA and CRGEF (GATE), and thereby supporting key national entities vis-à-vis the delivery of Ethiopia's ambitious Climate Resilient Green Economy Strategy (CRGE), which gave priority to the agriculture sector and the forestry sector (in particular reforestation). In Kenya, the focus was on natural capital, governance/engagement and institutions, in part due to the continuation of existing partnerships with CDTF and NEMA. Moreover, specific attention was paid to the arid and semi-arid lands, which are the poorest parts of the country, often conflict-affected, and particularly prone to drought. Overall, among the case countries, knowledge/information and governance/engagement were the most significant areas of engagement. Practices/mindsets, institutions, natural capital and infrastructure were other important areas of engagement, whereas finance and markets received comparatively less attention.

The engagement of the private sector and market access were challenging in Kenya (ALP, NRT) and Ethiopia (GATE-CRGEF) due to the remoteness of the poor and vulnerable drylands. Support for policy development was limited, except in Burkina Faso, as the focus was, in general, more on supporting the implementation of existing climate policies and plans, in particular at the subnational level and in Kenya where a climate change unit was supported in the Office of Prime Minister (OPM); this is not entirely surprising, considering that many countries have adaptation policies in place, which in some cases are more comprehensive

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25 Identified by the Transformational Change Learning Partnership (TCLP) of the Climate Investment Funds (CIFs).

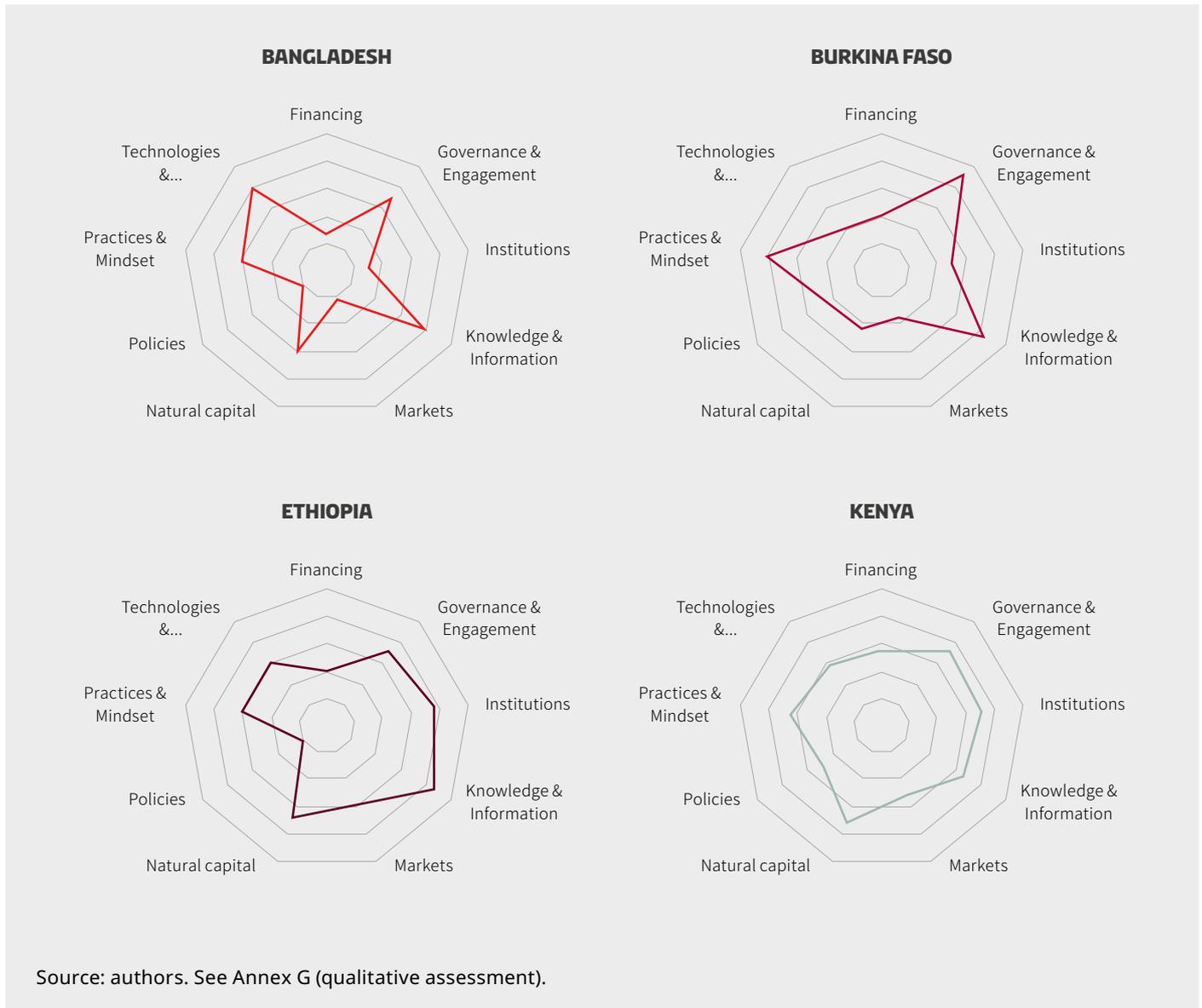
than those of donors.<sup>26</sup> However, according to embassy staff<sup>27</sup>, the picture is different across the Danish partner countries with an overall engagement in all areas, albeit with a stronger overall engagement in market development (50 percent indicate a significant engagement) and practices/mindsets (40 percent significant engagement) and a more limited engagement in knowledge and information and institutions (no significant engagement indicated). The intended outcomes of the Climate Envelope, such as a) strengthened policies, planning frameworks and information systems, and b) upscaling of technologies, infrastructure and markets, were partly delivered – with results vis-à-vis planning, information systems and infrastructure, but less so vis-à-vis upscaling of technologies and markets (see Annex B1 for a detailed assessment) (Indicator 3.1-3.9).

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26 DIIS, 2020.

27 Embassy survey.

**FIGURE 3.2 ADAPTATION INTERVENTION AREAS PER COUNTRY (SAMPLE PROJECTS)**



**TABLE 3.1 ELEMENTS REQUIRED FOR A CLIMATE CHANGE RESILIENT SOCIETY**

Element	Definition
Financing	Interventions that leverage, complement, and coordinate other funding sources to evolve financing structures over time, with a focus on crowding-in private-sector financing. Interventions that use capital to buy down costs and/or cover risks in ways that lower longer-term costs and risks through economies of scale and market transparency and development, as well as those that use financial incentives to shift behaviours and decisions in ways that accelerate deployment of low carbon and climate-resilient development.
Governance and Engagement	Interventions that build strong and durable country ownership and support for interventions, that ensure meaningful inclusion, engagement, and empowerment of relevant parties (including women and indigenous peoples) and/or that ensure the full range of salient barriers to transformation are identified and addressed through a programmatic approach.
Institutions	Interventions that focus on building or strengthening institutional capacity among key public sector (national, regional, and local) and civil society organisations operating within the country. Interventions that develop or enhance institutional communication, coordination, and collaboration among organisations working in the country, including Multilateral Development Banks and other international partners.
Knowledge and Information	Interventions that generate, share, and/or diffuse information to enhance knowledge and expertise to support the accelerated and scaled implementation of climate-resilient development. These interventions include research and analysis, measurement and evaluation, learning partnerships, and training and capacity building for local populations.
Markets	Interventions that expand private-sector awareness, capacity, and opportunities to enter and successfully participate in markets that advance climate-resilient development, such as renewable energy technologies, sustainable forestry, and ecosystem services. Interventions that establish clear, predictable market rules, mechanisms, relationships, and infrastructure to overcome barriers and support private-sector market involvement.
Natural Capital	Interventions that work with natural systems to improve ecosystem resilience. This arena includes reforestation and enhancement of forest carbon stocks, increasing the agro-ecological potential of an area, and habitat restoration to protect native species, preserve biodiversity, or improve ecosystem health.

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Policies	Interventions that support the development or testing of laws, policies, or regulations that create an effective enabling environment for deploying climate-resilient development solutions. This arena includes laws and regulations promulgated through formal legislative and/or public-sector policy-making processes, as well as through policies, plans, and established by key institutions.
Practices and Mindsets	Interventions that seek to influence individual or private-sector practices, decisions, and behaviours using tools and techniques drawn from social marketing and other fields. These approaches often involve shifting mindsets and individual-level appreciation of opportunities and benefits, and they recognise the power of social bonds and relationships in establishing and reinforcing norms and practices.
Technologies and Infrastructure	Interventions that support the first use of key technologies in a country to demonstrate their effectiveness, that develop technology deployment competencies in the private and public sectors, and/or that drive reductions in technology deployment costs and risks (e.g., through economies of scale, implementation data to inform investment risk assessments).

Source: The Transformational Change Learning Partnership of the Climate Investment Funds.

**A significant proportion of the Danish adaptation engagement was implemented outside the government system.** The Danish adaptation engagement was often implemented by a) NGOs such as CARE ([ALP](#), Ghana, Kenya, Mozambique, Niger) or DanChurchAid ([ILRLSRLP](#), Ethiopia), b) trust funds such as [CDTF](#) (Kenya) and the Bangladesh Climate Change Resilience Fund ([BCCRF](#), Bangladesh), c) specialised government entities such as [HYSAWA](#) (Bangladesh) and ATA ([GATE-ATA](#), Ethiopia), or d) international organisations such as IUCN ([RECSC-PANA](#), Burkina Faso, [MCC/MFF](#), Asia). The trust funds and specialised government entities were often partly or even fully donor-dependent. While they were reporting to parent ministries, they were in practice operating partly outside government and sometimes had little ownership and participation of the parent ministry, as was the case with [CDTF](#) (Kenya) and [BCCRF](#) (Bangladesh). However, a significant proportion of Danish grant funding was channelled through multilateral institutions, such as UNDP and the World Bank and often these were under national implementation modalities. Direct support for ministries, government agencies was also provided, often with a focus on institutional strengthening, but with fewer examples of engagement in service delivery at the community level or in policy development in the four case countries. (*Portfolio analysis; Indicator 3.3*)

**The community-level interventions were in general effective at targeting and empowering vulnerable people.** The Danish adaptation support mainly went to LDCs with a high degree of climate change vulnerability and low readiness to improve resilience (see Section 2.3). Moreover, within the countries supported, there was often a geographic focus on areas vulnerable to weather-related hazards which are projected to be further exacerbated by climate change. For example, the Danish engagements in Kenya (e.g. [ALP](#), [NRT](#), [WSTF](#)) in particular focused on improving the resilience of communities arid and semi-arid lands, and a number of engagements in Bangladesh (e.g. [CCAP](#), [CCA-DRR](#), [HYSAWA](#), [BCCRF](#)) worked with communities in cyclone- and flood-prone coastal areas. However, in Ethiopia, the main geographic focus was on the productive and comparatively less vulnerable highlands ([GATE-ATA](#)), although the most vulnerable communities and ultra-poor were also reached ([GATE-CRGEF](#), [SSD](#)<sup>28</sup>). Some interventions had a strong focus on community empowerment and ownership. [ALP](#) (Kenya, Ghana, Niger, Mozambique) strongly focused on community engagement in adaptation analysis and prioritisation with a particular emphasis on local development planning and [NRT](#) (Kenya) focuses on strengthening community conservancies. Moreover, in most interventions, concerted efforts were made to include disadvantaged groups, such as women and youth and to a lesser extent landless, although the ultra-poor ([ALP](#), Kenya) and women ([GATE-ATA](#), Ethiopia) were not always fully reached. However, the targeting was more uneven in Burkina Faso than in the other case countries; in Burkina Faso, the empowerment of vulnerable people and inclusion of women was successfully achieved by RAPPKBF but not by other sample interventions. Although farmers and herders were indirectly reached through targeting of specific value chains, very small businesses were no longer targeted by finance programmes. Overall, 60 percent of the embassies reported that the Danish engagement significantly targeted and ensured the participation of the poor and vulnerable, and an additional 20 percent reported that these groups were reached to some extent.<sup>29</sup> (*Indicator 4.1*)

**Overall, the Danish support was effective in reducing the vulnerability and enhancing the climate resilience of the direct beneficiaries while contributing to poverty reduction, through livelihoods diversification and provision of income opportunities.** Improved resilience to climate change and improved livelihoods for beneficiary communities were in particular achieved in Kenya and Ethiopia (see Figure 3.4), where the Danish engagement had engaged more comprehensively, had a focus on natural resource management (land, water, ecosystems), and delivered stronger results in improved

28 Mengella Environmental Conservation and Livelihood Improvement Project, Support for Sustainable Development.

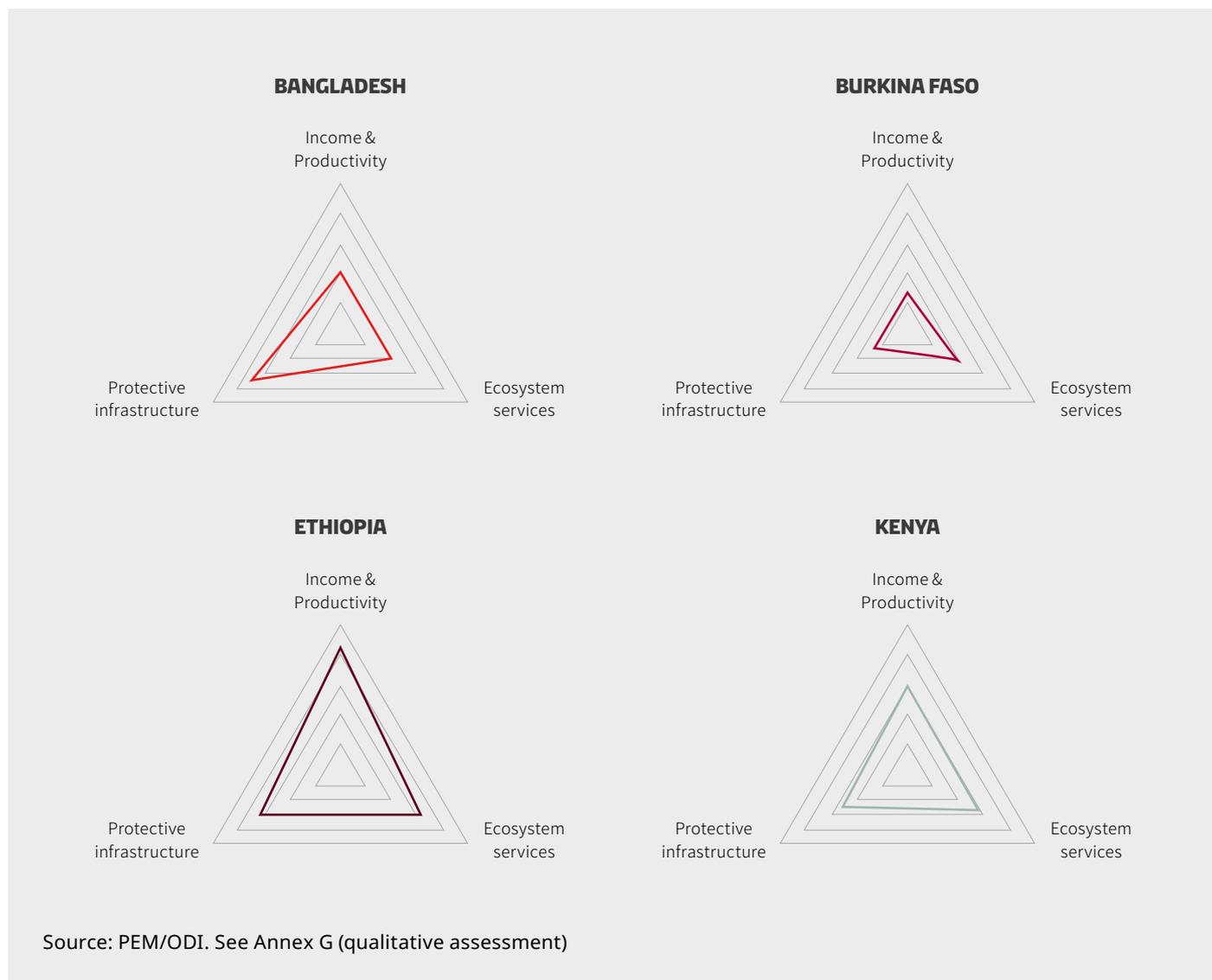
29 Source: embassy survey.

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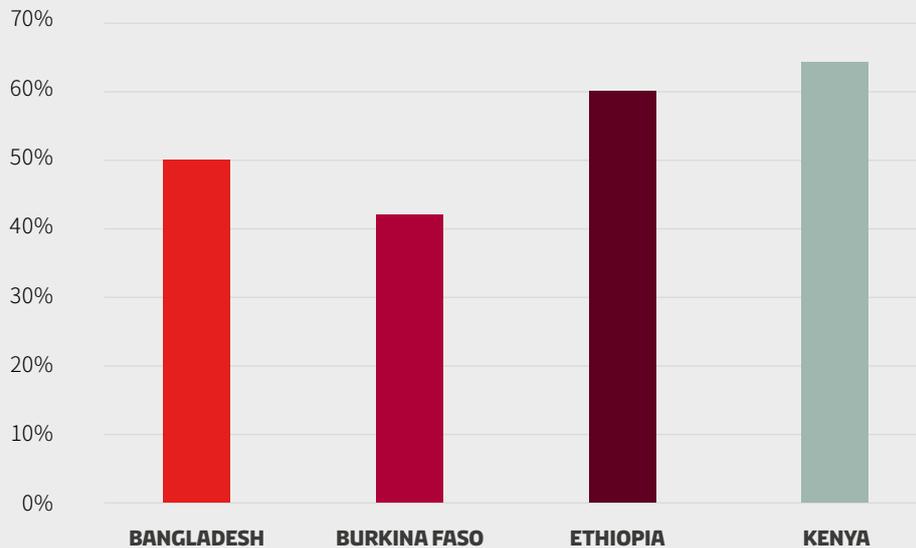
and diversified productivity (agriculture, rangelands), income generation and poverty reduction as well as in empowerment (see Figure 3.3). In Bangladesh, resilience was mainly improved through infrastructure, whereas livelihoods improvements were achieved to a lesser extent as less attention was given to incomes and ecosystems services. In Burkina Faso, the immediate improvements in resilience, livelihoods and poverty reduction were in general significantly lower than in the other countries as a more indirect approach was adopted, with a focus on governance and engagement, knowledge management, practices and mindsets with less direct investment in improving livelihoods on the ground, and thus a more indirect targeting of vulnerable households. Insufficient monitoring of outcomes and impact may also have led to an underreporting of the results achieved. Moreover, the conflict affecting Burkina Faso and associated implementation challenges likely impacted the ability to achieve results. However, embassy staff across the Danish partner countries reported a strong delivery of results vis-à-vis ecosystems and protective infrastructure (60 percent of the respondents) but less so vis-à-vis diversification and improved resilience of productive systems (20 percent). Nonetheless, 60 percent of the embassies reported that the Danish engagement delivered significant results vis-à-vis enhanced livelihoods diversification and resilience, and an additional 20 percent reported such results were achieved to some extent. MCC/MFF (Asia) promoted ecosystem-based approaches to coastal adaptation, income improvement and diversification and livelihoods resilience (see Box 3.2). As demonstrated by MCC/MFF, nature-based and sustainable agriculture solutions for climate change adaptation also contributed to climate change mitigation, as they can a) reduce emissions of carbon released from the degradation of vegetation and organic matter in soils, and b) increase carbon sequestration from increasing the standing biomass and soil organic matter. While not spelt out and reported upon explicitly in the natural resource management, rangeland management and agriculture-based adaptation interventions supported by Denmark, such mitigation contributions would have been made by several of these.

**FIGURE 3.3 RESILIENCE RESULTS PER COUNTRY  
(SAMPLE PROJECTS)**



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**FIGURE 3.4 DIRECT LIVELIHOODS RESILIENCE IMPACT PER COUNTRY**



Source: PEM/ODI. See Annex G (qualitative assessment).

### **BOX 3.2 “QUADRUPLE-WIN” FROM ECOSYSTEM-BASED ADAPTATION IN COASTAL ASIA**

Mangroves for the Future (MFF) was implemented by IUCN in 2007-2018 to restore coastal ecosystems to a healthy state and build human resilience in response to the 2004 Indian Ocean tsunami. To assist MFF in mainstreaming climate change adaptation into its ecosystem-based approach to coastal resilience, Denmark in 2010 provided funding for the MCC sub-programme, followed in 2014 by core support to MFF phase 3. MFF introduced climate adaptation strategies to tackle interlinked causes of vulnerability in coastal communities addressing poverty, degraded coastal resources (such as deforestation of mangroves), lack of knowledge and empowerment, and weak governance.

Through implementing small income-generating grant projects, community members reduced their dependence on resources extracted from the mangroves which helped to build resilience and provided an option to overexploitation, underpinned with social empowerment, ecosystem-based approaches, and coastal planning and policy influence to address complex governance, socio-economic and ecological issues. Hence, MFF promote “win-

win-win-win” in the form of a) poverty reduction through improved incomes and livelihoods, b) enhanced resilience to climate risks, c) conservation of natural resources and biodiversity, and d) a contribution to climate change mitigation through carbon sequestration in the biomass of rehabilitated mangroves.

Ecosystem-based engagements included mangrove rehabilitation and payment for ecosystem services. For example, mangrove restoration through integrated mangrove-shrimp farming and payment for ecosystem services was successfully promoted as a cost-effective alternative to dikes for coastal protection in the Mekong Delta, and payment for ecosystem services was mainstreamed into Vietnam's national policies, plans and programmes. Community-led mangrove rehabilitation and female income-diversification at the Bahak Indah Beach in Indonesia protected community shrimp ponds and a beach popular with tourists from erosion from surging waves. The improved protection of shrimp ponds combined with training on shrimp value addition enabled women to increase their monthly incomes by USD 150. Projects funded by the MFF Small-Grant Facility during phase 3 directly benefitted an estimated 75,150 direct beneficiaries.

A lesson from MFF was that while a regional approach can add value in terms of sharing experiences and best practice and addressing regional challenges, climate change adaptation is often most effective and successful at the national and local levels.

**Community empowerment and engagement at the subnational level were major factors for success, as was the facilitation of dialogue and cooperation between local actors.** Broadly speaking, the key underlying factors for successful livelihoods and resilience results were:

- *A focus on community empowerment, capacities, institutions and participation in decision-making.* In the case of [ALP](#) (Kenya, Ghana, Niger, Mozambique), it was found that the empowerment was even more important for enhancing the climate resilience than the introduction of improved farming practices, as it enabled communities to analyse weather information and its implications, identify appropriate response strategies at the household level, and proactively engage in dialogue with local authorities on communities' needs and priorities. The critical role of empowerment was also documented by [RECSC-PANA](#) (Burkina Faso).

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- *Engagement with key actors at the subnational level, including community-based organisations, civil society organisations (CSOs) and local governments.* Effective adaptation is highly context-specific since the vulnerability is shaped by local weather (e.g. rainfall patterns, cyclones), bio-physical conditions (e.g. risk of flooding, land degradation), socio-economic-political factors (e.g. access to markets and services, competition for resources, local conflicts). The local level engagement was a central feature of the majority of the sample interventions, for example in ALP (Kenya, Ghana, Niger, Mozambique), which focused on promoting cooperation on adaptation planning and implementation between local government, civil society and communities and NRT (Kenya), which focused on enhancing improved governance of natural resources by community conservancies. It is interesting to note that research conducted by the University of Copenhagen in Tanzania also noted the current and potential role of local government in dealing with climate-related impacts<sup>31</sup>
- *Facilitation of dialogue and cooperation among different stakeholders.* In the case of ALP (Kenya, Ghana, Niger, Mozambique), the dialogue cooperation between community representatives, county authorities and the meteorological services created mutual understanding and priorities in local planning and enabled the meteorological services to provide weather forecasts in useful and relevant formats for farmers. Similarly, NRT (Kenya), SSD (Ethiopia) and ILRLSRLP (Ethiopia) promoted cooperation among community-members, conflict resolution between communities and advocacy of community-concerns to county authorities.
- *Linking to livelihoods and income streams.* Climate resilience is directly correlated to the robustness of the livelihoods activities as they determine food security, ability to protect assets, and the ability to accumulate savings for, and/or maintain incomes in hard times. Moreover, the provision of improved income and productivity is essential for ensuring community engagement and ownership. As described above, there was an unsurprising correlation between the engagement in livelihoods and the achievement of resilience impacts. Several Danish engagements had improved productivity, income opportunities and livelihoods diversification as a key area of focus.
- *Engaging in ecosystem-based approaches and natural resource management.* Considering that the majority of the rural poor depend on natural resources for their livelihoods, it is not surprising that

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31 Liwenga et al., 2015.

ecosystem-based adaptation approaches with a focus on sustainable natural resource (water, rangeland, soil) management can be effective means to improve livelihoods and enhancing resilience, as evidenced by NRT (Kenya) and MCC/MFF (Asia). Such measures are also less cost-intensive than infrastructure-based solutions and have significant environmental co-benefits.

Moreover, providing grants to partners with strong implementation and technical capacities and an interest in climate change adaptation were important factors for successful implementation, such as demonstrated by CARE (ALP, Kenya, Ghana, Niger, Mozambique), ATA (GATE-ATA, Ethiopia), and HYSAWA (Bangladesh). (*Indicator 4.1- 4.5*)

### 3.2 Mainstreaming climate change adaptation

EQ1: How relevant and effective were the approaches to mainstreaming?	EQ2: What are the implementation outcomes of climate change adaptation mainstreaming?
<p>1.1 Extent to which Danish policies, strategies, tools, procedures at the corporate level have addressed climate change adaptation mainstreaming</p> <p>1.2 Extent to which climate change adaptation has been mainstreamed into country strategies prioritisation and design processes</p> <p>1.3 Extent to which climate change adaptation has been mainstreamed into policy development support, capacity development, and investments</p> <p>1.4 Extent to which climate change adaptation has been mainstreamed into Monitoring and Evaluation (M&amp;E)</p> <p>1.5 Extent to which the MFA and its agents had the capacity to implement climate change adaptation mainstreaming strategies, tools and procedures prescribed</p>	<p>2.1 Climate change adaptation has been prioritised in national policy commitments for relevant sectors</p> <p>2.2 National climate change adaptation policy commitments in relevant sectors are reflected in budgeting, implementation and monitoring processes at national, sector and subnational levels</p> <p>2.3 Opportunities – Opportunities have been utilised, and have contributed to the reduction of climate risk or vulnerability over time</p> <p>2.4 Do No Harm – Risks have been identified and mitigation measures have been implemented and have avoided negative impacts on resilience and adaptation by Danish ODA</p> <p>2.5 Climate proofing – climate change impacts on Danish investments have been anticipated and addressed and contributions to development goals are likely to be sustainable despite climate change prospects</p>

**Findings:**

- Danish priority to support climate change adaptation fluctuated, climate change adaptation mainstreaming was not part of overall or sectoral strategic guidance, and earlier operational guidance fell out of use.
- Mainstreaming of climate change adaptation into non-climate-specific interventions was generally prioritised in the highly climate-sensitive sectors of water, agriculture and natural resources.
- Mainstreaming of climate change adaptation through primarily private sector-oriented interventions was more challenging, including in the agriculture sector.
- Mainstreaming of climate change adaptation was not prioritised in sectors such as human rights, governance, peacebuilding and security.
- As a result of limited strategic guidance, few interventions adopted climate change adaptation mainstreaming as a primary objective, and Danida support to climate change adaptation mainstreaming was driven by partners’ strengths and priorities.
- Danish engagement did not prioritise nor significantly contribute to mainstreaming climate change adaptation in monitoring systems.
- Danish engagement contributed to increasing partner countries’ commitment to mainstreaming climate change adaptation and to enhanced planning and budgeting processes.
- The gap between policy and practice remains wide: implementation of climate change adaptation mainstreaming into national and local investments was limited by institutional, capacity, and political constraints.

**Danish priority to support climate change adaptation fluctuated, climate change adaptation mainstreaming was not part of overall or sectoral strategic guidance, and earlier operational guidance fell out of use.** The Fast Start Finance on Climate Change, which was under the Danish Climate and Development Action Programme initiated in 2005, set out approaches for mainstreaming mitigation and adaptation in Danish development assistance, including climate screening of Danish ODA between 2005 and 2008. Building on this, Danish cooperation significantly contributed to the development of the 2009 OECD guidance on *“integration of climate change adaptation into Development Cooperation Policy”*. It is noteworthy that the Climate Envelope, when launched in 2008, was not intended to explicitly support mainstreaming of climate change into wider development assistance, instead, it focused on dedicated climate change interventions.<sup>32</sup>

In 2010, a global development strategy for Danish cooperation was published, titled *“Freedom from poverty, freedom to change”*. Climate change was quite central, with environment and climate as one of the five priority areas (together with ‘freedom, democracy and human rights’, ‘growth and employment’, ‘gender equality’, and ‘stability and fragility’). A strong emphasis was put on sustainable energy and the involvement of the private sector in combatting climate change, together with the management of natural resources and strengthening disaster risk management. Adaptation was mentioned as part of the rationale for sustainable resource management, with an objective to produce food for a growing population under changing weather conditions. This strategy was not translated into sectoral or operational guidance on climate change and was replaced in 2012.

The next Danish Development strategy *‘The Right to a Better Life’*, adopted in 2012, set out green growth as a priority thematic area. The sectoral strategy *“A greener world for all: strategic framework for natural resources, energy and climate change”* was adopted in 2013. It framed climate change action as part of its economic development programme, seeing ‘green growth’ as smart growth from an economic perspective, with economic growth being necessary for poverty eradication, and climate change as an obstacle to economic development. Climate change adaptation was considered under the green growth objectives. The subsequent *“Green Growth Strategy and Guidance”*, prepared in 2014, included a climate change and green growth screening note, mandatory for the design of country programmes and laid out ‘entry points’ at each stage of the programme cycle, with guiding questions to support the formulation of documents, projects and policy support. Although aiming at linking green growth with other sectoral activities, specific climate change adaptation guidance was not provided by this green growth

32 Evaluation of Denmark’s Climate Change Funding to Developing Countries (MFA, 2015).

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guidance material. Limited mention of climate change was made in other strategic documents, such as *“the Strategic framework for gender equality, rights and diversity in Danish development cooperation”* (2014) and the 2014 “policy for Danish support to civil society”. No mention of climate change was made in the 2014 *“Integrated stabilization engagement in fragile and conflict-affected areas of the world”*.

After 2015, while global commitments were adopted with the Paris agreement, the political momentum around climate change in development cooperation decreased in Denmark, with other topics rising on the agenda (migration, peace and security). The 2017 overall development strategy, *“The World 2030”*, shows this change as the four priority areas (security, migration, growth and freedom/human rights) did not include explicitly climate-related considerations, despite Sustainable Development Goal 13 on climate action being identified as one of the five key policy issues for international negotiations and global cooperation. Green growth and climate screening tools were no longer in use and since then the subsequent operational guidance that was adopted did not have such tools.<sup>33</sup> This could be interpreted as a marker of decreasing priority to climate change mainstreaming into Danish cooperation. Yet, the abandonment of distinct screening tools and processes for different cross-cutting priorities also responded to growing concerns about the lack of effectiveness of such approaches to deliver on mainstreaming objectives. The evidence<sup>34</sup> was that this approach tended to lead to cross-cutting themes being considered as add-ons and more profound integration into project design constrained by capacity gaps.

At the same time, in response to mainstreaming-related recommendations<sup>35</sup>, the 2016 Climate Envelope guidance insisted on the “linkages” between Climate Envelope interventions and other ODAs from Denmark and other sources. An analysis of sampled fast track projects confirms the 2015 evaluation finding that climate change adaptation specific intervention linkages with bilateral interventions in relation to adaptation were limited. For example, there were no linkages between the sector level support programme *Appui à l’Amélioration des Conditions Cadres du Secteur Agricole, Ministère de l’Agriculture et des Aménagements Hydrauliques PCESA* and earlier adaptation-specific projects lessons in Burkina Faso<sup>36</sup>, and no linkage between GATE and SCI-LDCF in Ethiopia.

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- 33 2018 Aid Management Guidelines “Guidance for programs and projects”, MFA interviews.
- 34 Nord-Star, 2015, MFA interviews, DIIS 2020, and examples of bilateral interventions for which CCA was either non-integrated into project design (Agriculture sector in Niger) or dropped at mid-term stage PCESA in Burkina-Faso.
- 35 Evaluation of Denmark’s Climate Change Funding to Developing Countries (MFA, 2015).
- 36 RECSC-PANA (Appui à la Mise en Œuvre du PANA - Renforcement de l’Efficacité de la Contribution de la Société Civile, IUCN), WADPCF (West African Dialogue on Private Climate Financing, Oxfam Ibis and SoS Sahel), ACC-ASHBF (Adaptation aux Changements Climatiques en Vue de l’Amélioration de la Sécurité Humaine du Burkina Faso, UNDP), RAPPKBF (Restauration et Amélioration de la Productivité de Peuplements de Karité au Burkina Faso, Institut de l’Environnement et Recherches Agricoles).

Attempts to ensure such linkages were not compelling, for example, combining Climate Envelope and bilateral funding in *GATE* did not result in actual synergies between the two projects (*GATE-ATA*, *GATE-CRGEF*) in the programme. At the same time, in line with the 2015 policy shift<sup>37</sup>, climate change adaptation mainstreaming received less priority in country programmes formulated in 2015 to 2019 (e.g. Burkina Faso and Kenya). (*Indicator 1.1*)

**Mainstreaming of climate change adaptation into non-climate-specific interventions was generally prioritised in the highly climate-sensitive sectors of water, agriculture and natural resources.** An analysis of 15 country strategies and country programme documents illustrates that climate change adaptation was either considered or prioritised in most partner countries. Yet, attention to climate change adaptation mainstreaming varied across sectors. The recent DIIS study on integrating climate change and development<sup>38</sup> documented that Danish commitments to climate change adaptation focused on traditional adaptation sectors, such as agriculture, water, and natural resource management. This finding is confirmed by the above-mentioned review of the most recent country programme documents, and by the embassy staff survey.<sup>39</sup>

Country case studies also confirm this finding: Few of the sampled natural resource focused interventions were not climate-specific, and promotion of climate change adaptation mainstreaming was almost always prioritised in related projects, such as integrated water resource management (*PAGIRE*, Burkina Faso), action research on shea tree regeneration (*RAPPKBF*, Burkina Faso), and rangeland management (*NRT*, Kenya). And even when climate change adaptation mainstreaming orientations were not very clearly formulated, positive results were documented (e.g. in the water sector in Niger). In fact, for natural resource-related sectors, development and climate change adaptation-related objectives were very much aligned.

The DIIS review documented that agriculture, rural infrastructure and sectoral public institutional frameworks made up an important share of climate change adaptation commitments. Looking at rural sector bilateral commitments more closely through case studies, climate change adaptation mainstreaming was central to some agriculture development thematic priorities or sector level interventions (*GATE*, Ethiopia, and the inclusive growth thematic programme, Bangladesh), but much less to

37 Formalised in the 2017 overall development strategy, "The World 2030".

38 Integrating Climate Change Adaptation and Development (Funder et al. [DIIS] 2020).

39 Surveyed embassy staff considered climate change adaptation mainstreaming more relevant to employment/green growth and environment, than to governance and security and conflicts related objectives.

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others (Niger, Burkina Faso). In fact, climate change adaptation mainstreaming in the Niger agriculture support programme was reported as a clear gap by a recent country programme evaluation, while climate change is considered as very relevant to Niger and to the agriculture sector in particular. (*Indicator 1.2*).

**TABLE 3.2: OVERVIEW OF THE EXTENT OF CLIMATE CHANGE ADAPTATION MAINSTREAMING INTO MOST RECENT THEMATIC PROGRAMMES**

Source	Country	CP or CS dates	Development Contract (General Budget Support)	Governance and HRBA	Growth and Employment	Water and Sanitation and NRM	Humanitarian Assistance and Safety Nets	Health / Education
CS	Mozambique	2012-2015	●		●	●		●
CP	Afghanistan	2014-2017		●	●			●
CS/CP	Bolivia	2014-2018		●	●	●		
CS/Eval	Ghana	2014-2018	●	●	●			●
CP	Tanzania	2014-2019	●	●	●			●
CP	Burkina Faso	2016-2020	●	●	●	●		
CP	Kenya	2016-2020		●	●			●
CP	Myanmar	2016-2020		●	●			●
CS/Eval	Niger	2016-2020		●	●	●		
CP	Palestine	2016-2020	●	●	●			
CP	Bangladesh	2016-2021		●	●	●		
CP	Mali	2017-2020		●	●			
CP	Ethiopia	2018-2022		●	●	●	●	
CP	Uganda	2018-2022		●	●			
CP	Somalia	2019-2023		●	●		●	

CS = country strategy  
 CP = country programme

- **Priority to climate change adaptation mainstreaming:** clearly formulated as part of thematic programme objectives and expected results.
- **Priority to climate change adaptation mainstreaming:** partially formulated, only applies to specific parts of the thematic programme and/or not fully captured in expected results, and/or related actions.
- **Limited apparent priority to climate change adaptation mainstreaming:** not presented as an objective in CP or CS documents.

Source: Authors' assessment.

**Mainstreaming of climate change adaptation through primarily private sector-oriented interventions was more challenging, including in the agriculture sector.** In the case of Burkina Faso, climate change adaptation mainstreaming into the agriculture sector intervention was limited for various reasons, illustrative of the difficulties faced with promoting climate change adaptation mainstreaming in a primarily private and informal sector.<sup>40</sup> In Kenya, there was a strong focus on green growth and mainstreaming mitigation in the private sector, but much less so in relation to adaptation, despite the relevance of adaptation measures to secure the water source for hydropower for economic activities. The broader DIIS portfolio analysis confirms that the private sector received limited climate change adaptation support, and the example of public-private partnership interventions in Burkina Faso were not fully effective in strengthening links with, and contributions from, the private sector such as RAPPKBF (Burkina Faso) involving the AAK Danish Company. Moreover, the *West African Dialogue on Private Climate Financing* (WADPCF, Burkina Faso) was in practice more oriented towards NGOs and regional organisations than the private sector. While the Agricultural Transformation Agency support programme (GATE-ATA, Ethiopia) sub-projects ultimately targeted private sector actors, the overall programme followed a public sector driven logic. The new Agriculture Commercialization Cluster Program support is more strongly focused on private sector development, but with reduced attention to climate change adaptation, which is more clearly addressed by safety nets and natural resource management thematic programmes in the current country programme. (*Indicator 1.2*)

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40 Targeting of Natural Resource Management (NRM) relevant value chains, very small businesses, and rural areas only was the main focus of the climate change adaptation and poverty strategy. However, this was relaxed after the mid-term to prioritize efficiency objectives over climate change adaptation and poverty objectives, as credit uptake was too limited, although broader environmental mainstreaming was addressed in public sector investments (norms and infrastructures). The climate specificity of such measures was limited. The most innovative element of the PCESA agriculture sector support (a “Green Fund” to subsidize private sector climate change mitigation investments) was mainly relevant to mitigation objectives and will be abandoned in the next phase due to lack of interest from private operators.

### BOX 3.3 CO-BENEFITS OF INTEGRATED WATER RESOURCES MANAGEMENT TO CLIMATE CHANGE ADAPTATION IN BURKINA FASO

In a context of limited availability of over-ground water and increasing pressure on existing resources, there is a wide consensus on the need for effective water resources management in Burkina Faso. With growing conflicts over water resources, sustainable management and equitable access to water is considered as a security priority<sup>41</sup>. Climate change brings additional uncertainties, and potentially additional access constraints. Co-benefits of integrated water resources management to climate change adaptation and conflict prevention objectives are widely accepted and acknowledged in policy circles<sup>42</sup>. However, a recent study concluded that climate change is likely to contribute to reduced availability of over-ground water resources, but also that such projections are fragile due to limitations in available empirical data<sup>43</sup>.

Danish cooperation, in close coordination with the Swedish and EU cooperation, has provided long-standing sector support to integrated water resources management, contributing to significant changes at policy and institutional level such as: (1) Since the launch of the first integrated water resources management programme in 2003, climate change adaptation and conflicts prevention are now central to the 2016-2030 national water policy and programme orientations ; (2) with the rapid development of local water committees over the last few years, institutional development for water resources management is still making progress under resources constraints; (3) reforms and innovation is taking place such as a water police pilot program, and a consensus is building up to support scaling up of this model to prevent and manage water-related conflicts.

While the PAGIRE approach in Burkina is criticised for largely following a top-down model, complementarities and synergies with other partners and the governance programme have been developed to support strengthening of the social contract around water management and access objectives in a climate change context.

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- 41 Note méthodologique sur les relations entre le PN-GIRE 2016-2030 et les engagements bilatéraux Gestion/prévention des conflits et changement climatique. 2020.
- 42 Etude de capitalisation et de cadrage de l'appui Danois au Programme National pour la Gestion Intégrée des Ressources en Eau du Burkina Faso, Danida, 2019.
- 43 LEJEUNE Q., SAEED F. Étude de l'impact des changements climatiques futurs sur les ressources en eau au Burkina Faso. Report produced under the project "Projet d'Appui Scientifique aux processus de Plans Nationaux d'Adaptation dans les pays francophones les moins avancés d'Afrique subsaharienne", Climate Analytics GmbH, Berlin.

**Mainstreaming of climate change adaptation was not prioritised in sectors such as human rights, governance, peacebuilding and security.** Experiences with climate change adaptation mainstreaming into the governance sector were rather mixed. Out of 15 countries, few governance thematic programmes appear to have developed climate change adaptation-related objectives. In the four sample countries, a governance programme with a human rights-based approach focusing on the water sector is an example of how governance programmes can complement with a more bottom-up approach to integrated water resources management. For example, it complemented a sector support programme (*PAGIRE*, Burkina Faso), which supported investments relevant to climate change adaptation, such as strengthened information systems and climate-sensitive policy development. In Ethiopia and Kenya, the climate dimension was absent from the governance thematic programmes. The relevance of climate change adaptation mainstreaming into the governance sector interventions is often questioned by embassy staff.<sup>44</sup> Yet, the Bangladesh country study illustrates that partners in governance programmes (e.g. *SDUP*, implemented by UNDP) at times have integrated climate change adaptation into their interventions on their own initiative (see Box 3.4).

### **BOX 3.4 SDUP – CLIMATE CHANGE ADAPTATION AND IMPROVED LOCAL GOVERNANCE IN BANGLADESH**

SDUP is implemented by UNDP in 2017-2022, as a component of the Efficient and Accountable Local Governance (EALG) project. SDUP aims to strengthen the capacity of union parishads (county councils) to provide pro-poor and accountable services, prioritise climate resilience measures in development plans, and to empower poor and marginalised people to engage in union Parishad decision-making. It supports the engagement of communities in local decision-making, planning and implementation, including capacity development for standing committees (which comprise community representatives) with a focus on the standing committees for a) finance, b) education, health and family welfare, c) agriculture, fisheries and livestock, d) rural infrastructure maintenance, e) disaster management, and f) environmental management. It also supports local authorities in engaging communities and the standing committees in the planning process. Training on climate change and adaptation has been provided to local authorities and standing committees, and environment and climate is an item in the local development plan format introduced by SDUP. By the end of 2019, 16 percent of the supported unions had developed new development plans which address climate change adaptation and resilience.

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44 50% of the respondents to the embassy staff survey considered climate change adaptation mainstreaming into governance sector non-applicable.

In conflict-affected partner countries, climate change and shocks are identified as exacerbating factors of conflicts and instability drivers. The resulting climate change, conflict and instability nexus in dry areas is identified as a threat in several African country policy- or programme documents (Burkina Faso, Ethiopia, Kenya, Mali, Niger, Somalia). However, climate change is not addressed as a cross-cutting issue in any of the reviewed peace and stability thematic programmes or related development engagements (Burkina Faso, Kenya, Niger). Limited guidance and references – within Danida and beyond – on how to address the climate change-security nexus, is reported as a constraint by both the MFA and embassies. Yet, research work is questioning the relevance of prioritising climate change mainstreaming into peace and stability objectives in the Sahel (see Box 3.5). Although climate change may exacerbate conflict drivers, effectively addressing more immediate conflict causes might be a higher priority in a context of critical government capacity constraints and limitations. (*Indicator 1.2*)

### **BOX 3.5 DOING NO HARM AND THE CLIMATE CHANGE-CONFLICT NEXUS IN THE SAHEL**

The Sahel region is among the most vulnerable regions to climate change and there is a growing policy consensus that climate change vulnerability, insecurity and fragility are interrelated and exacerbate each other.

Immediate conflict causes are multiple. But how much does climate change, in reality, contribute to exacerbating their drivers? In the Sahelian context, access to grazing resources – largely considered a major conflict driver – is becoming more pressing with population growth and is interrelated with growing restrictions on livestock mobility within and across countries. Conflicts are increasing between pastoralists and farmers across the Sahel, itself a major concern for political integration and stability in the whole region.<sup>45</sup> Recurrent droughts may impact on grazing resources and routes and lead to conflict, but pluriennial climate change factors may not be associated with such growing resources constraints. In fact, the Sahel region has experienced improving rainfall patterns since the eighties, and as opposed to the dominant discourse, Sahel is currently on a 're-greening trend'.<sup>46</sup> Cattle stocks have grown rapidly

45 Bossuyt, J. (2016): Political economy of regional integration in Africa, ECPDM.

46 C. Dardel, L. Kergoat, P. Hiernaux, E. Mougin, M. Grippa, C.J. Tucker, Re-greening Sahel: 30 years of remote sensing data and field observations (Mali, Niger), Remote Sensing of Environment, Volume 140, 2014, Pages 350-364. Pierre Hiernaux, Cecile Dardel, Laurent Kergoat and Eric Mougin: Desertification, Adaptation and Resilience in the Sahel: Lessons from Long Term Monitoring of Agro-ecosystems, in R.H. Behnke and M. Mortimore (eds.), 2016, The End of Desertification? Springer Earth System Sciences.

in the region over the last decades, albeit more so in Sudanian zone than in Sahelian zones<sup>47</sup>, and at the same time, pastoral systems specialists argue that mobility, rather than grazing resource availability is the main limiting factor for pastoral system development and pastoral livelihoods fragility.

In fact, the causal relationship between climate change, fragility and insecurity is poorly documented.<sup>48</sup> While insecurity and conflicts over natural resources are clearly increasing in most Sahelian countries, causes primarily remain governance, politics, and crime (e.g. drug trafficking), poverty, and population growth.<sup>49</sup>

Rather than regional or global factors, local context particularly matters as local level governance and politics are reported as prominent drivers of conflicts over natural resources.<sup>50</sup> Some even argue that looking at climate change-related causes of conflict may detract from addressing the most critical causes.<sup>51</sup> Such risks are exacerbated by government capacity constraints and fragility, as well as by limited clarity and coordination of the climate change-conflict nexus.

Recent research has begun to address issues associated with the immediate conflict drivers, which are not necessarily climate change-related in the Sahel. This research points to a number of orientations to 'do no harm':

- Clarify the climate change-conflict nexus concept and invest in knowledge and understanding of immediate conflict drivers and their interrelations with climate change.

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47 Inter-réseaux (2015): Vers une prospective régionale sur le pastoralisme en Afrique de l'Ouest.

48 Lewis, K. and C. Buontempo (2016): "Climate Impacts in the Sahel and West Africa: The Role of Climate Science in Policy Making", West African Papers, No. 02, OECD Publishing, Paris.

49 ODI (2019): When Rising Temperatures Don't Lead to Rising Tempers: Climate and Insecurity in Niger. Working Paper.

50 The Central Sahel: Scene of New Climate Wars? Crisis Group Africa Briefing N°154, 24 April 2020 / Cooper, R. & Price, R.A. (2019). Unmet needs and opportunities for climate change adaptation and mitigation in the G5 Sahel region. K4D Emerging Issues Report. Brighton, UK: Institute of Development Studies.

51 Benjaminsen; T.A. (2016): Does Climate Change cause Conflicts in the Sahel? International Institute for Environment and Development.

- Support the building of clear institutional arrangements and responsibilities over the climate change-conflict nexus within international institutions, to facilitate leadership and coordination.
- Support national institutions leadership and capacities to address the climate change-conflict nexus.<sup>52</sup>

**As a result of limited strategic guidance, few interventions adopted climate change adaptation mainstreaming as a primary objective, and Danish support to climate change adaptation mainstreaming was driven by partners' strengths and priorities.** More specifically, few development engagements and interventions, including Climate Envelope interventions, promoted climate change adaptation mainstreaming into national and local processes. Out of a sample of 24 projects, only four interventions or programmes had adopted and implemented comprehensive climate change adaptation mainstreaming approaches: GATE (Ethiopia), the Governance and Rights thematic programme (Bangladesh), ALP (Ghana, Kenya, Mozambique, Niger), and PAGIRE (Burkina Faso). These are few, but interesting, cases to illustrate Danish strategies and tactics to contribute to climate change adaptation mainstreaming into local, national and sometimes regional processes, largely led by partners' priorities and capacities:

- **Mainstreaming climate change adaptation through long-term commitments and sector wide-approaches:** Danish support to the water sector in Burkina Faso was initiated in the nineties. The integrated water resource management national programme adopted in the late nineties has since received constant and coordinated Danish, Swedish and European Union support. Danish and Swedish cooperation provided most of the resources for the support to institutional and policy development. Climate change adaptation mainstreaming has been explicitly prioritised top-down in national regulations (the early 2000s) and programmes (2003). Beyond regulatory and institutional development, Danish cooperation supported investments in improved knowledge and monitoring of water resources, sustainable financing, reduction of water losses and pilot conflict prevention systems (water police), and promoted rights to water and sanitation.

52 Brown, Oli (2019): Climate-Fragility Risk Brief: North Africa and Sahel. Berlin: Adelphi / Hakim; S & Aczel; M. (2019): Climate Change is a Security Issue. How can we make sure Climate Security receives the Attention it needs? Grantham Institute. /Born; C, Eklow; K, Mobjork; M. (2019): Advancing United Nations Responses to Climate-related Security Risks. Policy Brief. Stockholm International Peace Research Institute.

- **Supporting climate change adaptation mainstreaming at scale, through partner-led community-based adaptation programmes:** ALP<sup>53</sup> was implemented in four countries (Ghana, Kenya, Mozambique, Niger). The strategic focus was to address a knowledge gap, test viable models for community-based adaptation, empower communities and civil society to advocate for community-based adaptation, and provide lessons and approaches for policy, planning and further upscaling and replication. ALP implemented a bottom-up approach to mainstreaming. The effectiveness of this approach to pursuing climate change adaptation mainstreaming objectives at local, national and regional levels largely lay in CARE's and grassroots partners' capacities, in local government and meteorological services buy-in, and the promotion of cooperation and dialogue between different government agencies and communities.
- **Building on political commitments, institutional opportunities and innovations** to accelerate climate change adaptation mainstreaming support: **(A)** In Ethiopia, the Agriculture Transformation Agency (ATA) was established under the patronage of the Prime Minister, and the Climate Resilient and Green Economy (CRGE) Strategy adopted in 2011. While the Danish bilateral cooperation with Ethiopia is relatively recent<sup>54</sup>, the GATE thematic programme was established in 2014 and quickly provided significant strategic and fast-track support to the institutional development of the ATA and the CRGE Facility (CRGEF). In 2014, Denmark was among the top three partners of the ATA, and over 80 percent of ATA's dedicated resources for gender and climate mainstreaming came from the GATE grant. Climate change adaptation mainstreaming support addressed policy commitments<sup>55</sup>, strategy developments<sup>56</sup>, institutional arrangements<sup>57</sup>, and innovative investments.<sup>58</sup> **(B)** In Kenya, Danish support to the Environment and Climate Change Unit of the Office of the Prime Minister (OPM) made use of OPM's convening power to effectively address barriers to inter-ministerial coordination for climate change adaptation mainstreaming into sectoral policies. In these two cases, the use of high-level political patronage was a decisive success factor.

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53 ALP, 2012-2017.

54 The Denmark Ethiopia bilateral cooperation programme was initiated in 2011.

55 Supporting ATA technical work to develop agriculture related climate change adaptation indicators to be included in the national development plan.

56 Supporting the development of a Climate Smart Agriculture road map for ATA and of a Sustainable Agriculture strategy for the MOA.

57 Supporting an institutional reform to address climate change adaptation and other Cross cutting issues more effectively within the ATA and of the deployment of Delivery units within the MoA.

58 The ATA grant supported 15 innovative project and the CRGE-F 2 investment projects, all oriented to sustainable agriculture and forest management, with some addressing climate related risks and vulnerabilities.

- Contributing to support implementing partners' climate change adaptation mainstreaming objectives: In Bangladesh, although climate change adaptation mainstreaming into the governance thematic programme strategy was limited, SDUP integrated climate change adaptation mainstreaming into local governance through various angles (gender, promotion of community participation and empowerment, training on human rights).

This determinant partner influence on the extent to which Danish interventions prioritised climate change adaptation mainstreaming was driven by two key factors. First, beyond commitments to Paris Declaration alignment principles, building on partner's strengths and interest was very much at the core of Danish cooperation policy, as reaffirmed by the *"Start where the partners and the partnerships are"* principle as part of the *"doing development differently"* guidance currently being developed. The second factor was the eroding headquarters capacity to provide technical support for climate change adaptation mainstreaming over the period under evaluation. In contrast with the Danish Climate and Development Action Programme period (2005-2010), when substantive efforts were invested in learning and guidance development, the Technical Quality Support (TQS) unit, has in recent years experienced reduced staff capacity to provide strategic and operational support. Technical and analytical expertise increasingly relied either on partners' capacities or on embassy-led networks. While Danish technical assistance was considered highly instrumental in mainstreaming climate change adaptation into the environment sector in Bolivia, Mozambique and Vietnam<sup>59</sup>, implications of internal capacity support are more critical for "non-traditional" sectors (e.g. governance, peacebuilding) for which technical references are lacking. (*Indicators 1.3, 1.5*)

**Danish engagement did not prioritise nor significantly contribute to mainstreaming climate change adaptation in monitoring systems.**

The 2015 evaluation identified monitoring challenges at the country level, which contributed to learning challenges at the MFA level. A wide range of literature is available to characterise the global challenge of developing effective monitoring of climate change adaptation development assistance. Systemic monitoring challenges<sup>60</sup> are combined with climate change adaptation specific challenges, such as (1) how to measure climate change adaptation is unclear as different framings of the relationship between adaptation and development coexist (see Box 3.4), (2) national adaptation monitoring/MRV (measurement, reporting and verification) systems are often immature and too siloed given the

59 MFA/DIIS (2018): Evaluation Study Danish Development Cooperation with Bolivia, Mozambique, Nepal and Vietnam.

60 Attribution and contribution, lack of counterfactual especially for mainstreaming objectives, shifting baselines, balancing learning and accountability objectives, assessing long term changes, etc.).

nature of the climate change adaptation monitoring challenges, and (3) uncertainty is inherent in future climate change as well as in how society will respond to these future changes.<sup>61</sup>

Later Danish engagements did not effectively address such challenges. The design of monitoring systems was often found to be inappropriate, either overly complex (e.g. GATE, Ethiopia), lacking explicit climate lenses (WTSF, Kenya and PCESA, Burkina Faso), or as often failing to address the “missing middle” monitoring challenge – being either output focused such as HYSAWA, (Bangladesh) and/or unable to deliver on outcome monitoring promises, such as PAGIRE (Burkina Faso). As a result, Danish support did not effectively contribute to establishing national monitoring systems that were able to capture climate change adaptation results and lessons. (*Indicator 1.4*)

**Danish engagement contributed to increasing partner countries’ commitment to mainstreaming climate change adaptation and to enhanced planning and budgeting processes.** Partner countries’ commitments and investments in climate change adaptation increased over the period under evaluation. In all four case study countries, there is evidence of Danish influence on such commitments to climate change adaptation mainstreaming in national, sectoral, or local development plans or strategies.

In Ethiopia, GATE contributed to influencing the national development plan as well as the agriculture sector strategy orientations and targets. In Kenya, Danish support influenced government thinking on climate change adaptation through support for high-level policy dialogue led by the OPM, which contributed to shaping the foundation for a new Climate Change Act (2016). In Kenya (as well as in Ghana and Niger), ALP influenced local development plans and the Kenyan Ministry of Agriculture, Livestock and Fisheries’ strategies, and participatory scenario planning approach was adopted by other programmes such as the Agriculture Development Program. In Burkina Faso, Danish cooperation influenced the 2001 Water Law and the successive national Integrated Water Resources Management (IWRM) programmes in the years following. Influence on the regional level plans was also documented, e.g. on ECOWAS and COMESA plans for climate-smart agriculture through NGO programmes<sup>62</sup>. Although less systematically, Danish support also contributed to influencing financing and budgeting. For example, in Burkina Faso, payment for water by large users has begun to accelerate over

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61 Ford, J.D., Berrang-Ford, L. The 4Cs of Adaptation Tracking: Consistency, Comparability, Comprehensiveness, Coherency. *Mitig Adapt Strateg Glob Change* 21, 839–859 (2016); Olhoff, A., Neufeldt, H., Naswa, P., & Dorkenoo, K. E. J. (Eds.) (2017). *The Adaptation Gap Report. Towards Global Assessment*.

62 ALP by CARE and Oxfam Ibis West Africa Dialogue on Private Climate Financing.

the last few years (which leads to more responsible use and supports efficient management of the resource), after a long period of committed Danish support. In Ethiopia, coordinated donor support to the CRGEF could have traction as the Government is reported to be considering channelling national resources through the CRGEF, mostly supported by multiple donors until now. Such Danish influence was also found in a recent evaluation of Danish support in Bolivia, Nepal, Vietnam and Mozambique.<sup>63</sup> (*Indicators 2.1, 2.2*)

**The gap between policy and practice remains wide: implementation of climate change adaptation mainstreaming into national and local investments was limited by institutional, capacity, and political constraints.** Despite progress in policy commitments, budgeting and planning, evidence of implementation of climate change adaptation mainstreaming and related results are more limited. Although the lack of documented results partly relates to monitoring weaknesses, case studies have often underlined institutional and capacity constraints to implementation: the fragility of local water committees in Burkina Faso reduced their ability to contribute to a reduction of water-related conflicts as envisioned by PAGIRE; pre-eminence of project-based funding limited the possibility of climate change adaptation mainstreaming into extension services in Kenya; in Kenya again, climate change adaptation mainstreaming implementation was reported to be challenged by the multiplicity of stakeholders; and in Ethiopia, the outreach of the ATA and CRGEF constrained GATE's ability to ease capacity and coordination constraints at local levels, while lack of stable political leadership in the agriculture sector has been underlined as a key constraint to effective climate change adaptation mainstreaming. Research undertaken by the University of Copenhagen in Tanzania noted that *“National policies are in place but effective climate change adaptation delivery lags behind. In order to maximize the opportunities presented by the predicted climate impacts and to minimize potential adverse impacts on livelihoods, clear assignments of budgets and mandates to lower levels of government are needed.”*<sup>64</sup>

Climate change adaptation mainstreaming support often prioritized investments in partners' capacity building, which by nature is associated with challenges in relation to assessing impact. For example, GATE (Ethiopia) contributed to an evolution of the ATA's institutional setup, thereby facilitating the implementation of climate change adaptation

63 In all four countries, setting the institutional agenda has been supported, the drawing up of environmental and climate change strategies being examples of relevant areas where Denmark has contributed to important developments. In all four evaluations, the mainstreaming of the environment and sustainable development resulted in increased awareness and attention to the subject across a broad range of sectors and stands out as one of Denmark's strongest and most strategic contributions. Source: DIIS/MFA, 2018.

64 Liwenga et al., 2015.

## FINDINGS

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and gender mainstreaming into agriculture policy orientations (ATA delivery units embedded in the Ministry of Agriculture); and Danida invested heavily in water management institutions in Burkina Faso (e.g. water basin agencies, local water committees, water police pilot). Investments made to strengthen meteorological information systems yielded promising results in Kenya (as well as in Ghana, Mozambique, Niger) and Ethiopia, while growing fragility of decentralised services affected the effectiveness of longstanding support to the National Water Information System in Burkina Faso. After the Fast-Track investments of the mid-2000s, attention to climate proofing of Danish investments is no longer systematised and is often addressed through broader environmental screening. While likely low, risks of negative impacts of Danish investments on adaptation objectives were not assessed.<sup>65</sup> (*Indicator 2.2, 2.3, 2.5*<sup>66</sup>)

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65 E.g. in Ethiopia, Socio-environmental risks associated with investments made under the “green growth” banner have been identified (monopolistic relationships associated with contract farming, misuse of fertilizers). The GATE programme did not prioritize nor promote monitoring of such risks and their potential negative impacts on climate resilience and mitigation strategies.

66 Given the scarcity of evidence on climate change adaptation mainstreaming results, detailed assessment of Indicators 2.3 to 2.5 through country case studies proved difficult.

### 3.3 Transformation

<p><b>EQ5: How does the Danish climate change adaptation approach to planning, design and project implementation work to advance transformational change?</b></p>	<p><b>EQ6: To what extent has support for climate change adaptation contributed to transformative responses to climate change?</b></p>
<p>5.1 The project design acknowledged and responded to national climate change adaptation strategy documentation</p> <p>5.2 Explicit consideration was given on how the project intervention could be scaled-up</p> <p>5.3 Innovation that sought deep and fundamental changes in national and sector policy and planning processes was part of the project design</p> <p>5.4 Growth pathways that would require a shift away from “business as usual” were addressed in the project design</p>	<p>6.1 Project outcomes have informed subsequent national strategy for climate-resilient development</p> <p>6.2 The project intervention has been extended or replicated by other donors or the government</p> <p>6.3 Project activity has brought about changes in how climate risk and resilience are integrated into core development planning</p> <p>6.4 Project-initiated activity has continued since project closure with no reverting to past practices</p>
<p><b>Findings:</b></p> <ul style="list-style-type: none"> <li>• Attention to securing transformational change towards a climate-resilient economy is a recent emphasis in Denmark’s international support for climate change adaptation.</li> <li>• The opportunity to support transformation towards climate resilience in a partner country is heavily conditional on the local and national context, and ultimately is politically determined.</li> <li>• Securing strengthened climate resilience of those beyond the direct project beneficiaries has not been an explicit goal of most Danish development cooperation projects in the countries sampled, although elements of transformational intent are present in several interventions (and in the 2016 theory of change for the Climate Envelope).</li> <li>• The alignment principle of the aid effectiveness agenda is being respected in Denmark’s support for climate change adaptation and is an early enabling condition that increases the potential for transformation.</li> <li>• Consideration over how to design for the sustainability of investments in the context of climate change is the weakest dimension of transformational change in the project sample across all countries.</li> <li>• Interventions that have aimed to adopt a programmatic approach that includes multiple stakeholders from the design stage onwards appears to be a promising strategy for contributing to transformation.</li> <li>• Some apparent ‘stand-out’ interventions have been identified where the prospects for transformation appear promising and offer potential for broader lesson learning.</li> </ul>	

**Attention to securing transformational change towards a climate-resilient economy is a recent emphasis in Denmark's international support for climate change adaptation.** The 2016 Guiding Principles for the Climate Envelope highlighted transformation as the third principle of project effectiveness, yet no guidelines to support the design or monitoring of such change have been found. Globally, the assessment of transformational potential or impact is proving very challenging for climate change-related investments. Among the most advanced in developing an analytical framework for transformational change is the Climate Investment Funds (see Box 3.6), which has been used for the present evaluation.

**The opportunity to support transformation towards climate resilience in a partner country is heavily conditional on the local and national context, and ultimately is politically determined.** Although this finding has long been known for development cooperation, it is having to be relearned for climate interventions. Among the country case studies, Denmark's contribution appears to have had least transformational impact in Bangladesh and Burkina Faso, a possible reflection of the deep political economy challenges these countries face (and despite the stated national commitment to climate change in the former country). Greater progress is evident through a strong state-led approach in Ethiopia, and a more community-empowered and decentralised approach in Kenya.

Little evidence was found to show how climate change programming by Denmark has considered the political economy within each country. This may be the result of climate change adaptation projects often being added to existing programmes, where this analysis may have been completed previously and thus without taking the additional complexities of the climate aspect fully into consideration. Evidence of Denmark influencing change through direct involvement in government policies is also quite limited, with the exceptions of Ethiopia and Kenya. In Ethiopia, Danish support to ATA ([GATE-ATA](#)) provided additional resources that allowed the ATA to input climate resilience indicators into the national development plan at the time when the five-year plan was under review. In Kenya, a strategic opportunity was grasped to contribute to transformation through support provided to the [OPM](#). This led to the development of national strategies and action plans on climate change, which have supported transformative efforts across the public, private and civil society sectors. For the first time, climate change was lifted above the sector ministries, with the OPM providing the strong convening power that was needed to raise the profile and agenda of climate change in the country. (*Indicators 5.1, 6.1*)

**BOX 3.6 THE DIMENSIONS OF TRANSFORMATIONAL CHANGE**

The Transformational Change Learning Partnership (TCLP) of the Climate Investment Funds (CIF) was launched in April 2017, to foster a more systematic and robust understanding of the concept of transformational change, both in the context of CIF, and more generally. A working definition of transformational change was developed through this process: *'strategic changes in targeted markets and other systems with large-scale, sustainable impacts that accelerate or shift the trajectory toward low-carbon and climate-resilient development'*. This definition has been adopted for the present evaluation.

The value of the Transformational Change Learning Partnership is that it further elaborated how transformational change might be evaluated, using four 'dimensions' of change to describe the processes and impacts necessary to achieve transformation. All four dimensions need to be achieved to transform present actions to climate-resilient development. The use of these four dimensions provides this evaluation with a reasonably strong and explicit analytical framework by which to explore transformational responses to climate change.

<b>Dimension</b>	<b>Definition</b>
<b>Relevance</b>	Strategic advances that accelerate or shift the trajectory of progress toward climate-resilient development in targeted countries and sectors.
<b>Scale</b>	Catalytic processes that significantly expand and diffuse the development and deployment of climate-resilient technologies, infrastructure, and other innovations, increasing their supply and access.
<b>Systemic change</b>	Deep, fundamental shifts in patterns of individual, institutional, community, and/or private sector decision making, actions, and behaviours in targeted markets or other systems that advance climate-resilient development.
<b>Sustainability</b>	Change that is designed to be financially, economically, environmentally, socio-politically, or physically robust and resilient. Such change is durable, lessening the likelihood of reverting back to past practices.

Source: PEM/ODI. See Annex G (qualitative assessment).

**Securing strengthened climate resilience of those beyond project direct beneficiaries has not been an explicit goal of most Danish development cooperation projects in the countries sampled, although elements of transformative intent are present in several interventions.** This represents a strategic consideration for Denmark's engagement with its partner countries, where the impact of climate change threatens to place earlier development gains increasingly at risk. Transformation is a newly formulated objective of international climate action, receiving considerably increased attention in recent years. However, when most country and project planning took place a transformational change framework was not present; it is therefore notable that some interventions were designed to contribute to change at this scale. One such example is GATE (Ethiopia). This was a strategic investment, as it aimed to strengthen two institutions critical for furthering the Climate Resilient Green Economy Strategy (CRGE) developed by the country's Prime Minister. This applied to both components of the Programme, namely support to the CRGEF and the ATA (GATE). Danish support under GATE was provided at an early stage in the institutional development of both the CRGEF and the ATA and helped to steer the climate change adaptation approach of both institutions. Another example is the support to the Climate Change Unit of the Office of Prime Minister (OPM, Kenya).

In contrast, transformational change was not found to be an explicit goal of Danida project design for climate change adaptation in Bangladesh. The likelihood of transformational impact is much reduced when it is not an objective of an intervention, supported by associated key performance indicators. Amongst the project sample in that country, climate change adaptation considerations were largely added to existing project interventions through new phases of activities that continued doing "business as usual" within the existing mandates of the project partners. Any explicit attempt in the project design to secure transformational change was missing. However, it should be kept in mind the limits on external development partners in promoting transformation in Bangladesh, especially at the national level, due to the considerable difficulties in influencing national policy. (*Indicators 5.2, 5.3, 5.4, 6.1, 6.2*)

**The alignment principle of the aid effectiveness agenda is being respected in Denmark's support for climate change adaptation and is an early enabling condition that increases the potential for transformation.** For a large majority of the sampled interventions, there is evidence that the project design acknowledged and responded to national climate change adaptation strategy documentation. This is equally true of earlier project interventions that supported priority actions in countries' National Adaptation Programmes of Action, such as ACC-ASHBF (Burkina Faso) and CCA-DRR (Bangladesh) as for more recent support. What is less clear is how well such interventions have

then responded to national policies and strategies as these have evolved within dynamic processes.

In supporting the sector for several decades in Burkina Faso and Niger, Danish cooperation has assisted with analytical work, including on institutional arrangements that Danish cooperation has contributed to establishing, and has supported civil society in its vigilance role with regards to mainstreaming of a human rights-based approach in the water sector. The long-term commitment of the Danish cooperation in the sector has contributed to its ability to play supportive and critical roles simultaneously in relation to transformation of the integrated water resource management sector in general and of the integration of climate change adaptation objectives in particular. *(Indicators 5.1, 6.1)*

**Consideration over how to design for the sustainability of investments in the context of climate change was found to be the weakest dimension of transformational change in the project sample.**

Although most of the projects sampled are not sufficiently mature to be able to fully test their sustainability after withdrawal, the prospects for sustainability do not appear to be strong except, perhaps, where it has been possible to mobilise community interest and especially income-related incentives. In some cases, evidence of a project dependency appears to have developed, particularly in the Bangladesh country programme, where examples were found that suggested continuing action was dependent on yet another phase of donor support.

Securing the sustainability of project-initiated activity has long been an important consideration for development interventions, often with limited success. In the context of seeking transformational change towards a climate-resilient economy, this notion extends to ensuring there is no reversion to the pre-project system state. This remains a challenging goal for Denmark's support to climate change adaptation in all the case study countries. Whilst evidence of addressing issues that might lead to sustainable change at the design stage has been found, particularly in terms of the choice of the partner institutions (e.g. ATA, CRGEF in Ethiopia, working with county government administrations in Kenya), evidence of systems change, and its sustainability after project closure, has yet to be documented. The evaluation team found no evidence that MFA maintains an information system that would allow the tracking of such post-project development, even for a limited sample.

*(Indicators 5.4, 6.4)*

**Interventions that have aimed to adopt a programmatic approach that includes multiple stakeholders from the design stage onwards appears to be a promising strategy for contributing to transformation.** Isolated project support is an unlikely route to securing the transformation of national systems. There is evidence across all four case study countries of climate change adaptation projects that have

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improved the outcomes of their intended direct beneficiaries. Project objectives may have been met, but the scaling of these interventions has largely not happened. Most progress towards transformational change at a systems level appears to have been made where a broader and more programmatic approach was adopted, as with ALP (Kenya, Ghana, Ethiopia, Niger), the PAGIRE sector support (Burkina Faso), and the GATE thematic programme (Ethiopia).

Developing strategic alliances with other Development Partners in support of the planned intervention is a key characteristic of the programmatic approach. Presently, evidence of development partner collaboration at a national level on climate change adaptation is weak in the case study countries. For example, development partners working on climate change adaptation in Bangladesh, including Danida, have been characterised as tending to work in a siloed manner, with a predominant focus on project implementation. Working through international climate funds is one possible channel for securing large-scale collective action, but Danida does not appear to have developed a proactive strategy in terms of working with the global adaptation funds (e.g. GCF, LDCF or the PPCR) and its bilateral programmes. For example, the evaluation team found no evidence to indicate that MFA had asked the embassy to comment on project proposals submitted by the Bangladeshi government to these global funds. (*Indicator 5.2*)

**Some apparent ‘stand-out’ interventions have been identified, where the prospects for transformation appear promising.** From the sampled interventions, these include ALP (Kenya), OPM (Kenya), GATE-ATA (Ethiopia), SCI-LDCF (Ethiopia), PAGIRE (Burkina Faso), and SDUP (Bangladesh). These interventions all show evidence of progress made.

Across the 24 interventions reviewed for signs of contributing to transformational change, perhaps the most advanced example is the ALP (Kenya, see Box 3.5). This programme, implemented by an NGO partner, has made a significant contribution to changing the national climate information system and local government and community planning through the development of a new planning tool: participatory scenario planning (PSP). The PSP approach has now been scaled up to cover all 47 counties of the country (although there are signs some years after the project that its sustainability is under threat). The approach enables farmers to make more informed livelihood decisions and cope with drought and climate-related disasters.

If the right mechanisms for capacity building and awareness creation can be put in place, then local government institutions can be supported and coached to make quite rapid progress in climate change adaptation practices, as demonstrated by SDUP (Bangladesh). This project has supported the climate proofing of Union Parishad development plans. By 2019, approximately half of the country’s most climate-vulnerable

Union Parishads had included climate change adaptation actions in their most recent iteration of these plans. Union Parishads are in a unique position to facilitate climate change adaptation because they have first-hand knowledge of local conditions and are directly accountable to their constituents.

In contrast, the experience of the agricultural growth support programme in Burkina Faso is salutary. Whilst initial elements of this intervention were relevant to transformation, limited strategic continuity over objectives, a lack of focus in the bilateral programme PCESA (Burkina Faso), and limited synergies with other projects across the sector, acted as constraints to progressing the transformational change necessary to achieve climate change adaptation objectives.

The reasons for progress on climate change adaptation are often quite specific and therefore hard to generalise. Common features that were evident in some of the standout interventions were the importance of capacity building and raising awareness and the link between increasing or maintaining an income stream and the climate adaptation behaviour change, especially evident in ALP and NRT (Kenya).

*(Indicators 6.1, 6.2, 6.3)*

### **BOX 3.1 PROMOTING 'BOTTOM-UP' TRANSFORMATION IN KENYA**

ALP was implemented by CARE in Kenya, Ghana, Mozambique and Niger in 2012-2017. ALP sought to address adaptation knowledge gaps, test viable models for community-based adaptation, empower communities and civil society, and provide lessons and approaches for policy, planning and further upscaling and replication.

A bottom-up and holistic approach was implemented with a focus on multi-stakeholder cooperation between communities, counties and the Kenya Meteorologic Department, which led to better and more useful weather and climate information, which combined with participatory tools enabled better and more inclusive planning. This, in combination with tangible options for improving livelihoods, civil society empowerment and advocacy proved effective towards changing mindsets and improving local adaptation planning and budgeting, for example, the Garissa County Integrated Development Plan 2013-17 and budget allocations addressed the needs for community-based adaptation. Both incomes and resilience to floods and drought increased as a result of improved access to information and the adoption of community-based adaptation measures.

These lessons were used to inform the national level, and ALP's planning approach was adopted by the Kenya Meteorological Department and the Ministry of Agriculture, Livestock and Fisheries. Through the Agriculture Sector Development Support Programme, replication was achieved in all 47 county governments, although due to financial constraints, the approach is mainly used when counties have access to project/donor funding. Several organisations and governments replicated ALP's approach in a number of African countries, and CARE estimates that by end 2016, almost 2.9 million people had benefitted ALP's approach.

ALP demonstrated that empowerment was even more important for enhancing resilience than the introduction of improved farming practices, as it enabled communities to analyse weather information, identify response strategies, and engage in dialogue with local authorities on their needs and priorities. The choice of implementing partner was also essential, as ALP benefitted from CARE's long-standing partnerships with local civil society organisations and advocacy capacity. The willingness of the donors to accept a flexible and learning-based approach was another important factor.

### 3.4 Global landscape

This evaluation reviewed Denmark's strategic support to three globally important organisations that have received significant core support funding from Denmark over the evaluation period. These are the International Development Association of the World Bank Group, the Least Developed Countries Fund, and the Green Climate Fund. The first of these is part of the long-established development community that is responding to climate change from a development perspective. The latter two institutions, however, are multilateral climate change funds created under the United Nations Framework Convention on Climate Change, UNFCCC (see Box 3.7).

**BOX 3.2 GLOBAL ADAPTATION FUNDS****The Green Climate Fund**

The Green Climate Fund (GCF) is a new international institution embedded within the highly political context of the UNFCCC. Although there is limited experience of implementation using the fund, it is growing quickly into its role as the main global climate fund under the convention.

The GCF was launched at the 2011 UNFCCC COP17 meeting in Durban, South Africa. Since then, Denmark has demonstrated its commitment to the GCF by attending all Board meetings from the second meeting in October 2012. In 2014, GCF began its initial resource mobilization and gathered pledges worth USD 10.3 billion, including DKK 400 million from Denmark. The Fund then became fully operational in 2015, making its first project approvals. Denmark doubled its initial contribution by making a DKK 800 million pledge during the first replenishment process in 2019. This increased level of support signals Denmark's continuing strong commitment to the fund. The GCF was subject to a forward-looking performance review also in 2019, which was critical of past performance and recommended that the GCF needed to re-emphasise its support to adaptation investments.

**Least Developed Countries Fund**

The Least Developed Countries Fund (LDCF) was established in 2001 to support the Least Developed Countries (LDCs) work programme under the UNFCCC. It is the oldest convention-based climate change adaptation fund, managed by the Global Environment Facility (GEF). The governing body of the LDCF is its council, of which Denmark is a member.

Denmark has supported the LDCF with its twin objectives of supporting LDCs and adaptation since its inception and was one of five European countries that were significant early funders, together with France, Germany, the Netherlands and UK. Denmark has committed DKK 736 million (approximately USD 115 million) to the LDCF since 2002. It has demonstrated an ability to be both nimble and responsive to funding needs, as demonstrated in 2013, when DKK 50 million from the Climate Envelope that had been earmarked for the Green Climate Fund was reallocated to the LDCF. At the time the LDCF was in demand of increased funds to meet the climate adaptation needs of LDCs when the GCF was not ready to receive funds.

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Denmark was initially present at all GEF meetings. However, in 2015, with the change of government in Denmark, there was the assumption that Denmark would leave the GEF (and the LDCF). The shared seat with Norway on the GEF Council was subsequently left vacant. However, in April 2018 the Minister reexamined the policy position and the decision was reached to re-engage with GEF and the LDCF. This allowed Denmark to participate in the new LDCF/GEF Adaptation Strategy in 2018. This new strategy is more aligned with Denmark's own strategy, with greater involvement of the private sector.

The following sections respond to the three relevant evaluation questions, with much of the evidence weighted towards the IDA, reflecting the scale of Denmark's financial contributions to this agency.

### EQ7: Has the Danish engagement contributed to global discussions on support to climate change adaptation in developing countries?

- 7.1 Danish engagement at the global level had a clear policy dialogue agenda.
- 7.2 The policy agenda was well-founded, was internally consistent, and reflected Danish policies.
- 7.3 Danish policy positions and agenda have influenced global approaches and practice.
- 7.4 Danish engagement has added value beyond its financial contribution.

#### Findings:

- Denmark's engagement with the global landscape was based on a clear and well-documented policy dialogue agenda.
- The policy agenda was well-founded.
- There is evidence of influence in the WBG across all the main policy agenda points and a key target on climate co-benefits was exceeded.
- Denmark strongly exerted influence in the GCF through its strong support to the implementation of the GCF Indigenous Peoples' policy.
- Although the policy agenda was not new for the World Bank or the GCF and LDCF at an operational level, the main value added, particularly for the World Bank support, was the influence on other member countries, both borrowers and funders.

**Denmark's engagement with the global landscape was based on a clear and well-documented policy dialogue agenda.** For support through the World Bank Group including IDA, the agenda was documented in the Nordic-Baltic annual priorities papers that define specific "asks" as well as in a range of background papers on climate. As part of the preparations for the IDA 19 replenishment a set of shared priorities between the Nordic-Baltic countries and other countries, such as Germany and the United Kingdom, were developed with a detailed set of indicators and targets. There is no single document that summarises the entire policy agenda, in part because different documents are prepared for different purposes and events. But in general, the key agenda points were:

- Setting, monitoring and reaching ambitious climate co-benefits in the World Bank Group (WBG) lending programme
- Adopting a nuanced approach to co-benefit metrics, acknowledging that co-benefits are not the only measure and borrowing countries have other concerns than climate

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- Obtaining a balance between mitigation and adaptation in the WBG lending programme
- Greater attention to introducing climate into the reform agenda at country level through the country diagnostic strategies and country partnership frameworks
- Greater focus on mobilising climate-friendly private sector and public sector investments and institutional arrangements beyond WBG borrowing
- Incorporation of climate change adaptation in development policy operations (budget support lending).

For GCF, the initial agenda for Denmark was for the GCF to become operational and prove itself. This is reflected in the discussions held at the meeting of the Danish Development Policy Council in November 2014, where the following priority results areas for Denmark were highlighted: (i) a successful first resource mobilisation of the GCF, (ii) completion of GCF's operational guidelines, (iii) maintaining cost-effective administrative policies, and (iv) establishing quantifiable indicators. When Denmark's GCF organisation strategy update was prepared in 2016, strengthening the climate change adaptation focus of the GCF was highlighted as a priority area for Denmark. Denmark's thematic priorities for the LDCF were not published until recently, with four priority areas being set for the 2018-2022 period: (i) gender equality; (ii) private sector engagement; (iii) oceans; and (iv) results-based management. The fourth focus on results-based management reflects Denmark's concern to document the impact of the LDCF. (*Indicators 7.1, 7.2*)

**The policy agenda was well-founded.** Generally, the Danish policy agenda was technically well-founded. Although the agenda was guided by general policy documents such as the World 2030 rather than a more detailed climate adaptation strategy, this was not found to be a constraint in practice. Shifts in priorities over time linked to changes in government led to a different emphasis but did not change the agenda. An earlier focus on climate change adaptation and poverty gave way to a stronger focus on green growth and mitigation, with a more recent swing back towards climate change adaptation. In general, the Danish position has been stronger and more technically focussed on climate change mitigation with less attention being given to adaptation in the policy dialogue. In part, this could be because Denmark has a perceived stronger comparative advantage and experience base on mitigation (especially within the energy sector) than adaptation. This contrasts with the Netherlands where considerable resources are engaged in demonstrating and projecting the country's experience with adaptation given its special knowledge and experience in that area.

The focus on getting GCF operational and the concern over the effectiveness of LCDF were well-founded, and in the case of LDCF based on an MFA desk appraisal report carried out in 2016 which pointed to issues in the sustainability of the projects financed.

In general, there have not been sufficient resources to develop innovative and more detailed policy positions or bring experience from the field gained through Danish bilateral engagement. Given these limited resources, the policy agenda focussed on issues that were well-recognised. However, there was an example given (within mitigation) where the policy position on lending for fossil fuel to enhance energy access was not completely clear or consistent, at least seen from the view of the WBG. And, within the Nordic-Baltic countries, there were differences of opinion on how to tackle this issue that emerged from time to time.

Where resources were applied, such as in the case of GCF, the benefits were evident. An example is the support that was provided to the Private Sector Advisory Group to start a process where the role of the private sector in adaptation was to be explored. In December 2017, Denmark hosted a Private Sector Advisory Group meeting in Copenhagen, which led to the Private Sector Advisory Group developing a paper that elaborated how the private sector could be involved in adaptation. This paper was then taken to the Board in July 2018.<sup>67</sup> (*Indicators 7.1, 7.2*)

**There is evidence of influence in the WBG across all the main policy agenda points and a key target on climate co-benefits was exceeded.** The targets set for co-benefits as part the International Bank for Reconstruction and Development/International Finance Corporation capital increase negotiations as well as the IDA 19 replenishment, a key aim of the policy agenda, were met and exceeded. As noted in the Nordic-Baltic Constituency annual report of 2018, the WBG had a target of 29 percent co-benefits and actual attainment was above 30 percent. It is also evident from the reporting and interviews with the WBG and others that significant progress was made on the other topics of the policy agenda outlined above. As an illustration, much effort was spent on achieving a balance between adaptation and mitigation and as a policy, this balance is broadly accepted by the World Bank board. Similarly, significant effort was made to incorporate climate change into the country level instruments such as the country diagnostic strategies and country partnership frameworks. Danish support was instrumental in promoting these approaches and ensuring that the IDA 19 emphasised their importance.

The Nordic-Baltic Office has also used its seat on the board to influence the approval of country strategies and projects. For example, by

<sup>67</sup> Source: Document GCF/B.20/12..

requesting incorporation of climate-related analysis in the country strategies and climate goals incorporated in the country strategy results frameworks. And at the project level, by ensuring projects that were more climate-friendly. A clear example within adaptation was not found, and in general, the Nordic-Baltic Office had a stronger influence vis-à-vis mitigation than adaptation. However, for the purpose of illustrating the mechanism, within mitigation, there is an example of this type of influence, namely the conditioned approval for a project in Senegal where additional policy reforms were needed in the energy sector. Another example is the insistence of a condition that governance was strengthened in the oil sector for part of an energy loan to Guyana: *“Extra commitments were obtained from the WBG in such cases to avoid us voting against”*. (Indicator 7.3)

**Denmark strongly exerted influence in the GCF through its strong support to the implementation of the GCF Indigenous Peoples’ policy.** This policy, which gives balanced attention to adaptation and mitigation so that vulnerable groups can have a voice in the design of GCF interventions, was also an early policy priority for Denmark. At the GCF 19 Board Meeting in March 2018, the Indigenous Peoples’ policy was adopted by the GCF Board<sup>68</sup>, with strong Danish support. Denmark’s interests have also included support to strengthen the GCF results-based management framework, including the design of adaptation-orientated indicators that go beyond the simple metric on number of beneficiaries. (Indicators 7.3, 7.4)

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68 Decision B.19/11.

## EQ8 Strategic approach: what were the factors that led to influence or lack of influence?

### EQ8: What were the factors that led to influence or lack of influence?

8.1 Danish engagement was timely, consistent and used appropriate entry points

8.2 Danish engagement worked with allies to find a common position

8.3 Danish engagement took place both at operational and high level when required

8.4 Danish engagement used a range of tools and means of exerting influence including, where appropriate, measures to enhance accountability such as improved results frameworks

#### Findings:

- The Danish engagement was timely and used appropriate entry points that coincided with key processes at the UNFCCC and within the WBG, LDCF and GCF.
- Close coordination with other funders and borrowers was an important aspect of ensuring influence.
- There are a range of factors behind the positive influence both within WBG and the international funds supported. Senior WBG staff, in particular, emphasise the importance of the development of trust at the operational level and the mobilisation of political capital to influence other board members.
- There are inevitable trade-offs in the strategic approach to influencing change. These include: the level of Danish monitoring, the degree of compromise accepted to reach common positions and, balancing the breadth and depth of the policy engagement given the resources available.

**The Danish engagement was timely and used appropriate entry points that coincided with key processes at the UNFCCC and within the WBG, LDCF and GCF.** Denmark, working through the Nordic-Baltic Office recognised and took advantage of key entry points such as the IBRD/IFC capital increase negotiations (2018) and the IDA 19 replenishment (2019) and development of climate strategies to launch coordinated and timely interventions. The prioritisation of the IDA 19 was particularly important as it allowed a range of policy agenda points to be introduced and formalised that would have wide-ranging influence over many years. The 2009 Danida/GEF Evaluation Office joint external evaluation of the LDCF also came at an important time immediately before COP15 in Copenhagen, where the international adaptation finance architecture was under review. The report provided substantial inputs to discussions leading up to COP15 about future funding of adaptation efforts and was referred to in the EU statement and by various bilateral agencies at the UNFCCC meeting. The fact that the evaluation had been managed jointly by Denmark and the Evaluation Office of the GEF was essential in ensuring access to information and feedback from the GEF

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and to providing credibility to its conclusions and recommendations.  
(Indicator: 8.1)

**Close coordination with other funders and borrowers was an important aspect of ensuring influence.** The Nordic-Baltic Office coordinated weekly with the European country led constituency offices and sought allies and formalised common views among like-minded countries including borrowers interested in the climate agenda, such as China, Indonesia and the African countries. A division of work was also formalised whereby each of the Nordic-Baltic countries took responsibility for reviewing the country partnership frameworks and strategic country diagnostic studies based on a guided approach.

Denmark's shared seat with the Netherlands on the GCF is extremely important, as it represents one out of only 24 seats on the Board. There is considerable scope for influence that comes with the seat, as it allows Denmark to be part of all GCF governance processes, such as constituency meetings on the margins of Board meetings. Denmark has maintained a longstanding relationship with the Netherlands, which is stable and productive, with a good division of labour between the two countries. Denmark has also looked to share common positions first with the Nordic group and then with the Developed Countries constituency.

In a wider sense, Denmark's engagement with the LDCF is intertwined with its support for the GEF. Denmark has been an active member of the GEF council, utilizing its joint seat with Norway to forward common positions, both with Norway and other like-minded donors, e.g. Latvia, Lithuania, Sweden, the Netherlands and Germany. There is little practical difference between the GEF council and the LDCF council, although Denmark has a single seat on the LDCF Council as Norway does not support the LDCF. However, there is very little opportunity for substantive engagement as the LDCF Council meets during a lunch break of the GEF Council meeting. The most important issues are raised at the GEF council meeting. (Indicator 8.2)

**There are a range of factors behind the positive influence both within WBG and the international funds supported. Senior WBG staff in particular emphasise the importance of the development of trust at the operational level and the mobilisation of political capital to influence other board members.** These factors and lessons learnt across the WBG and the two funds are summarised below:

- **Regular communication** – Clear and regular communication and information sharing with the operational level in the WBG that gives a basis for building up trust. As there is only a very short window of opportunity at board and other key meetings, the messaging needs to be precise and short. The Nordic-Baltic Office developed a set of

procedures and protocols that guided all involved in how to ensure short and effective communication and messaging.

- **Consistency** – The communication from the Nordic-Baltic Office was consistent across time and across different forums and people at high and operational level. Visiting ministers and others were briefed in advance so that they would keep ‘on message’. In the case of GCF, Denmark has been an active member of the Board, achieved through its consistent attendance at the four-monthly Board meetings over the last eight years, where it shares a seat with the Netherlands. This consistency has led to influence.
- **Absence of any hidden agenda** – Denmark’s agenda on climate was credible and accepted at face value as it was not perceived as being politically influenced or linked to obtaining concessions in other areas.
- **Credibility as climate advocates** – Denmark and the Nordic-Baltic countries were perceived as credible climate advocates because of their own country actions and their development cooperation was seen as displaying the same values as they were advocating.
- **Collaborative attitude** – The relationship with the WBG at the operational level was pro-active and collegial rather than being adversarial and defensive – common goals were established at the managerial and operational level and the Nordic-Baltic Office tended to work with WBG management not against it or in ways that could undermine it.
- **Active caucusing** – The Nordic-Baltic Office helped by holding pre-meetings with board countries in advance of key events to get a clear position and agreement in advance. This, in the view of the WBG, led to a more climate ambitious outcome and a clearer authorizing environment for pursuing climate-related strategies. The same was found for the GCF where Denmark exerts influence through participating in inter-board consultations in addition to attending Board meetings. This includes commenting on draft policies and technical documents in between Board meetings. However, the amount of paperwork produced by the Secretariat for the Board’s consideration has increased significantly over the years, testing the capacity that Denmark can devote to such reviews.
- **Allies and mobilising political leverage** – Denmark through the Nordic-Baltic Office was willing and able to mobilise its political leverage to seek and facilitate common positions by directly engaging with member states or other constituencies. An important aspect here was the use of diplomatic skills to negotiate and facilitate pragmatic compromises whilst still upholding key principles. There

was a clear recognition that neither funders nor borrowers could be forced into positions they did not want, they had to be persuaded. Borrowers are major contributors to the WBG through repayments of loans, interests and fees. An example is the toning down of references to the Paris Agreement in order to gain commitment to a stronger climate position than would otherwise have been the case. Goal setting, as another example on the IDA 19 commitments on climate needed to be realistic and flexible if more ambitious targets were to be agreed on.

- **Mobilising Danish expertise to convince sceptics and inspire enthusiasts** – The Nordic-Baltic Office arranged and facilitated the exposure of Danish expertise from both the public and private sectors in Denmark. The examples and case studies provided were found convincing and informative both for the WBG climate staff but also board members and advisers from member countries. An example is the City of Copenhagen outlining together with four other cities its strategy and plans for adopting a forward-leaning approach to climate change. Another example, on mitigation, was the demonstration by Danish energy companies on how they were able to operate at profit and engage in renewable energy and energy efficiency in developing countries.
- **Linking to opportunities** – As noted earlier, timing and prioritising actions and resources at key points of change e.g. the IBRD/IFC replenishment and IDA 19 replenishment and the launching of the WBG climate action plan and in the case of GCF at the 2019 replenishment process.
- **Financing independent studies** – Especially for contro-versial issues Denmark has influenced through financing studies an example is the influence on improving the performance of the LDCF. In 2008-2009, Danida and the GEF Evaluation Office carried out a Joint External Evaluation on the Operation of the LDCF to evaluate the results and lessons learned from the use of the LDCF in financing and promoting climate change adaptation in LDCs and to provide recommendations regarding the future role of the LDCF. Although US\$200 million had been pledged to the Fund at the time of the evaluation, less than US\$12 million had been accessed by the 49 LDCs eligible for support. Overall, the Evaluation found that the LDCF had accomplished the main target of supporting the preparation of National Adaptation Programmes of Action (NAPA) in the majority of the LDCs eligible for support from the fund. However, it found that the fund had been much less successful in supporting NAPA priority projects. Danida then funded a follow-up review in 2010 to assess the general efforts and specific actions undertaken by the LDCF Secretariat. The review found that substantial efforts had been made in response

to the evaluation's recommendations, and improved practices were continuing.

- **Financial support** – For IDA and the two funds the volume of financial commitments was also a factor of influence. Denmark's financial commitments to the GCF, made most recently through the pledge as part of the 2019 replenishment process, underpins the legitimacy of its GCF Board membership (*Indicators 8.3, 8.4*).

**There are inevitable trade-offs in the strategic approach to influencing change. These include: the level of Danish monitoring, the degree of compromise needed to reach common positions and, balancing the breadth and depth of the policy engagement given the resources available.** The setting of targets and “asks” in annual priority papers and other documents was clear but not generally accompanied by monitoring or reporting on the achievement. This is a weakness on one side but there is also an appreciation that the monitoring needs to be done by the borrower countries and the WBG itself. An example is that the Nordic-Baltic Office consistently pushed for references to climate outcomes in the country level results frameworks – in particular, in country strategies where there were a lot of promises related to climate but often no mention of climate in the results framework. There is a limit to what extent the constituency office could engage in monitoring such outcomes. It was dependent on others to monitor.

Other trade-offs include how vigorously to establish and pursue policy positions in areas such as the use of WBG funds for fossil fuel to increase energy access among the poor and what level of compromise was needed to ensure a clear message was sent. Probably the most sensitive trade-off was how wide or narrow a policy agenda to adopt given limited resources. Denmark has prioritised mitigation over adaptation in the view of some of WBG staff, which is in part a resources issue. It is noted for example that Danish representatives in the Climate Investment Funds did not maintain their contribution to adaptation or prioritise attendance at adaptation-related meetings, e.g. the PPCR sub-committee meetings (this could be explained as the Ministry of Climate, Energy and Utilities taking over increasing responsibility for the Climate Investment Funds with a focus on mitigation).

One of the trade-offs across WBG and both funds was the relatively short opportunity for influencing as the time speaking at board meetings was limited. This meant that prioritisation was needed, and the focus had to be on very few highly selected issues. In the WBG, the resident Board gave opportunities for up-stream influencing with staff and other member countries. At the same time, the amount of paperwork produced has increased by secretariats of the funds for the GCF and LDCF board consideration has increased significantly over the years, testing the capacity that Denmark can devote to such reviews. (*Indicators 8.1-8.4*)

**EQ9 Institutional learning: has institutional learning taken place within Danida on climate change adaptation that could support Danish input to the global adaptation and development agenda?**

**EQ9: Has institutional learning taken place within Danida on climate change adaptation that could support Danish input to the global adaptation and development agenda?**

9.1 Danish climate change adaptation programming and activities learned from the global discussions

9.2 The internal feedback mechanisms within Danida were effective and efficient

9.3 Danish institutional capacity and readiness to influence global discussions has increased

**Findings:**

- Some learning has taken place, but it is not easy to trace and MFA's institutional memory was weak.
- Lack of resources within the ministry was the main constraint to learning and this also affected the contribution to the global adaptation and development agenda.
- Danish capacity and readiness to influence the global adaptation and development agenda, although threatened by dwindling resources, show potential through mobilising Danish public and private sector experience.

**Some learning has taken place, but it is not easy to trace and MFA's institutional memory was weak.** There seems to be a consensus that it has been difficult for the head office of Danida or even more so the bilateral missions to learn from Denmark's engagement in the global landscape. Although the Nordic-Baltic Office itself, for example, has a strong feedback loop and a detailed set of procedures for reporting back to the constituent capitals there is not an operational mechanism for making use of learning from engaging with the global landscape within Danida. No structured mechanism for sharing knowledge and insight from engagement with the WBG or the funds supported has been found although it is clear that on an individual level learning and insight has taken place. Danish staff seconded to or employed by the World Bank are also a source of learning, if and when they return to Denmark or take up employment in Danida. There are some potential areas of learning and engagement that could be prioritised such as ensuring that Danish bilateral country programmes make use of the LDCF, GCF and World Bank programmes and make use of analysis such as the WBG strategic country diagnostics and country partnership frameworks, in managing their own programmes. The GCF Secretariat acts as a global knowledge hub on climate action, producing many relevant technical publications. However, this remains more of a potential to be exploited rather than already widely established practice within MFA. (*Indicators 9.1-9.3*)

**Lack of resources within the ministry was the main constraint to learning and this also affected the contribution to the global adaptation and development agenda.** It is difficult to pinpoint why learning has not taken place beyond resources constraints. Most interviewees pointed to the rotation of staff and the fact that everyone is busy and there is not enough time to document and absorb learning and make it available to bilateral programmes. Putting an operational mechanism in place for sharing would help, but even then, it seems unlikely that there would be sufficient resources or time to make it work. Knowledge management seems to be a weak point, and this appears to have been lost in the otherwise positive steps taken towards harmonising development cooperation. There is a danger that without more resources being made available, Danida could become less able to learn and increasingly unable to contribute with innovative and new ideas. Ultimately, Denmark could become increasingly less interesting to listen to. There is a risk here that the Danish contribution to the global landscape will be reduced to just the funds made available, without other added value. *(Indicators 9.1-9.3)*

**Danish capacity and readiness to influence the global adaptation and development agenda, although threatened by dwindling resources shows potential through mobilising Danish public and private sector experience.** The WBG staff noted that whilst the resources available at Danida might be reducing, there was still innovative and creative ideas and contribution from the Danish public and private sectors. The cases given earlier on the contribution from the City of Copenhagen to urban climate change adaptation and within mitigation but benefiting from similar skill transfer mechanisms, the Danish energy companies have been cited as examples. However, these undoubted and probably underutilised resources still need to be facilitated and would be unlikely to have much effect if not actively promoted through channels such as the Nordic-Baltic Office. A forward leaning example of the mobilisation of such resources and its facilitation by Danida is the Danish 'State of Green' organisation housed in the confederation of Danish industry. *(Indicator 9.3)*

# 4 CONCLUSIONS AND RECOMMENDATIONS

Across the nine evaluation questions a set of conclusions are presented below:

1. Danish policy priority to climate change varied over the evaluation period. Such evolving priorities, combined with the inherent institutional challenges to addressing climate change adaptation, resulted in weakening strategic focus.
2. Climate change adaptation is complex, subject to uncertainty, and its specific challenges were often insufficiently understood. This weakened and complicated efforts to both mainstream and engage directly with climate change adaptation.
3. Danish engagement effectively supported increasing partner country commitment to mainstreaming climate change adaptation. There was a stronger focus on planning and budgeting than on strengthening implementation and monitoring. It was challenging for the support to contribute to reducing an important gap between policy and practice.
4. The extent to which a robust and comprehensive approach to adaptation was applied varied significantly in the Danish funded development engagements and depended on the individual implementing partner, even for the Climate Envelope.
5. The community-level interventions were in general effective at targeting and empowering vulnerable people and led to increased livelihood resilience and poverty reduction.
6. Making a significant contribution to transformation proved challenging to achieve with the resources available to Denmark and was dependent on committed national and local leadership in partner countries.
7. The most promising potential for transformation appeared when a programmatic approach that responded to national incentives was adopted. However, the sustainability of many such initiatives often remains in doubt without continuing external assistance.

8. Danish engagement with the global landscape demonstrated influence on the multilateral interventions that it contributed to.
9. There was relatively little learning within Danida due to missing mechanisms for sharing and resource constraints.
10. Danish capacity and readiness to influence the global adaptation and development agenda, although threatened by dwindling resources, showed potential through mobilising Danish research as well as experience within the public and private sectors.
11. The range of funding modalities enabled Danish cooperation to reach different target audiences and different levels and respond to different objectives and contexts, but the potential of the modalities has not yet been fully utilised.

**Conclusion 1) Danish policy priority to climate change varied over the evaluation period. Such evolving priorities, combined with the inherent institutional challenges to addressing climate change adaptation, resulted in weakening strategic focus.**

### Fluctuating Danish policy priorities resulted in weakening strategic focus

In the 2005-2010 period, Danish cooperation was at the forefront of climate change or in line with global commitments and guidelines on climate change, and explicitly encouraged adaptation in its development programmes. From 2010 onwards, climate change was still mentioned as a key objective of Danish cooperation but focused mostly on climate change mitigation. In 2014, a guidance manual together with mandatory screening note on climate change and green growth was produced, but it did not focus on climate change adaptation. Instead, it brought together growth and environmental concerns, making climate change adaptation measures less visible. After 2015, while global commitments were reflected in the Paris Agreement, the political momentum around climate change in development cooperation decreased in Denmark, with other topics rising on the agenda (migration, peace and security). The 2017 overall development strategy, *“The World 2030”* shows this change, as the four priority areas (security, migration, growth and freedom/ human rights) do not include explicitly climate-related considerations.

In 2015, strategic guidance was elaborated for the Climate Envelope and the commitment to adaptation grew, particularly under the bilateral assistance. Yet, this was not reflected in Danish policy and operational guidance (the green growth guidance is no longer in use). With bilateral programmes being primarily guided by partners’ priorities, this effectively led to less priority to the mainstreaming of climate change adaptation in Country Programs formulated in 2015-2019 (e.g. Burkina Faso and Kenya). Danish support to climate change adaptation mainstreaming remained largely focused on natural resources and

agriculture sectors and failed to address the challenges of mainstreaming into private sector-oriented interventions.

**Conclusion 2) Climate change adaptation is complex, subject to uncertainty, and its specific challenges were often insufficiently understood. This weakened and complicated efforts to both mainstream and engage directly with climate change adaptation.**

Climate change adaptation is very much interrelated with other development objectives; a “continuum” exists between climate change adaptation, climate variability and broader sustainable economic development. The implications of this blurred understanding of how to define and differentiate climate change adaptation are diverse. While climate change adaptation and development objectives may be almost systemically aligned for some sectors, integrating climate change adaptation into other sectors such as governance, peace and stability is considered more difficult, if not disruptive. This complexity and uncertainty is combined with variable embassies’ and partners’ understanding or prioritisation of climate change adaptation, eroding technical and political economy analysis both at MFA and embassies, and the absence of clear guidance on how to address or mainstream climate change adaptation into development cooperation. This has led Danida to often adopt a (primarily) support role with limited ability to question partner’s orientations or respond to their demand for knowledge and innovation support. But it also constrained Danida’s ability to appreciate more strategic and longer-term opportunities, to question what was realistic to aim in specific political and institutional contexts, as well as to provide innovative support to address climate change adaptation.

**Limited guidance and knowledge oriented investments compromised addressing climate change adaptation complexity**

**Conclusion 3) Danish engagement effectively supported increasing partner country commitment to mainstreaming climate change adaptation. There was a stronger focus on planning and budgeting than on strengthening implementation and monitoring. It was challenging for the support to contribute to reducing an important gap between policy and practice.**

Partner countries’ commitments and investments in climate change adaptation made progress over the period. In all four case study countries, there is evidence of Danish influence on partners’ commitments to climate change adaptation mainstreaming in national, sectoral, or local development plans or strategies, particularly focused on natural resources and agriculture sectors. Such Danish influence is documented beyond this evaluation (e.g. in Bolivia, Nepal, Vietnam and Mozambique).

**Mainstreaming results have been patchy and focused on policy and planning**

Despite progress in policy commitments, budgeting and planning, evidence of implementation of climate change adaptation mainstreaming and related results is more limited, often due to partner’s capacity constraints, institutional or coordination challenges. Attention to climate

proofing of Danish investments is often addressed through broader environmental screening. While likely low, risks of negative impacts of Danish investments on adaptation objectives were not assessed.

**Conclusion 4) The extent to which a robust and comprehensive approach to adaptation was applied varied significantly in the Danish funded development engagements and depended on the individual implementing partner, even for the Climate Envelope.**

**The Climate Envelope did not foster a more robust engagement in adaptation**

The Climate Envelope was significant in that it provided a dedicated window for climate assistance. However, the Climate Envelope had a stronger focus on mitigation than adaptation, with the latter receiving more funding from bilateral assistance than the Climate Envelope. However, Danida was not adequately equipped to provide strategic and technical guidance and support to its implementing partners on how to engage in a robust, systematic and comprehensive manner in climate change adaptation. Prior to 2016, the Climate Envelope did not have a clear strategy, and while that improved with the 2016 guiding principles, the overall Danish development assistance strategy from 2017 did not provide climate change adaptation guidance and signalled a reduced Danish focus and interest in engaging in adaptation. Moreover, staffing constraints and limited in-house technical expertise were often an impediment to the ability of the Danish embassies to provide strategic and technical guidance to the implementing partners. Hence, ensuring the robustness of the approach to climate change fell on the shoulders of the implementing partners, even for interventions funded through the Climate Envelope.

A number of implementing partners, in particular, international organisations and NGOs (e.g. Care, IUCN, UNDP) themselves, had the capacity to, and interest in, engaging in adaptation in a comprehensive and systematic manner. However, a number of national implementing partners, especially in the case where it was an existing partnership where adaptation had previously not been the main objective (e.g. support for local infrastructure in Bangladesh), did not have the in-house capacity to do so, and while some partners (e.g. ATA, Ethiopia and HYSAWA, Bangladesh) invested in developing an adaptation approach, others largely continued with business as usual or did not fully understand how adaptation-related to their core mandate (e.g. WSTF, Kenya).

The Climate Envelope was in a number of cases (e.g. water, sanitation and health and local infrastructure support in Bangladesh) used to continue funding existing partnerships, and in other cases as a means to start new partnerships, which had an adaptation element but not necessarily adaptation as its main focus, that were later incorporated in the bilateral support (e.g. Kenya). It was rarely used as an instrument to improve the quality or comprehensiveness of Danida's overall engagement in adaptation, nor to fund innovation, although it did fund

## CONCLUSIONS AND RECOMMENDATIONS

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interventions with robust and novel approaches to adaptation, especially at the regional level (e.g. [ALP](#) and [MCC/MFF](#)).

**Conclusion 5) The community-level interventions were in general effective at targeting and empowering vulnerable people and led to increased livelihood resilience and poverty reduction.**

The Danish adaptation support mainly went to LDCs and most of the countries supported had a higher level of vulnerability and/or a lower degree of readiness than the average LDC. Within the countries supported, the interventions that worked directly with communities often worked in regions particularly vulnerable to climate change (e.g. conflict-affected drylands in Kenya and the coastal zone in Bangladesh). Moreover, most, albeit not all, sample interventions were good at targeting poor and vulnerable communities and engaging with women, youth and other disadvantaged groups, even though they were not always fully able to reach the ultra-poor. In particular, the interventions that engaged in livelihoods opportunities and sustainable natural resource management/ecosystem services were able to increase the resilience to the impacts of climate change through improved agricultural and rangeland productivity, diversification and alternative income opportunities, with additional environmental and climate change mitigation co-benefits. Moreover, community empowerment and participation in local planning and governance were key factors for increasing climate resilience – in the case of [ALP](#) (Kenya, Ghana, Niger) and [NRT](#) (Kenya), even more so than the promotion of specifically improved animal husbandry and agricultural techniques and crops.

**Conclusion 6) Making a significant contribution to transformation proved challenging to achieve with the resources available to Denmark and was dependent on committed national and local leadership in partner countries.**

Attention to securing transformational change towards a climate-resilient economy is a recent emphasis in Denmark's international support for climate change adaptation. To achieve this goal requires action that extends beyond individual project interventions, yet little evidence was found to show how climate change programming by Denmark has considered the political economy within each country that would allow this to happen. National commitment to strengthen climate resilience varies considerably across partner countries. Progress is evident through the strong state-led approach in Ethiopia, where for the last decade the Climate Resilient Green Economy Strategy (CRGE) has been a prominent element within national development planning across government ministries and sectors. Progress is also evident through a focus on community-empowerment and support for decentralised approaches in Kenya. In both cases, Denmark has been able to make significant contributions to the processes of national transformation that

**Danish support enhanced the resilience of poor and vulnerable people**

**Transformation is a highly ambitious goal but essential for long-term sustainability**

are now underway. However, there remains a considerable gap between transformational intent and implementation results of the sampled interventions. This applies across all dimensions of transformational change, highlighting the complexity of how to contribute to systems change through the implementation of development programmes and projects.

**Conclusion 7) The most promising potential for transformation appeared when a programmatic approach that responded to national incentives was adopted. However, the sustainability of many such initiatives often remains in doubt without continuing external assistance.**

Securing sustainability has been the weakest element in promotion of transformation

Some interventions have been identified where the prospects for transformation appear promising. From the sampled interventions these include the ALP (Ghana, Kenya, Niger) and the support to the OPM (Kenya); GATE-ATA and the SCI-LDCF (Ethiopia); PAGIRE (Burkina Faso); and SDUP (Bangladesh). These interventions all show evidence of progress made towards transforming systems, where the alignment principle of the aid effectiveness agenda is being respected in Denmark's support for climate change adaptation. At the programme and project design stage, the strongest dimension of transformational change is the linkage between the development investment and go-vernment's own policies and strategies for climate change adaptation. This is an early enabling condition that increases the potential for transformation.

Interventions that have included the views and opinions of multiple stakeholders from the design stage through into implementation, and thus having secured broad legitimacy among intended beneficiaries, appears to be a promising strategy for Denmark to contribute towards the transformation required to secure strengthened climate resilience.

The sustainability of these investments is the weakest dimension in how Denmark supports the transformation that is necessary. This is often due to the limited national fiscal capacity to assume the costs of continuation let alone upscaling and replication (e.g. Kenya).

**Conclusion 8) Danish engagement with the global landscape demonstrated influence on the multilateral interventions that it contributed to.**

Denmark contributed to the global landscape ...

Denmark, generally speaking, had clear, consistent and well-founded policy agendas for engagement with the global landscape. For example, in the engagement with the World Bank, the Nordic-Baltic Office, working closely with the Ministry of Foreign Affairs, prepared annual priority papers that defined specific "policy level asks" which also covered climate topics. The major points of agenda centred on climate co-benefits, balance between mitigation and adaptation, incorporation of climate in

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country reform agenda and partnership frameworks. In the case of the GCF, Denmark placed emphasis and also contributed to the process of developing a more robust monitoring and evaluation framework. For the LDCF, Denmark prioritised early action on the reforms recommended by independent reviews.

The most important factors for influence were: timing of the intervention, the presence of a consistent and common like-minded donor agenda and, active engagement at both operational and political level. In particular, there was a willingness to mobilise political capital to influence member countries outside the like-minded group that were not initially as highly supportive of increased attention on climate change adaptation. Denmark, as a country, was perceived to “implement in practice what it preached in public” on climate change and this led, together with consistency in the level of engagement, to credibility and trust being developed over a period of time. The support and engagement at operational level and with other board members outside of formal events was important as the formal opportunities for influence were very narrow with very short time slots being available at key board meetings.

### **Conclusion 9) There was relatively little learning within Danida due to missing mechanisms for sharing and resource constraints.**

There is a consensus that it has been difficult for the head office of Danida and even more so the bilateral missions to learn from Denmark’s engagement in the global landscape. No structured mechanism for sharing knowledge and insight from engagement with the World Bank Group or the climate funds supported was found, although it is clear that on an individual level learning and insight has taken place. It was noteworthy that for cooperation reasons, the Nordic-Baltic Office in the World Bank had itself developed a strong feedback loop and a detailed set of procedures for reporting back to the constituent capitals. But there was not a corresponding operational mechanism for making use of learning from engaging with the global landscape within the Danish Ministry of Foreign Affairs.

Sharing of information and lessons learnt did take place but it was mostly ad hoc and not easy to trace. Most interviewees pointed to rotation of staff and the fact that everyone is busy and there is not enough time to document and absorb learning and make it available to bilateral programmes. Knowledge management seems to be a weak point, and this appears to have been lost in the otherwise positive steps taken towards harmonising development cooperation. Although it varied from country to country, the Danish bilateral country programmes did not make full use of or engage with the climate change adaptation initiatives of the LDCF, GCF and World Bank programmes and make use of analysis, which could shed light on climate change adaptation challenges and

**...but the internal learning and experience exchange was weak**

opportunities such as the WBG strategic country diagnostics and country partnership frameworks, in managing their own programmes.

**Conclusion 10) Danish capacity and readiness to influence the global adaptation and development agenda, although threatened by dwindling resources, showed potential through mobilising Danish research as well as experience within the public and private sectors.**

**Danish public and private sector skills were mobilised but more for mitigation than adaptation.**

World Bank Group staff, in particular, noted that some of the most influential learning and contributions to the global landscape came from the public and private sector in Denmark. Examples given included showcasing the climate change adaptation initiatives of the city of Copenhagen and within mitigation the testimony of profitable Danish energy companies operating in India. This effect is stronger within mitigation than adaptation. There appears to be an underexploited opportunity to mobilise Danish research capacities as well as public and private sector resources within climate adaptation. This is in contrast to countries such as the Netherlands that have more comprehensively mobilised their national experience and skill base in contributing to the global landscape within climate adaptation.

**Conclusion 11) The range of funding modalities enabled Danish cooperation to reach different target audiences and different levels and respond to different objectives and contexts, but the potential of the modalities has not yet been fully utilised.**

**Using a mix of modalities enabled Denmark to engage more different levels although the potential was not fully used**

Denmark applied four different modalities in its engagement in climate change adaptation, each with its own advantages and limitations (see Annex H for a detailed analysis of the modalities).

The Climate Envelope complemented the bilateral funding as it could fund regional and global thematic programmes with an explicit climate change adaptation focus, such as ALP and MCC/MFE, which contributed to the development of more comprehensive approaches to adaptation and transfer of experiences between countries. It also provided a vehicle for Danish engagement in global processes and enabled Denmark to respond in a timely manner to the need for fast-start finance prior to the GCF. At the country level, the Climate Envelope was closely linked to, and thus aligned with and benefitting from, the Danish bilateral cooperation. However, while it had potential for innovation and strengthening the robustness and comprehensiveness of Danish adaptation support, such opportunities were not utilised to their full potential, nor was the potential to explore and mobilise Danish adaptation expertise with the somewhat limited role of the Danish Ministry of Environment and Food.

The bilateral support had the advantages of having built long-term in-country partnerships and being at a comparatively large scale, the bilateral support was able to have a significant influence in specific

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sectors in some partner countries, such as the water sector in Burkina Faso, although being a relatively small donor in the context of other countries, such as Bangladesh, this was not always feasible for Denmark to achieve. The Danish process for programme formulation ensured that the bilateral engagement was based on a sound context analysis, which the country-level Climate Envelope support also could draw upon.

The multilateral support, often financed through the Climate Envelope, enabled Denmark to influence the global climate finance processes. Moreover, the support for the multilateral system benefitted from the multilateral system's technical and managerial capacities, strong fiduciary systems and ability to engage in multiple countries (also reaching beyond Danish partner countries), with little need for a comprehensive oversight and support from the MFA. However, the heavy and often slow bureaucracies and sometimes politicised governance of the multilateral agencies were a challenge. Moreover, the link to, and cross-fertilisation with, the Danish adaptation experiences and bilateral engagement was weak. At the intervention level, the Danish visibility and influence were limited.

The NGO funding through the Fund for Climate and Environment facilitated a longer-term strategic partnership with Danish NGOs and their in-country partnerships with NGOs, community-based organisations and communities. The interventions benefitted from the NGO's strong implementation capacities and experience vis-à-vis empowering communities and civil society, a strong focus on poverty reduction and resilience of vulnerable groups and a link between community-level work and pro-poor advocacy at national and international levels, as well as peer learning between countries and replication of approaches. However, the NGOs by nature remain dependent on continuous donor-funding.

Overall, Denmark made good use of the different modalities, as it enabled Denmark to engage at different levels and with different stakeholders, but the links between the different modalities were often insufficient to ensure synergy and mutual reinforcement. Opportunities to contribute to transformation through a tight coherence in the use of modalities under a programmatic approach that worked with others at scale and over a long-time frame were not fully exploited.

Based on the findings and conclusions a set of recommendations are presented below. These are supplemented by a summary of lessons learnt on climate change adaptation that have application beyond the Danish cooperation (see Figure 4.1).

1. Develop a long-term and realistic ambition for increasing Denmark's contribution to climate change adaptation at global, regional and country level.
2. Make greater strategic use of the Climate Envelope for interventions that are highly additional, innovative, experimental or strengthening the climate change adaptation approaches under the bilateral support.
3. Gain greater clarity over what climate change adaptation is and how Danish development cooperation can best support both mainstreaming and transformation.
4. Seek opportunities to reduce uncertainties on how best to adapt to climate change through enhancing climate-related knowledge, information and planning routines.
5. Adopt a programmatic approach that is informed by the political economy context of each partner country when aiming to contribute to transformation.
6. Develop internal sharing mechanisms and enhance the learning from and contribution to the global landscape.

**Recommendation 1) Develop a long-term and realistic ambition for increasing Denmark's contribution to climate change adaptation at global, regional and country level.**

Rationale: Climate change adaptation has far-reaching implications for attaining the SDGs and fulfilling the Paris Agreement. It is also crucial for ensuring that recent advances in poverty reduction are sustained and that trends in inequality and ecosystem degradation are reversed. The mainstreaming and transformation required is highly demanding and complex. At the same time, COVID-19 and other factors present a unique opportunity to create a transition to a greener and more inclusive future (Building Back Better and Greener). Denmark has recently launched a whole-of-government Global Climate Action Strategy (2020), which provides a springboard for building on the lessons outlined in this evaluation to develop a set of long-term and realistic ambitions on how to increase the contribution to climate change adaptation.

Linked to conclusions 1,2, 3, 6, 7, 8.

Contributes to the following Danish Global Climate Action Strategy (2020) aims:

- Increased global climate action

## CONCLUSIONS AND RECOMMENDATIONS

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- Strengthen focus on adaptation and sustainable development

This recommendation can be implemented by the following measures:

- Prioritise and develop an evidence base for where Denmark has most to offer within climate change adaptation in terms of technical expertise and demonstration, peer to peer public sector cooperation and climate diplomacy.
- Integrate consideration of the realistic ambition that Denmark (led by national partners and working with international actors), can aim for in increasing its climate change adaptation contribution, at a country/thematic programme level in the current and next generation of country programmes.
- Enhance climate diplomacy and increase the focus on climate change adaptation as part of a green transition.

**Recommendation 2) Make greater strategic use of the Climate Envelope for interventions that are highly additional, innovative, experimental or strengthening the climate change adaptation approaches under the bilateral support.**

Rationale: With limited strategic guidance to embassies and implementing partners, the Danish Climate Envelope was not used in a systematic manner to strengthen the robustness and comprehensiveness of Danish climate change adaptation support, nor to provide tools and approaches for mainstreaming climate change adaptation across the Danish development assistance. Moreover, there was limited synergy and cross-fertilisation between support under the different modalities. Danish climate change adaptation expertise, capacities and solutions were also not mobilised significantly.

Linked to conclusion 2, 3, 4, 5, 9, 11

Contributes to the following Danish Global Climate Action Strategy (2020) aims:

- Reduce global greenhouse gas emissions
- Strengthen focus on adaptation and sustainable development

This recommendation can be implemented by the following measures:

- Identify opportunities to catalyse mainstreaming of climate change adaptation in the bilateral programme.
- Engage with a long-term horizon beyond the normal five-year development planning, including addressing regional and transboundary adaptation challenges and promoting ecosystem-based approaches.
- Mobilise the climate change adaptation technical skills and expertise of the Ministry of Environment, Ministry of Food, Agriculture and Fisheries, and other Danish public and private entities.
- Support a help desk function to assist embassies and implementing partners in understanding and integrating climate change adaptation in a more robust and focused manner.
- Invest in opportunities for linking bilateral, multilateral and NGO partners in peer learning, experience sharing, coordination and provision of technical inputs.
- Prioritise climate change adaptation solutions that have significant co-benefits, such as nature-based solutions and the “quadruple win” of a) poverty reduction, b) enhanced climate resilience, c) conservation of natural resources and biodiversity, and d) reduced greenhouse gas emissions and carbon sequestration.

**Recommendation 3) Gain greater clarity over what climate change adaptation is and how Danish development cooperation can best support both mainstreaming and transformation.**

Rationale: Stronger climate change adaptation strategic orientations are needed. Addressing the lack of clarity over what climate change adaptation is, and the extent to which it should be pursued as a priority by Danish development cooperation are prerequisites for stronger implementation. More specifically, attention to securing transformational change towards a climate-resilient economy is not reflected in any strategic or operational guidance (despite being recognised as a principle of project effectiveness for the Climate Envelope). There is limited clarity about the roles and remits of mainstreaming and targeted climate change adaptation approaches to contribute to transformation objectives.

Linked to conclusion 1, 2, 3, 4, 6, 7

Contributes to the following Danish Global Climate Action Strategy (2020) aims:

- Strengthen focus on adaptation and sustainable development

## CONCLUSIONS AND RECOMMENDATIONS

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- Cooperate with the private sector on green solutions

This recommendation can be implemented by the following measures:

- Develop climate change adaptation transformation oriented strategic guidance especially on scale, systemic change and sustainability, and clarify the expected contribution of mainstreaming approaches and objectives.
- Dedicate investments to addressing specific sectoral or thematic gaps vis-à-vis climate change adaptation mainstreaming into peace and security interventions.
- Explore, identify, and test possible windows of opportunities for mainstreaming climate change adaptation in the Danish support for private sector development, learning from the experiences of implementing partners and other development partners (e.g. distribution of water-saving devices, drip irrigation equipment, drought-tolerant seeds).
- Prioritise contribution to addressing climate change adaptation transformation and mainstreaming assessment gaps and make use of international experience on monitoring of climate change adaptation for that purpose.

### **Recommendation 4) Seek opportunities to reduce uncertainties on how best to adapt to climate change through enhancing climate-related knowledge, information and planning routines.**

Rationale: The complexity and uncertainty about how climate change will affect weather patterns, especially at the local level, as well as the anticipated increases in climate variability, are major challenges for ensuring effective adaptation. As evidenced by ALP (Ghana, Kenya, Niger) and SCI-LDCF (Ethiopia), improved access to climate and weather information and linking this to planning processes, can help in ensuring that adaptation needs are addressed systematically and in a preventive manner, and can thus contribute to catalysing mainstreaming and transformation. Denmark has considerable expertise in weather forecasting, climate modelling and planning tools for adaptation investments.

Linked to conclusion 2, 4, 10

Contributes to the following Danish Global Climate Action Strategy (2020) aims:

- Strengthen focus on adaptation and sustainable development

This recommendation can be implemented by the following measures:

- Support the development, use and dissemination of local and indigenous knowledge on weather information, coping strategies, and solutions.
- Promote cooperation between Danish and partner country authorities, especially in delivering and developing climate information at the subnational level.
- Promote transfer of Danish technology with a particular emphasis on identifying appropriate and feasible technologies and tailoring them to the specific national and local contexts of the partner countries.

**Recommendation 5) Adopt a programmatic approach that is informed by the political economy context of each partner country when aiming to contribute to transformation.**

Rationale: There is under-developed potential for working with others, through co-funding and making alliances with other international partners who undertake contextual analysis, especially where the Danish representation does not have the resources to lead support on climate change adaptation. Stronger engagement with key actors at the subnational level, including civil society, the private sector and local government is needed to complement and bridge the gap between national policy and implementation.

Linked to conclusion 6, 7

Contributes to the following Danish Global Climate Action Strategy (2020) aims:

- Increased global climate action
- Strengthen focus on adaptation and sustainable development

This recommendation can be implemented by the following measures:

- Ensure that Danish Country Country Strategic Frameworks and related programmes and projects, as the main vehicles to securing a programmatic approach, are prepared in full knowledge of the Guiding Principles of the Climate Envelope, which emphasises transformation as a principle of project effectiveness.

## CONCLUSIONS AND RECOMMENDATIONS

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- Strengthen collaboration with bilateral and multilateral partners in-country that are leading climate change adaptation initiatives with national and local governments.
- Develop specific guidance on how programme and projects can contribute to the goal of transformation.
- Make full use of the range of modalities to take advantage of their comparative advantage ensuring there is a balance between policy support (where government and multilateral delivery modalities often have an advantage) and implementation on the ground that directly benefit the poor and vulnerable (where civil society modalities often have an advantage).
- Ensure embassy staff are capacitated to contribute effectively in national forums on climate change.

### **Recommendation 6) Develop internal sharing mechanisms and enhance the learning from and contribution to the global landscape.**

Rationale: Although Denmark has had some influence in the global landscape, it has not contributed as fully as it could. The research capacities, as well as public and private sector experience and expertise in climate change adaptation, has not been fully mobilised and there is not a clear channel for experience from the bilateral programmes to influence the global level discussions. Within the Ministry of Foreign Affairs, there is a missing mechanism for information exchange and sharing on the engagement with the global landscape. The resources to provide a high-quality response and interaction at the global level are limited and if not increased mean that ways of working more closely with others and concentrating attention on fewer initiatives will be needed.

Linked to conclusion 8,9,10

Contributes to the following Danish Global Climate Action Strategy (2020) aims:

- Increased global climate action
- Strengthen focus on adaptation and sustainable development
- Cooperate with the private sector on green solutions

This recommendation can be implemented by the following measures:

- Mobilise the Danish public and private sector experience and skillset within climate change adaptation.
- Work closely with others to develop a common agenda to share the burden of engaging with the global landscape.
- Reduce the number of organisations and initiatives that Denmark engages with in order to concentrate resources.
- Increase the human and other resources devoted to climate change adaptation policy, research and influence.
- Map the capacity and effectiveness of multilaterals to support climate change adaptation and use this as a parameter for increased support or where the organisation is lacking, Danish policy inputs and impetus to do more will be important in collaboration with like-minded developing and developed partners.

### E. Summary of learning across the evaluation

#### CLIMATE CHANGE RESILIENCE

- **Working through civil society partners with a presence on the ground has built the resilience of highly marginalised groups**, but without wider system change (including integration in government budgets) the gains are threatened.
- **Factors that led to higher levels of resilience and likely sustainability have been identified** and include: building on local strategies for coping with climate variation and changing weather; focus on community empowerment, capacities, institutions and participation in decision-making; engagement with key actors at the subnational level, including community-based organisations; facilitation of dialogue and cooperation among different stakeholders and; linking climate change adaptation with livelihoods and income streams.
- **It has not been easy within the bilateral cooperation to contribute to the resilience linked to long-term protection of ecosystems** – especially those that are transboundary or regional in nature.

#### MAINSTREAMING

- **Bilateral support programmes offer an opportunity to mainstream climate change adaptation within but also beyond the traditionally considered sectors** – especially as these programmes are financed over a 5 to 20-year horizon, often multi-donor in nature and benefit from close and trusting relationships built over many years. In many, but not all cases, this opportunity has been overlooked.
- **Overcoming the implementation barriers to mainstreaming is a priority as policies are often in place but not implemented.** In most sectors and in the support provided for mainstreaming climate change adaptation there is a significant gap between policy and practice.
- **Embassies and bilateral missions themselves often do not have the skill set and resources to effectively mainstream or contribute to climate change adaptation**, at least not optimally – something more is needed from headquarters.

#### TRANSFORMATION

- **Climate change adaptation transformation is only rarely framed as an explicit objective** and often without an assessment on whether, and if so how, international cooperation can contribute – this implies a strong diagnostic understanding of the challenges and opportunities, including an assessment of whether the process is genuinely partner initiated and led.
- **So far project-based cooperation has recorded most progress at community and local government level but only rarely is this joined up at all levels.** Sustainable change and transformation demands public sector policy and system change as well as changes within the private sector and civil society in values, behaviour and awareness.
- **The political economy and scale are key factors that influence the realistic level of climate change adaptation transformation that can be achieved.** Both imply a high degree of alignment with country actors and harmonisation with other development partners – this is difficult to achieve significantly, if you go alone.

### CLIMATE ENVELOPE

- **Climate change adaptation is complex, highly situation-specific, long-term and challenged by uncertainty** – improvements in the information environment are a trigger for change.
- **As effective climate change adaptation is influenced by many of the same factors as wider development it has not been easy to identify highly specific climate change adaptation interventions** that are distinct from normal development cooperation.
- **Climate change adaptation is particularly well suited to bilateral programming as it is highly situation-specific** and can potentially contribute to awareness-raising, the information environment and to longer-term investments and decision making.

### GLOBAL LANDSCAPE

- **The impact on the global landscape has the greatest effect when working with like-minded countries to influence more sceptical and less like-minded countries**, both in the developing and developed countries.
- **Working with the global landscape and through multilateral organisations holds out greater prospects of transformation** at country level that reaches all levels because of the scale of resources needed, the need for harmonised efforts and the degree of influence and advocacy required.
- **Both learning from and contributing to the global landscape in a systematic way is demanding for bilateral development agencies with limited resources** – greater concentration perhaps through an agreed “division of labour” approach could be relevant.





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# **EVALUATION OF DANISH SUPPORT FOR CLIMATE CHANGE ADAPTATION IN DEVELOPING COUNTRIES**

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**MINISTRY OF FOREIGN AFFAIRS  
OF DENMARK**

2 Asiatisk Plads  
DK-1448 Copenhagen K  
Denmark

Tel +45 33 92 00 00  
Fax +45 32 54 05 33  
um@um.dk  
www.um.dk

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