From risk to resilience: An integrated approach to harmonise climate change and disaster risk planning

Report

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Executive Summary

Climate change and disaster risk reduction and management are treated as separate thematic issues at both international and national level. The policies, regulatory framework and planning guidelines for disaster risk reduction and climate change are different. There were attempts in the past to harmonize climate change and disaster risk planning at the local level. However, these attempts were limited to projects which aimed at mainstreaming climate change and disaster planning within the project activities and framework. There were no concrete efforts to bring the two planning processes together.

This discussion note is prepared to examine both opportunities and challenges of harmonizing different framework and guidelines on climate change and disaster risk. It is intended to stimulate discussion on the need for a common framework of understanding.

The findings show that the current political context provides both scope and opportunities to push for integrating climate change and disaster risk in development policies and plans, although it also raises challenges. A key issue is when is it appropriate to start thinking about integrating Climate Change Adaptation (CCA) – Disaster Risk Reduction (DRR) - when these new local governments are still setting up basic systems, learning how to do planning etc. If we believe that climate change and disaster risk should be integrated, the risk understanding approach is vital in this regard. A key objective should be to help governments understand risk and take appropriate measures to address climate change and disaster risk. In this whole process, the ownership, acceptability and commitment of provincial and local government and other stakeholders becomes very important. The aim is to support how we can help national and local stakeholders internalize the severity of risk and urgency of response measures.

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List of abbreviations

CCA	Climate Change Adaptation
CSO	Civil Society Organisation
DFID	Department for International Development
DRR	Disaster Risk Reduction
DRRM	Disaster Risk Reduction Management
GoN	Government of Nepal
LAPA	Local Adaptation Plans of Action
LDCRP	Local Disaster and Climate Resilient Planning
LDMC	Local Disaster Management Committees
LDRMP	Local Disaster Risk Management Plans
LDRMPDG	Local Disaster Risk Management Plan Development Guideline
MoHA	Ministry of Home Affairs
MoEWRI	Ministry of Energy, Water Resource and Irrigation
MoFAGA	Ministry of Federal Affairs and General Administration
MoFE	Ministry of Forest and Environment
NAPA	National Adaptation Programme of Action
NCCSP	Nepal Climate Change Support Programme
PIF	Policy and Institutions Facility
SDG	Sustainable Development Goal
VC4	Village Climate Change Coordination Committee
VDC	Village Development Committee
VFCC	Village Forest Coordination Committee
UNFCCC	United Nations Framework Convention on Climate Change

1 Context Setting

Climate change and disaster risk reduction and management are treated as separate thematic issues at both the international level, as well as in national level policies and practices. Disaster risk at the international level is guided by the Hugo-Framework (2005-2015) and the Sendai Framework for Disaster Risk Reduction (2015-2030). Climate change, on the other hand is guided by the United Nations Framework Convention on Climate Change (UNFCCC) and associated International agreements, including the most recent Paris Agreement (PA).

At the national level in Nepal, the Ministry of Home Affairs (MoHA) leads on disaster risk reduction and management, whereas, the Ministry of Forests and Environment (MoFE) is the focal point for climate change. Likewise, the Ministry of Federal Affairs and General Administration (MoFAGA) is coordinating the development of guidelines for the integration of Climate Change Adaptation (CCA) and Disaster Risk Reduction (DRR) into the planning process. The communities in these fields are also divided, with one more inclined to relief and response, while the other more involved in international processes. Although there is convergence in terms of approach and interventions at the local level, climate change and disaster related organizations operate in silos.

The policies, regulatory framework and planning guidelines for disaster risk reduction and climate change are different. Disaster risk and management is guided by Disaster Risk Reduction and Management Act (2018), DRRM policy and strategies (2018) and District and Local Disaster Risk Reduction Planning guidelines. Climate change is guided by the Climate Change policy, National Adaptation Programme of Action (NAPA) and Local Adaptation Plans of Action (LAPA) framework. Recently, there is also a draft framework on Local Disaster and Climate Resilient Planning (LDCRP), taken forward by the MoFAGA, which is trying to combine climate change and disaster risk. However, the draft LDCRP is inclined towards disaster risk and treats climate change shallowly.

There were attempts in the past to harmonize climate change and disaster risk planning at the local level. However, these attempts were limited to projects which aimed at mainstreaming climate change and disaster planning within the project activities and framework. There were no concrete efforts by the government to bring the two planning processes together.

This discussion note is prepared to examine both opportunities and challenges of harmonizing different framework and guidelines on climate change and disaster risk. It is intended to stimulate discussion on the need for a common framework of understanding.

2 Understanding risk and resilience: emerging perspectives

Many disaster related risks arise due to climate variability and climate extremes[1], such as floods, landslides and droughts. As a consequence, efforts to reduce climate-related disasters have existed for a long time, and in recent years, there has been growing attention to the relationship between climate change adaptation and disaster risk reduction. In relation to climate extremes, there are considerable similarities in the types of actions needed to reduce both kinds of risks and there is great scope for mutual learning, while noting that climate change has the potential to increase the intensity and frequency of disasters which may require additional or new actions when compared to past trends. In conclusion, the overlap is therefore on issues related to shocks and stresses- climate related disasters.

As experience and understanding on climate change adaptation and disaster risk reduction and management (DRR&M) grows, there is increasing recognition that these two fields share many common objectives[2]: reducing the risk and vulnerability of communities and their livelihood and development entities, reducing the risk to infrastructure and the built environment, etc. In the longer term it is about contributing to resilience building and achieving sustainable development goals (SDGs) including wider context to development. Once the development basis of adaptation to climate change and disaster risk management are considered, along with the role of vulnerability in the constitution of risk, the temporal scale of concerns, and the corrective as well as prospective nature of disaster risk reduction, the similarities between and options for merging of concerns and practices increases commensurately.

While there are important differences – notably the importance of earthquake risk in the DRR context and the impact of changing trends for climate change adaptation – it is possible to use a resilience framing that captures the DRR-CCA landscape. As an example, Department for International Development (DFID)[3] defines resilience as ‘the ability of countries, communities and households to manage change by maintaining or transforming living standards in the face of shocks or stresses without compromising their long-term prospects’.

[1] Weather is the condition of the atmosphere are over a short period of time. Climate is how the atmosphere "behaves" over long periods of time, i.e. 20 or 30 years. Climate variability reflects periodic or intermittent changes from this average, such as caused by El Niño or La Niña events.
[2] While noting there are differences. Disaster risk reduction covers a much wider set of risks than climate related disasters. Climate change adaptation also addresses changing trends (not just shocks or disasters).
[3] Defining Disaster Resilience https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/186874/defining-disaster-resilience-approach-paper.pdf

The integrated legal and policy measures to respond to climate change and DRR, directly and indirectly, have profound significance to ensure and enhance resilience, as much as it is important to provide integrated, holistic legal and policy responses for efficient and effective outcomes. The changed political context in the country support a reform agenda targeted to benefit rural and urban populations. There are potential opportunities to harmonise the existing legal and policy processes and outcomes when it comes to local level. An accountable, informed, willing and capacitated local level government could play an important role in converging divergent and fragmented legal and policy processes, to create synergistic action.

Box 1: Understanding climate and disaster risk

1. Disaster risk continues to increase dramatically in many parts of the world, arising from a combination of natural hazards, climate change, and environmental degradation, rapid and poorly planned urban development, socio-economic change, and insecure livelihoods.
2. New risks are arising from existing and emerging economic and social processes, and in some countries, these are growing faster than existing risks are being reduced.
3. Climate change is expected to continue to drive disaster risk, with potential increases in the frequency, intensity, spatial extent and duration of extreme events.
4. Important linkages between natural resource management, development, DRR, and climate change mitigation and adaptation exist but are frequently not understood or considered.

Source: SEI, 2014

The current international frameworks, such as United Nations Framework on Climate Change (UNFCCC), Sendai Framework on DRR&M and the Sustainable Development Goals (SDGs), have stressed the importance of integrating climate change and disaster risk reduction. At the national level, the key policy documents such as fourteenth development plan, policies and plans, SDGs status paper on climate change and DRR&M have realized the need to integrate climate change and disaster risk. In the federal context, the integration and mainstreaming effort helps in making efficient use of scarce resources, and the increasing recognition, especially at local and community level, that there is strong overlap between the two.

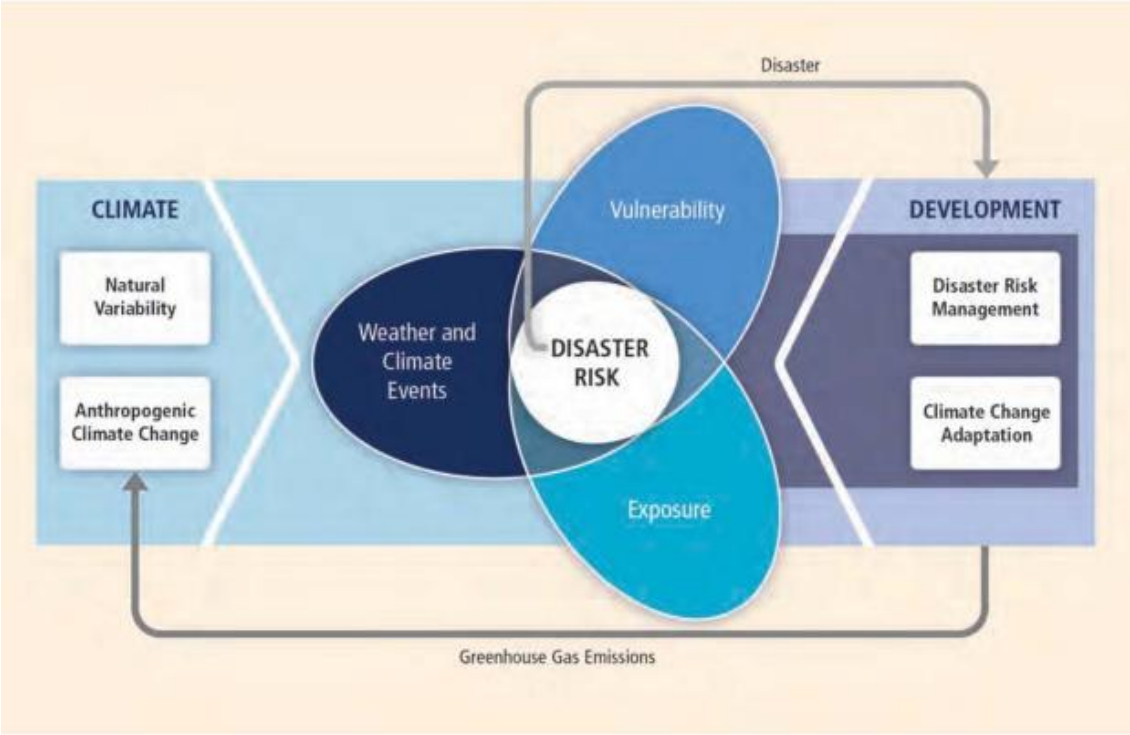
The integration and mainstreaming of climate change and disaster risk serve to meet specific objectives: i) policy and institutional harmonization; ii) financial gain; iii) addressing root-causes outside traditionally identified underlying causes; and iv) an integrated approach to address the root cause of risk and vulnerability.

Disaster risk management and adaptation to climate change focus on reducing exposure and vulnerability and increasing resilience to the potential adverse impacts of climate extremes and stresses (Figure 1). Adaptation to climate change and disaster risk management both seek to reduce factors and modify environmental and human contexts that contribute to climate-related risk, thus supporting and promoting sustainability in social and economic development. The promotion of adequate preparedness for disasters is also a function of disaster risk management and adaptation to climate change. And, both practices are seen to involve learning, having

a corrective and prospective component dealing with existing and projected future risk[4].

The inter-linkages between resilience and development is being increasingly recognized in countries like Nepal. At the same time, much work remains to be done to ensure that development helps to reduce, not exacerbate, vulnerability to environmental hazards, including climate change. For example, when dams are built, the change in water volume and flow can affect floods and drought risks downstream. Such problems are not inherent to development, but result from a failure to consider the range of current and possible future disaster risks in the planning process (SEI, 2014)[5].

Figure 1: Integrated approach to understanding climate and disaster risk



Source: Inter-governmental Panel on Climate Change (IPCC)

Thus special attention needs to be paid to the ways in which new knowledge about disaster risk and climate change is developed and how it moves into the policy realm. Iterative risk management, has been endorsed by the Inter-governmental Panel on

[4] Cardona, O.D., M.K. van Aalst, J. Birkmann, M. Fordham, G. McGregor, R. Perez, R.S. Pulwarty, E.L.F. Schipper, and B.T. Sinh, 2012: Determinants of risk: exposure and vulnerability. A Special Report of Working Groups I and II of the Inter-governmental Panel on Climate Change (IPCC). Cambridge University Press, Cambridge, UK, and New York, NY, USA, pp. 65-108.

[5] SEI. 2014. Marion Davis and Gregor Vulturiuss. It is based on: Schipper, E.L.F., Thomalla, F., Vulturius, G., Johnson, K., and Klein, R.J.T. (forthcoming). Climate Change and Disaster Risk Reduction. Background paper prepared for the Global Assessment Report on Disaster Risk Reduction 2015.

Climate Change (2014) as an effective approach to adaptation decision-making because it is most suitable for dealing with large uncertainties, long time frames, and the influence of both climate and non-climate related changes in disaster risk (Figure 1). It also offers decision-makers formalized methods to analyse vulnerability, risk and uncertainty and to assess possible policy responses (Provia, 2013[6]; SEI, 2014)

6 PROVIA (2013). PROVIA Guidance on Assessing Vulnerability, Impacts and Adaptation to Climate Change. Consultation document. United Nations Environment Programme, Nairobi, Kenya. http://www.unep.org/provia.

3 Climate and Disaster Risk Planning and implementation in practice: Key Learnings

Nepal has achieved notable progress in climate change and disaster risk planning and implementation. Disaster risk planning aims to identify, assess and reduce the risk of disaster, and natural hazards such as floods, droughts, earthquakes and cyclones. In Nepal, the government has prioritised mainstreaming DRR into Nepal's development, setting out an agenda for action in the National Strategy for Disaster Risk Management (NSDRM) (2009) that links the International Hyogo Framework of Action to Nepal's specific context. In Nepal, DRR planning for communities is formulated at Village Development Committee (VDC), now local government, level and implemented through Local Disaster Risk Management Plans (LDRMP). There are five steps to the LDRMP process: coordination, vulnerability assessment, plan preparation including identification of activities, implementation and monitoring and evaluation.

Climate Change Adaptation planning, as practiced in Nepal, is intended to decrease the impact of climate change on the security and welfare of climate vulnerable communities in Nepal. In 2010, a National Adaptation Programmes of Action (NAPA) was published and this set out the ambition to disburse at least 80% of climate adaptation funds at the local level. To support implementation at VDC level, now palika, the Government of Nepal developed a national framework for Local Adaptation Plans for Action (LAPA). The LAPA framework provides a way to integrate local people's adaptation needs for climate change resilience into local to national planning systems. The LAPA Framework ensures that the process of integrating climate change resilience into local planning is bottom up, inclusive, responsive and flexible. There are seven steps in the LAPA process: sensitization, vulnerability assessment, identification of adaptation options and prioritization, adaptation planning, integration into local plan, implementation, and monitoring and evaluation. It also noted that many of the interventions in the LAPAs were focused on core development activities, rather than climate risk targeted options.

Climate Change and disaster risk planning strategies have been embraced by international agencies, civil society organisations and are supported by strong policies at the national level. Of the previous 4000 VDCs in Nepal, only around 100 have developed a LAPA and around 200 have developed a LDRMP. In some VDCs either a LAPA or LDRMP has been prepared and in other VDCs both have been prepared. However, in most local governments in Nepal, there is no common

approach to climate-related shocks and stresses and even little understanding at the local level of the government policies and structures that do exist (BRACED, 2014)[7].

Both LAPAs and LDRMPs include activities designed to overcome climate-induced disasters, such as spur construction, which can lead to duplication. A key difference between the two approaches (specifically related to vulnerability assessment – stage 2 - and the identification of adaptation and disaster risk activities – stage 3) is that LAPAs focus solely on building the adaptive capacity and resilience of communities to climatic vulnerabilities in six thematic areas (climate induced disaster, infrastructure, agriculture and food security, forestry and biodiversity, public health, and water resource and energy); whereas LDRMPs include climatic disasters and **non-climate related disasters** such as earthquakes and animal attacks. However, whilst LDRMPs go beyond climatic vulnerability, LAPAs go wider and deeper to address climatic vulnerabilities. LAPAs include both short term and long-term activities, including agriculture-based programme activities, whereas in practice LDRMP tends to be utilised mainly to respond to specific emergency situations, rather than the stipulated mandate covering pre, during and post disaster interventions. Source: BRACED, 2014.

The government developed 'Local Disaster Risk Management Plan Development Guideline' (LDRMPDG)' in 2068 BS (Nepali year). A further iteration, the 'Local Disaster and Climate Resilient Plan Development Guideline' (LDCRP) is being prepared as amendment of LDRMPDG 2068 incorporating climate resilient issues, and simplifying methodologies. A final draft of the guideline has been prepared which is not on open access. Ideally LDCRP will have to be implemented by all the local governments. MoFAGA will be the main coordinating body. Ministry of Forests and Environment (MoFE) has a role to provide technical support for capacity enhancement. The role of ministries such as Ministry of Home Affairs (MoHA) and other agencies involved in DRR and CC work has not been identified. The guideline does not spell out how the LAPA framework will fit within this framework, but the process set out for LDCRP does not seem to be compatible with the LAPA framework so there is less likelihood of LDCRP replacing LAPA. In addition, Nepal Climate Change Support Programme (NCCSP) Phase two has piloted Climate Resilient Development Planning (CRDP) with an objective of integrating climate change with local government's development plans. The approach uses development planning process as the entry points and help local government to make the priority development activities more climate resilient. However, there is yet to learn lessons from this approach as it is still in the early stage.

The lessons from the past indicate that there are key constraints to the current approach to climate change and disaster risk planning. There are policy overlaps and capacity constraints related to lack of coordination, communication, political will,

[7] A New Approach to Harmonising Local Climate Change and Disaster Risk Reduction Planning BRACED Project Development Phase, 2014.

insufficient funds and absence of expertise. Most of the climate change and disaster risk related frameworks, guidelines and tools (LAPA, LDRMP, and LDCRP) have adopted parallel and standalone planning processes, developed complex tools and methodology for assessment, design, and planning and used mostly external funding to design, plan and implement the priorities identified in the plans.

Table 1: Commonalities and differences between disaster and climate resilient guidelines

	LAPA	LDRMP	LDCRMP (Draft)
Objectives	Implementing adaptation actions	Adressing disaster risk (rescue, relief, preparedness)	Addressing climate and non-climatic risk
Scope	Vulnerability reduction and building adaptive capacity	Disaster risk reduction	Climate and Disaster risk reduction
Scale	Local government	Local government	Local government
Methodology / Process	Focuses on haard maping, vulnerability assessment and adaptation planning	Focuses on hazard mapping, risk assessment and addressing specific emergency situations	Focuses on hazard mapping, risk assessment, risk mitigation and resilience building
Agency	MoFE	MoHA	MoFAGA
Relevance in the changing context	Should be integrated with disaster risk assessment and planning process	Should be integrated with climate risk assessment and adaptation planning	Need a complete rethinking before endorsing this

Where LAPA and LDRMP co-exist in the same location, this creates significant problems relating to governance and implementation. In these contexts different VDC level committees were responsible for managing the plans. In LDRMP these committees, chaired by the VDC chair, are called Local Disaster Management Committees (LDMCs). In LAPA, there was no explicit committee responsible for implementation. So, in practice different loose networks were established including Village Climate Change Coordination Committees (VC4) and Village Forest Coordination Committees (VFCC). This situation was dysfunctional for multiple reasons. First, in many cases the same members belong to each committee. Second, LDMCs and VC4/ VFCCs were guided by two different legal frameworks and government ministries. LDMCs coordinate with the Ministry of Home Affairs (responsible for Disaster Management) and VC4/ VFCCs coordinate with the Ministry of Science, Technology and Environment, now MoFE,(BRACED, 2014).

Climate change and disaster both have an international dimension. Climate change is considered a complex and technical phenomenon. The general lack of collaborative action by international development and CSOs (such as the formulation and implementation of LAPA and LDRMP) over policy choices and government action on climate change and DRR poses a great challenge in mainstreaming these two domains, and they are currently working mostly in silos. A project-led approach to law and policy making, without assessment of national needs, poses a hindrance in mainstreaming. As in the LAPA and LDRMP cases, this approach causes a competitive mind set between climate and DRRM, further dividing government agencies.

Box 2 Integrating climate and disaster: Lessons from Hariyo Ban

While there are many similarities between DRR and CCA, there are also differences that are quite distinct e.g. earthquake focused DRR is not climate related. The impacted communities have always not understood the differences well, and there has sometimes been confusion about where synergies start and end. The confusion has hindered communities doing adaptation from embracing DRR, and DRR communities from engaging in climate change policy at all levels. The differences between DRR and CCA approaches have acted as barriers to closer collaboration. The communities need to focus on a shared agenda of resilience building for both human and ecological communities to overcome these problems.

Source: Hariyo Ban case study 0632014

At the same time, the entry point identified for DRR and CCA in Nepal, i.e. the local government levels, also presents a major challenge for mainstreaming. Recent analysis of mainstreaming[8] has identified key success factors, which include the involvement of strong Ministries, the availability of finance and the levels of capacity. All of these are missing at the local government level, and trying to introduce technical assistance and capacity building to a large number of local governments has extremely high transaction costs. Furthermore, many shocks and stresses (disaster and climate) are best dealt with at a higher aggregation level, e.g. with respect to water basin planning, or integrated early warning, which again act as barriers to effective resilience building if taken forward primarily at the local level. Because of this, there is a potentially important role for the Provinces, especially as they have the potential to develop some degree of water basin and natural resource management. Experience from other Federal countries, such as Ethiopia, show that Federal level government can act as the broker for building capacity and helping to identify highly vulnerable local government areas as part of adaptation planning. There are already major projects from the development partners that are investing in province level capacity (Provincial and Local Governance Support Programme) and this is likely to include the

[8] Paul Watkiss and Federica Cimato (2016). The Economics of Adaptation and Climate-Resilient Development: Lessons from Projects for Key Adaptation Challenges. 19th April 2016. Centre for Climate Change Economics and Policy Working Paper. 265 http://www.lse.ac.uk/GranthamInstitute/wp-content/uploads/2016/05/Working-Paper-235-Watkiss-and-Cimato.pdf
WRI (2018). From Planning to Action: Mainstreaming Climate Change Adaptation into Development. Working Paper

introduction of project co-ordination units (capacity development hubs) in the provinces. These might provide an opportunity for CCA-DRR mainstreaming.

It is also worth highlighting that while CCA and DRR may have similarities, there are major differences in the finance available for both. There are now large international flows of climate finance, from International Finance Institutions, Multi-lateral organisations and Development Partners. Nepal has already received significant levels of climate finance, and the expectation is that this will continue and potentially scale-up. This climate finance – and the push from funding organisations and partners – is likely to mean climate change adaptation has greater prominence that disaster risk reduction, not least because of the opportunity for external finance (whether at federal, provincial or local government level). This is unlikely to be a barrier to the development of joint CCA-DRR (i.e. this can be captured as broader resilience), although strictly speaking it will be difficult to justify some interventions (i.e. earthquake DRR) under climate finance funding. It may, however, lead to a greater focus on climate activities, and climate risk modalities (e.g. national adaptation plans through to provincial adaptation plans and local government adaptation plans).

The lessons and implication is that, unless and until climate change and disaster risk becomes part of the development priorities and agenda, and part of the local and provincial government's planning and budgeting process, it is almost impossible to achieve integration and mainstreaming of climate change and disaster risk. However, this will be challenging while the new Federal arrangements are developed and general development planning and implementation capacity is still being built. Based on the experience of working with climate change adaptation and disaster risk reduction, many organizations and researchers are gradually moving from vulnerability to resilience and risk to resilience approaches. The common resilience frameworks are trying to bring risks and future uncertainties in the context of climate change and stress, effect and impacts in the context of disaster towards enhancing resilience.

4 Implications of changed context in climate and disaster risk planning and implementation

Nepal promulgated the Federal Republic Constitution in 2015 and the new constitution has ousted the Monarchy, dismantled the previous centralized unitary structure and declared the country as a secular state. The constitution has redefined the right and entitlement of citizens and changed structural relationships between the citizen and the state. This constitution has restructured the state into three tiers of government with devolution/ distribution of power between them[9,10] so that the country institutionalizes the norms and values of economic prosperity, self-rule, autonomy, secularism and social inclusion[11]. These three layers of federal, province and local governments are horizontally integrated and they will follow the principal of cooperative, coexistence and coordination[12]. Focusing on the power devolved to local government, it is intended to move to effective delivery and distribution of sub national public goods and services to the citizens.

Broadly, federal government is responsible for national security, financial affairs, macroeconomic stability and foreign relations; the Provinces are responsible for economic development, infrastructure, human capital development and social equity; and local government is responsible for basic service delivery. Federal government can only regulate the issues and agendas related to national interest and national context, thus the province and local government can make their own plans and policies in the sectors and responsibilities that are allocated to them. The constitution has also formed various commissions to strengthen fiscal and administrative federalism.

In the changing political context, the existing LAPA and LDRMP, which were targeted to the old political structure of VDC, need to be customized or tailored based on the needs, policies and plans of local government. Although most of the local government prioritize disasters in terms of rescue and relief, the challenge is that climate change and disaster risk reduction is not a priority of local government. They perceive that it is the responsibility of external agencies, mostly international agencies, to provide additional financing and technology support. The local governments will be reluctant to allocate financial resources to implement resilience activities. They will only be ready if there is external support. What is key is that there is a need to avoid the experience of the LAPA process, which encouraged an alternative parallel system of local

[9] Section 56 of the Constitution of Nepal 2015.
[10] The 1990 constitution has two tier government of central and local with district being mid-level administrative unit. The local government was under the overall command of central government and was regulated by centre's directive and guideline. There was gradual transformation in this state structure with decentralization initiative since mid-1990's
[11] Preamble of Constitution
[12] Section 232 (1) of the Constitution of Nepal 2015

development, and which often used climate finance for budget gap filling (i.e. development rather than DRR-CCA interventions).

The key political priority for most municipalities is infrastructure and specifically roads, water and sanitation and irrigation. Integrating climate change within development policies and plans has constraints in addition to opportunities. Local elected officials will always be looking for more populistic and short term impact out of their investments. Therefore, the priorities are more short term development activities rather than on longer term investments. In this context, looking for opportunities of integrating climate change and disaster risk within the existing priorities and plan of the local and provincial governments will have more likelihood of acceptance and success.

5 Next steps and way forward

The current political context provides both scope and opportunities to push for integrating climate and disaster risk in development policies and plans, although it also raises challenges. A key issue is when it is appropriate to start thinking about integrating CCA – DRR when these new local governments are still setting up basic systems, learning how to do planning etc. There will also be immense institutional changes and a need for basic institutional building at the province and local level. Indeed, it is difficult to see how to mainstream DRR-CCA policy effectively at the current time, given that the local governments have very little capacity, and the main priority is for them to build the foundational activities around governance, strategy, planning, and budgeting, to cover their new responsibilities. At the same time, as process do start to develop, there will be an opportunity to integrate DRR-CCA early on.

Although there might be some reluctance among the federal institutions for having a single policy, act or guidelines for climate and disaster risk, it will be a priority at the province and local government. The development agencies, through its current initiatives, could take the leadership in terms of supporting the various levels of government towards more harmonized and integrated climate and disaster policy development, planning and delivery.

We need to be cautious and politically correct in terms of our investment and support targeted to provincial and local government. The most effective and efficient way of addressing climate and disaster risk is to develop a joined-up project/programme that looks into both the issues, and that seeks to integrate not duplicate the planning process. Having separate project or programmes will lead to resource duplication and project fatigue. However, there will be some barriers to this because of the large volume of climate finance and the likely push from some development partners to follow UNFCCC adaptation planning approaches.

If we believe that climate change and disaster risk should be integrated, the risk understanding approach is vital in this regard. The risk understanding helps the government and stakeholders to consolidate evidence on risk (CC and DRR) and in attributing impacts on development. It will further help in understanding the pros and cons of action or inaction towards risk reduction. The intention is to stimulating interest of government to develop (regulatory) measures to address risk.

DFID projects particularly NCCSP is piloting Climate Resilient Development Planning with the local governments in order to identify practical and workable approaches to integrate climate change in development plans. It is also noted that DFID Nepal is developing a resilience strategy, which also seeks to integrate DRR-CCA aspects. It will be important to consider this strategy, and the framing it uses, to help develop future support to Government.

The vision is to help government of Nepal take an integrated and holistic approach to reducing climate and disaster risk and building resilience through increased investment and improved planning for climate resilient development.

The immediate steps could be the following:

- Work with the provincial and local governments to investigate how this could be implemented effectively and efficiently in terms of capacity and funds (especially given the very large number of local governments)
- Pilot integrated risk and resilience building activities at the local and provincial level. This could focus on the provinces that DFID is supporting.
- Work closely with federal government to ensure that climate and disaster risk is well integrated with the policies, plans and budgeting process.
- Convene dialogue among climate and disaster communities looking for opportunities to work together.

The four 'An' approach to integrated risk management will be important to pursue at the local government. The following are some guidance on what can be done.

Risk Awareness

- Develop awareness and understanding on why addressing climate and disaster risk is significant for development.
- Make policy makers, planners and practitioners understand their important role in risk reduction and resilience building.
- Once local government realize the importance, then help them to understand risk (how it is changing and impacting).

Risk assessment

- Assessing risk through compiling evidences on exposure taxonomy (people, community, settlement, infrastructure, ecosystems); hazard footprint (intensity, magnitude and impact of hazard); and vulnerability (sensitivity and capacity to response).
- Consolidate visible evidences of how risk impact development investments and undermine development gains.
- The information can be collected through various means based on the context, resources and availability.
- If there are already existing information on risk assessment, utilize those and fill the gap. Do not reinvent.
- Make sure that Local government take the lead in this assessment. Help them to use simple ways through which they can assess risks. Work with other relevant organizations (civil society, projects).

Risk attribution

- Work with the local stakeholders in Quantifying or qualifying risk.
- This can be done through identifying the degree of impact of risk (e.g. loss and damage both economic and non-economic) on exposure units.

- Attribute risk to development investment, social security, food security, conservation etc.
- Keep development at the center. Communicate information to the development planners and policy makers. Take them to the risk prone areas and let them feel how sensitive it is.

Risk action towards resilience building

- Support the Local government in identifying appropriate measures (Policy, regulatory, technology/practice, behavioral change, capacity building, financing etc.) to address the climate and disaster risk.
- The measures could be soft, hard depending upon the nature of risk and nature of response.
- The measures should consider differentiated vulnerability and impact and ultimately aimed to build resilience.

6 Conclusion

Recent changes have altered the DRR-CCA landscape in Nepal. In the changing federal context, there is a need to revisit current approaches to climate change and disaster risk reduction planning. Likewise, the international context and thinking has also recently shifting. A more coherent and integrated risk understanding approach can be an entry point to harmonize future efforts toward climate change and disaster risk reduction and management.

The country cannot afford to have parallel and overlapping processes, planning and delivery for core development and DRR-CAA. This is the right time for development agencies and national and local stakeholder to rethink the previous modality and approaches towards risk reduction and building resilience to climate change and disaster.

A key objective should be to help governments understand risk and take appropriate measures to address climate and disaster risk. In this whole process, the ownership, acceptability and commitment of provincial and local government and other stakeholders become very important. The aim is to support how we can help national and local stakeholders internalize the severity of risk and urgency of response measures. The ultimate goal is to domesticate climate change and disaster risk agendas within the local development policy and practices and empower governments towards climate change and disaster resilient development pathways.