TARGETED TOPICS

High-level political support & sectoral integration in NAP processes

Workshop Report





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About the NAP Global Network and Targeted Topics Forums

The NAP Global Network is a group of individuals and institutions who are coming together to enhance bilateral support for the NAP process in developing countries. With participation from both developing countries and bilateral agencies, the Network strives to improve coordination among bilateral development partners, facilitate peer learning and exchange on the NAP process, and support enhanced leadership on adaptation at the national level. Financial support for the Network has been provided by Germany and the United States.

Targeted Topics Forum events are a space for bringing together policy-makers and practitioners who would otherwise not interact to have focused, technical discussions on the challenges and best practices related to the NAP process. Targeted Topics Forum Reports aim to disseminate lessons emerging from the workshops and stimulate sustained peer learning and exchange on the NAP process.

Any opinions stated herein are those of the author(s) and do not necessarily reflect the policies or opinions of the NAP Global Network, funders, or Network participants.

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1) Introduction

The NAP Global Network's Targeted Topics Forums (TTFs) bring together representatives from developing countries and development cooperation agencies to facilitate learning and exchange on specific technical topics related to the NAP process. With 28 participants from 14 countries and six organizations working on related issues (Figure 1), this inaugural TTF addressed the related topics of securing political support and sectoral integration in the NAP process with the following objectives:

- To develop strategies for achieving high-level political support for the NAP process.
- To gain practical knowledge on how to mainstream climate change adaptation into sectoral planning.
- To identify roles of different actors involved in the NAP process and how they can coordinate their actions to support these processes.

These objectives reflect those of the NAP process,¹ which is intended to facilitate the integration of climate change adaptation into new and existing policies spanning sectors and levels of government, and to align with overall sustainable development priorities. The process therefore requires cooperation among a range of actors, including ministries of planning, finance, and climate-sensitive sectors, as well as national ministries responsible for climate and environment, and development cooperation agencies.

As much as possible, each developing country represented at the TTF included a team of three participants: a climate change focal point, a representative of the ministry of finance or planning, and a sectoral representative—the most represented sectors at this TTF were agriculture and infrastructure. Development cooperation agency participants included both representatives from agency headquarters and from regional offices. Based on two days of discussions among these participants, this report summarizes some key challenges and lessons for coordinating climate-resilient development.

Figure 1: Countries and institutions represented

Participants included representatives from the following countries, as well as a small number of representatives of institutions working on relevant issues. See Annex 2 for a complete list of participants.

Countries

- Albania
- Bolivia
- Brazil
- Germany
- Grenada
- Jamaica
- Kenva
- KenyaMalawi
- Peru

Philippines

- South Africa
- Togo
- United Kingdom
- United States

Institutions

- CGIAR research program on Climate Change, Agriculture, and Food Security (CCAFS)
- Organization for Economic Cooperation and Development (OECD)
- U.S. Army Corps of Engineers
- NAP Global Network Secretariat (International Institute for Sustainable Development)
- NAP Global Network Management Team (U.S. State Department and Deutsche Gesellschaft für Internationale Zusammenarbeit, GIZ)

¹ According to the NAP Technical Guidelines (UNFCCC 2012), the objectives of the NAP process are "to reduce vulnerability to the impacts of climate change, by building adaptive capacity and resilience" and to "facilitate the integration of climate change adaptation, in a coherent manner, into relevant new and existing policies, programmes and activities, in particular development planning processes and strategies, within all relevant sectors and at different levels, as appropriate."

2) Securing High-Level Political Support

Securing political support for adaptation is a critical but under-examined challenge for the NAP process given that it requires cooperation and support from a broad range of institutions and actors with varying degrees of power and influence. To frame discussions on this topic, TTF participants considered three dimensions of political support²:

- Expressed commitment, verbal declarations of support for adaptation initiatives.
- Institutional commitment, policies and organizational infrastructure that support adaptation.
- Budgetary commitment, allocation of resources toward adaptation.



Participants discuss opportunities and challenges for securing high-level political support for NAPs.

Participants worked in small groups to consider challenges and opportunities for securing high-level political support, options for addressing these, and the roles of different actors. Discussions focused on four main areas: evidence and capacity, integration with existing initiatives and priorities, communication, and leveraging opportunities and resources. Each of these four areas correspond to a series of factors affecting political commitment (outlined in Figure 2 below) and associated opportunities.

a) Evidence and Capacity

Participants noted the importance of ensuring that policy-makers are able to refer to credible evidence of climate impacts and corresponding adaptation options when defending their position to constituents and stakeholders. To facilitate this, data and evidence require interpretation to illustrate how pursuing adaptation initiatives will benefit constituents. Meeting the knowledge needs of the many agencies, sectors, and levels of government whose contributions are essential to the NAP process will require a dispersed pool of technical capacity to interpret climate information and research. Although challenging, these knowledge needs also present opportunities to draw on local researchers and knowledge to help demonstrate the context-specific benefits that adaptation initiatives may have. Participants emphasized the importance of south-south cooperation in building a case for NAP processes, providing opportunities for sharing experience and technical expertise on how adaptation planning has benefited countries facing similar challenges.

² Fox, A.M., Balarajan, Y., Cheng, C., & Reich, M.R. (2015). Measuring political commitment and opportunities to advance food and nutrition security: Piloting a rapid assessment tool. *Health Policy and Planning, 30*, 566-578.

Figure 2: Factors influencing political commitment³

FACTOR	EXPLANATION			
a) Evidence and capacity				
Credible indication of the problem	Evidence demonstrating the existence of the problem. Quantification (e.g., assigning economic value to impacts and adaptation action) can be especially powerful, but over-reliance on numbers risks masking complexity.			
Clear policy alternatives	Proposals that convince policy-makers that a problem is surmountable.			
Technical capacity	Making sure there is a strong technical understanding of the issue to support understanding of evidence and action to address it.			
South-south cooperation	Efforts from neighbouring or regional countries, or those of similar socioeconomic or geographic contexts, that serve as examples and friendly pressure to take action.			
b) Communication an	d profile			
Clarity	Describing the adaptation issue, and the NAP process in particular, in simple, non-technical terms . Intermediaries can play a key role in enhancing clarity.			
Civil society & media mobilization	Network of actors committed to raising the profile and advocating for adaptation; building common messages and a shared vision for responding.			
Political champions	Respected, capable individuals willing to promote and advance issues.			
c) Integration				
Framing	Public portrayal of NAP process that resonates with political leaders and their existing priorities (e.g., agricultural productivity, building infrastructure, etc.) Framing adaptation as a complementary , not competing, priority.			
Demonstration of co- benefits	Showing that action on adaptation will build upon and yield returns for other policy agendas and initiatives (e.g., sustainable development, humanitarian assistance).			
Policy community cohesion	Agreement within core policy community on choice, priority and sequencing of actions.			
Political transitions	Political changes affecting prospects for action—giving new actors power, and introducing new processes in favour of or against adaptation initiatives. Relates to the importance of using political support, once achieved, to integrate adaptation into long-term policies to ensure continuity .			
d) Leveraging opport				
Focusing events	Large-scale events, whether planned or unplanned, that bring visibility to climate issues. Examples might include natural disasters framed in terms of climate impacts, or large conferences addressing climate issues.			
External political momentum	Efforts by international actors to establish a common vision on adaptation can influence national decisions.			
Resource availability and provision	Availability of international and domestic financial and technical resources for adaptation can help draw attention to the issue.			

³ Factors identified draw on work in the health sector by Shiffman, J. (2007). Generating political priority for maternal mortality reduction in 5 developing countries. *American Journal of Public Health*, *97*(5), 796–803. Fox et al. (2015) Measuring political commitment and opportunities to advance food and nutrition security: piloting a rapid assessment tool. *Health Policy and Planning*, *30*, 566-578.

b) Communication and Profile

Factors related to clear communication of the NAP process and adaptation issues present one opportunity to address the aforementioned challenges related to evidence and capacity. For example, TTF participants noted an important role for intermediaries such as media, civil society organizations, and think tanks in turning data into usable information by building common messaging and shared vision around responses to climate change. Participants noted that while the NAP process itself is at this point difficult to explain in concrete terms given its intentionally non-prescriptive nature, the call to involve a diverse range of actors in the process implies multi-directional communication among agencies and ministries. Therefore, developing a clear narrative around the NAP process can facilitate engagement with relatively more powerful ministries, such as ministries of finance and planning, that otherwise may not prioritize environmental issues. Such narratives can also support cross-scale engagement with subnational governments who are essential to implementing adaptation action on the ground. Finally, clear narratives of the NAP process and its potential benefits can contribute to articulation of a case for requests for financial support.

c) Integration

If seen as separate from or competing with other initiatives and agendas such as the national adaptation plans of action (NAPAs), sustainable development goals (SDGs), and others, NAPs may be perceived as contributing to an "initiative overload," making it difficult to attract political attention and support. To address this challenge, participants noted the importance of framing the NAP process as one that complements and/or builds upon ongoing and previous initiatives, with potential benefits in priority areas for decision makers. In the agriculture sector, for example, framing adaptation planning in terms of its potential benefits for agricultural productivity can help to build political support among decision makers in that sector. Integrating with and building upon existing initiatives and priorities across sectors and ministries can also help to build cohesion around steps for implementing NAPs.

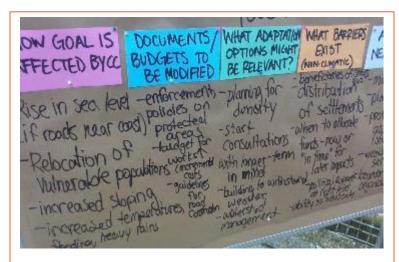
d) Leveraging Opportunities and Resources

In-country actors should seize opportunities to leverage factors that may be beyond their direct control in efforts to build support for adaptation. For example, availability of financial and technical resources for adaptation, including development assistance, can help draw attention to adaptation. Global events and movements may also be used in communications around the NAP process to bolster support by providing examples of opportunities and challenges that the NAP process could address. In the Philippines, a country vulnerable to natural disasters, referring to connections between climate change and intensification of typhoons in the aftermath of disasters like Typhoon Haiyan have helped communicate the relevance and urgency of adaptation and build political support. Planned events like the upcoming 21st Conference of the Parties can also be used to motivate countries to step up efforts on adaptation in order to gain positive exposure in the international community.

3) Sectoral Integration of the NAP Process

One of the main objectives of the NAP process is to integrate climate change adaptation into new and existing development planning processes across sectors and levels. This implies a development-first

approach, in which a country's existing development goals remain the priority, and adaptation planning ensures climate-resilient outcomes.



A small, multi-country group of participants brainstorms approaches to climate-proofing, one example of an infrastructure-relevant development goal, "To ensure all-weather road connections to all habitations with populations > 1000."

Participants first worked together in small, multi-country groups to share learning and experience through a brainstorming exercise on climate-proofing hypothetical examples of development goals. These sample goals corresponded to the sectors that were most represented by participants at the TTF: infrastructure/planning and agriculture. Groups worked together to consider how pursuit of the goal could be affected by climate change, documents that would need to be modified to address climate considerations, potential adaptation options, non-climatic barriers to implement these options, and actors that would need to be involved.

Following this initial exercise, participants broke into country teams to work with an actual example of a sector action plan from their country and look at opportunities and constraints for integrating adaptation considerations, resources required to succeed, actors that would need to be involved, and specific actions that participants could take to pursue adaptation. In cases where a full country team was not able to attend, individual country representatives worked with another country group to share experiences and insights on a sector of interest. For example, a participant from the Government of Durban worked with the Jamaican team to discuss adaptation considerations related to a strategy for safe, sanitary, and affordable housing for all citizens, and a participant from Malawi joined a discussion on a draft National Irrigation Strategy for Kenya.

a) Spectrum of Approaches to Integration

Discussions of integrating adaptation considerations into sector strategies revealed a variety of approaches to integration. Some countries were starting with the development of a national framework for addressing adaptation. In other countries, sectors were already integrating adaptation considerations into their planning, with the NAP process allowing for stocktaking and coordination to define national priorities. A spectrum approach to integration based on a selection of country examples emerged as shown in Figure 3 below. This spectrum demonstrates how the non-prescriptive NAP process can lead to a common outcome (integration) via varying country-specific pathways. In all cases, integration was driven by varying combinations of initiatives by sectors and national climate change focal points.

Figure 3: Spectrum of approaches to integration of adaptation planning

In **Grenada**, various sectors had already begun integrating adaptation considerations into strategies and plans with the support from the **Environment Division in** the Ministry of Agriculture, Lands, Forestry, Fisheries and the Environment and development partners, but a coordinated and coherent approach at the national level was missing. Through the NAP process, Grenada is taking stock of ongoing adaptation efforts to identify gaps and priorities for climate-proofing its national development plan.

Brazil has developed a national adaptation policy document that includes short chapters on sector-specific priorities based on consultation with stakeholders in relevant sectors. Sectors are expected to further integrate adaptation considerations into their respective strategies based on these priorities.

Albania will develop an umbrella document by the end of 2015 to provide national-level policy orientation on mainstreaming climate change adaptation. The document will include priority areas for adaptation, provide concrete conceptual steps and tools for mainstreaming, and identify steps for accessing national and international climate finance for implementation. Sectors are expected to use this document to bolster efforts to integrate adaptation considerations into their own plans and policies.

Jamaica's national development plan, *Vision* 2030, includes both a clearly defined national climate change outcome and the agreed national and sectoral strategies to achieve this outcome. A national policy launched a process through which climate change considerations are currently being integrated into priority sector-specific policies and plans to ensure climate-resilient development. A dedicated national climate change division coordinates and oversees adaptation efforts.

The **Philippines** developed a National Climate Change Action Plan (NCCAP) that outlines national long-term program and strategies for adaptation in line with its national development plan. The Philippine Climate Change Commission coordinates involvement of stakeholders from relevant national agencies and ministries. The Philippines also created a "People's Survival Fund Board" to finance adaptation programs and projects that by local government units and communities in support of climate change priorities.

Spectrum of Approaches to Integration of Adaptation Considerations

Sector-driven:

Sectors have already begun taking steps to include adaptation considerations in their planning and policy-making. Integration requires national convening and coordination to ensure coherent approach.

Hybrid:

Adaptation simultaneously considered at national level and in sector-specific planning. Integration requires a strong coordination function to ensure coherence and cohesion in the policy community.

Nationally-driven:

Climate change focal agency sets national adaptation priorities. Integration requires uptake within sector-specific strategies and action plans with coordination by a national climate change focal point.

b) Challenges, Opportunities, and Next Steps for Integration

A challenge commonly identified by participants working with examples of existing sector plans was misalignment with the policy cycle for some sectors. It may not be possible in all cases to open a sector strategy or policy to integrate adaptation-related amendments at the same time as a national-level framework for adaptation comes into place. Participants suggested interim measures to address this, such as adding an annex on adaptation-related priorities for the sector.

On the other hand, participants working with draft sector strategies not yet in force identified this as an opportunity to ensure adaptation is woven into planning. For example, participants from Albania's Ministry of Environment, Directory of Local and Regional Development, and Directory of Territorial Development worked together to consider how adaptation can be integrated into a national coastal strategy that is currently being drafted. Ideas for integration included referencing adaptation in the coastal plan's vision statement, requiring vulnerability assessments, and including maps showing climate change scenarios for coastal areas to ensure planning and regulations are informed by climate information. Participants also suggested developing a manual for municipalities on how to implement regulations set out in the plan, including those related to adaptation.

As concrete next steps to pursue integration following the TTF, participants noted the need to establish and/or build upon working relationships with other in-country agencies working on the NAP process, including many of those represented at the TTF—representatives from agencies responsible for other relevant sectors, subnational actors, ministries of finance, and development cooperation agencies, were commonly cited. This reflects the need in all approaches to integration noted in Figure 3 above for a strong in-country coordination function in the NAP process. Participants also expressed the need to continue learning from the approaches of other countries through the NAP Global Network and other channels. The team from Togo, for example, highlighted engagement with a regional body set up to address drought in the Sahel—the Permanent Interstates Committee for Drought Control in the Sahel (CILSS)—as one potential venue for drawing on regional expertise and experience to climate-proof its agricultural strategy.

c) Lessons for Bilateral Support for Integration of Adaptation

Participation in the TTF by development cooperation agency representatives provided an opportunity to consider how bilateral support for adaptation can better support integration under the NAP process. According to OECD data tracking bilateral official development assistance (ODA) that addresses adaptation as either a primary or a significant objective of work, only 8 per cent of total bilateral ODA in 2013 included adaptation considerations—given the amount of ODA that goes to climate-sensitive sectors, efforts to climate-proof development assistance should increase this percentage.

Participants noted the need to build on existing in-country mechanisms for coordination of ODA to support mainstreaming of adaptation considerations as well as domestic financing to support the NAP process. This would involve engagement with in-country agencies such as ministries of finance and planning. In the case of Peru, where a representative of the Ministry of Finance and Economy and a representative from USAID's country office were in attendance, the TTF was also an opportunity to discuss issues related to supporting adaptation initiatives with an important in-country actor otherwise not frequently engaged in conversations addressing support for adaptation specifically.

To date, most developing countries' national development plans include some mention of adaptation, but the level of integration varies considerably. Linking back to strategies for achieving political support for the NAP process, including budgetary commitments, TTF participants reiterated the importance of articulating clear narratives of adaptation priorities at the national level and in sector-specific policies and plans to help development cooperation agencies align support with country-specific priorities.

4) Conclusion

The range of actors that participated in the TTF highlighted the importance of in-country coordination to achieve high-level political support and to integrate adaptation into sectoral planning. Sharing of country experiences to date demonstrated that, while a range of country-specific approaches can be used to achieve integration outcomes in the NAP process, a strong coordination function was a common component. Such coordination can also help to build a coherent narrative on country and sector priorities that can be used to build political support, and to improve alignment of adaptation financing with country-specific development agendas.

Participants also emphasized the importance of south-south sharing on how NAP processes are unfolding. The NAP Global Network and the Targeted Topics Forums can play an important role by supporting an understanding of what the NAP process looks like in practice.



Participants in the first Targeted Topics Forum.

Annex 1: Agenda

Targeted Topics Forum: Pursuing sectoral integration and high-level political support

July 1–2, 2015 Botanical Gardens, Rio De Janeiro, Brazil

Overview and objectives:

An array of actors within developing countries as well as bilateral donors have important contributions to make to national adaptation plans (NAPs). In line with its overall goals of improving global donor and in-country coordination in the NAP process, through this first Targeted Topics Forum, the NAP Global Network will bring together developing countries' national climate change focal points, sector and finance/planning representatives, and bilateral donors in pursuit of the following objectives:

- To develop strategies for achieving high-level political support for the NAP process.
- To gain practical knowledge on how to mainstream climate change adaptation into sectoral planning.
- To identify roles of different actors involved in the NAP process and how they can coordinate their actions to support these processes.

Discussions on sectoral approaches to adaptation will be structured around three sectors: planning infrastructure and transport; food security, including agriculture and fisheries; and a third tbc – options include but are not limited to energy, tourism, and water.

Agenda

Day 1 – July 1, 2015			
8:30	Registration		
9:00	Introductions: The NAP Global Network, NAP process, and participants		
9:45	Case studies: Securing political support for the NAP process		
10:45	BREAK Optional: NAP Clinic Q&A		
11:15	Identifying best practices for securing political support		
12:30	LUNCH		
13:30	In-country coordination for high-level political support		
14:30	Identifying components of a sector action plan		
15:00	BREAK		

15:30	Sectoral adaptation challenges
16:30	Parking lot and expectations for day two (end by 5:00 p.m.)
Day 2 -	July 2, 2015
9:00	Re-Cap and introduction to day two
9:15	Sector in the context of national adaptation planning
10:45	BREAK
11:15	Promoting cross-sector integration of NAPs
12:30	LUNCH
13:30	Coordinating donor support for sectoral integration
14:45	BREAK
15:15	Roles for sector representatives, finance/planning, climate focal points, and donors
16:30	Closing: Targeted Topics Forum feedback and next steps

Discussion Questions

Sessions will be highly interactive and will aim to address the following discussion questions:

- What are the mandates of sectors and agencies represented?
- What key challenges do sector representatives face in securing high-level political support?
- What key challenges do national climate change and finance focal points face in responding to sectoral priorities?
- How do other national policies affect sector strategies and action plans?
- How can sector action plans integrate adaptation considerations to address key risks?
- What constraints does your agency face in implementing these considerations?
- What resources does your agency require to succeed?
- How can different types of actors help to implement actions and overcome constraints?
- What types of donor support would help to integrate adaptation into sectoral planning?
- What steps can donors take to support this process?
- Are there concrete steps that the different actors represented can take to address challenges and achieve a more coordinated approach to national adaptation planning?

Annex 2: Participants List

Name	Affiliation	Country/ Institution Represented
Dibra, Laureta	Ministry of Environment	Albania
Muka, Erjola	Directory of local and regional development Unit of Strategic planning and Development Council of Minister	Albania
Shtepani, Ernest	Directory of Territorial Development	Albania
Hoffmaister, Juan	Ministry of Foreign Affairs	Bolivia
Araldi, Fernando	Cities Ministry	Brazil
Brito da Silva, Adriana	Ministry of Environment (MMA)	Brazil
Egler, Mariana	Ministry of Environment (MMA)	Brazil
Fonseca Cruz, Clarisse Elizabeth	Ministry of Environment (MMA)	Brazil
Tofeti, Alexandre	National Water Agency	Brazil
Brossmann, Michael	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	Germany
Bünner, Nele	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	Germany
Olearius, Axel	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	Germany

Name	Affiliation	Country/ Institution Represented
Antoine, Titus	Ministry of Economic Development	Grenada
Da Breo, Alvin Martin	Ministry of Agriculture, Lands, Forestry, Fisheries and the Environment	Grenada
Daley, Albert	Ministry of Water, Land, Environment and Climate Change	Jamaica
Forsythe, Basil	Ministry of Transport, Works & Housing	Jamaica
McLeod, Kaytana	Office of the Cabinet	Jamaica
Kimeu, Paul	National Drought Management Authority	Kenya
Kumwembe, Bright B.	Ministry of Agriculture, Irrigation, and Water Development	Malawi
Ramirez Rivera, Adhemir Gaston	Ministry of Economy and Finance	Peru
Sanchez, Pebbles	Climate Change Commission	Philippines
Roberts, Debra	Government of Durban	South Africa
Issifou, Abdoumisamilou	Projet d'adaptation de la production agricole aux changements climatiques (ADAPT)	Togo
Sama, Boundjouw	Ministry of Environment	Togo
Harvey, Alex	UK's Department for International Development (DFID) - Caribbean Office, Barbados	United Kingdom

Name	Affiliation	Country/ Institution Represented
Furlow, John	U.S. Department of State/USAID	USA
Gaillour, Alvaro	USAID Peru	USA
Logan, Will	Army Corps of Engineers	USA
Pederson, Kari	US Department of State	USA
Corfee-Morlot, Jan	OECD Development Assistance Committee	IGO
Sova, Chase	Climate Change, Agriculture, and Food Security (CCAFS)	International research consortium
Onestini, Maria	Facilitator	Facilitator
Hammill, Anne	International Institute for Sustainable Development (IISD)	NAP Global Network Secretariat
Price-Kelly, Hayley	International Institute for Sustainable Development (IISD)	NAP Global Network Secretariat

Annex 3: Presentations

The following presentations were made during the TTF and are available online at www.napglobalnetwork.org:

- Introduction to the TTF & NAP Global Network (Anne Hammill, Network Secretariat)
- Introduction to securing high-level political support (Anne Hammill, Network Secretariat)
- Factors affecting political support for adaptation (Juan Hoffmaister, Bolivia)
- Case of the Philippine National Climate Change Action Plan (Pebbles Sanchez, Philippines)
- Political support for adaptation in the US (Will Logan, USA)
- Introduction to mainstreaming adaptation planning (Nele Bünner, Germany)
- Adaptation in national development and climate change planning (Jan Corfee-Morlot, OECD)





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