

**Advancing
Integration
series**



Australian Government
Department of Foreign Affairs and Trade

Reflections and lessons

Unlocking policy reform and advancing
integration: a synthesis of findings

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Preface: Advancing Integration

Donors supporting developing countries in the pursuit of sustainable development know that not all risks and eventualities can be predicted, managed and accounted for. Yet it is important to try and reduce these risks by understanding: the complexity of the context in which aid dollars are spent; and the routes to achieving better development outcomes, by adding value to what is already being done by partner governments.

In 2012, Australian aid* and the Overseas Development Institute (ODI)

established a partnership to strengthen the way natural hazards, environment and climate change risks are considered in development programmes and decision-making processes. Tools, guidance and new evidence was generated to improve integration of disasters, environment and climate change adaptation and mitigation (DEC) in aid programming. The Advancing Integration programme (2012–2014) began with an assessment of *Existing knowledge* and consideration of *How to measure*

progress. This draws on the latest evidence on how best to integrate DEC and provides staff managing overseas aid programmes with guidelines on how to identify opportunities for making further progress on integration.

Policy priorities and programme strategies are set within a complex web of relationships between donor headquarters, donor country offices and recipient country governments. Development priorities are identified in country programmes; and it is here that the opportunities and barriers to DEC

A map of our journey

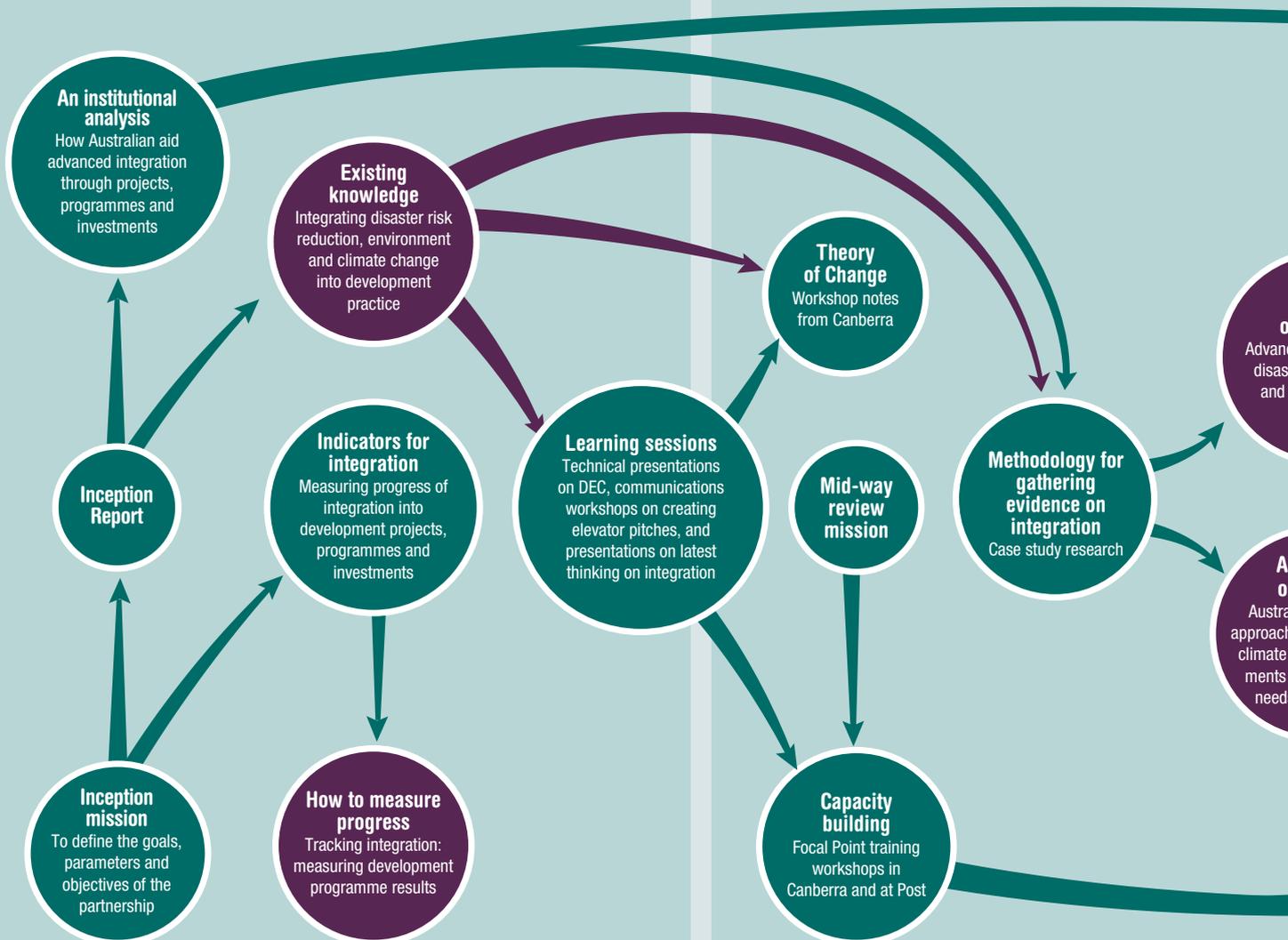
Integrated approaches to development: disaster risk reduction, environment and climate change adaptation and mitigation (DEC integration)

FIRST

Investigate and learn from past experience to make the most of existing knowledge and define how to measure integration

SECOND

Challenge existing knowledge through grounded research a



integration need to be considered. Original research was thus undertaken in a number of locations, including: *The case of Vanuatu* and *The case of Viet Nam*, as well as secondary research putting *A spotlight on South Asia* and *A spotlight on Kiribati*. Together, this material helped to ground and inform a set of products (see map of our journey) which reflect the reality of aid programming in a range of different, complex contexts.

A set of tailor-made tools and guidance notes have been created to enable staff managing Australian aid to strengthen DEC integration and

improve the sustainability and effectiveness of development programmes.

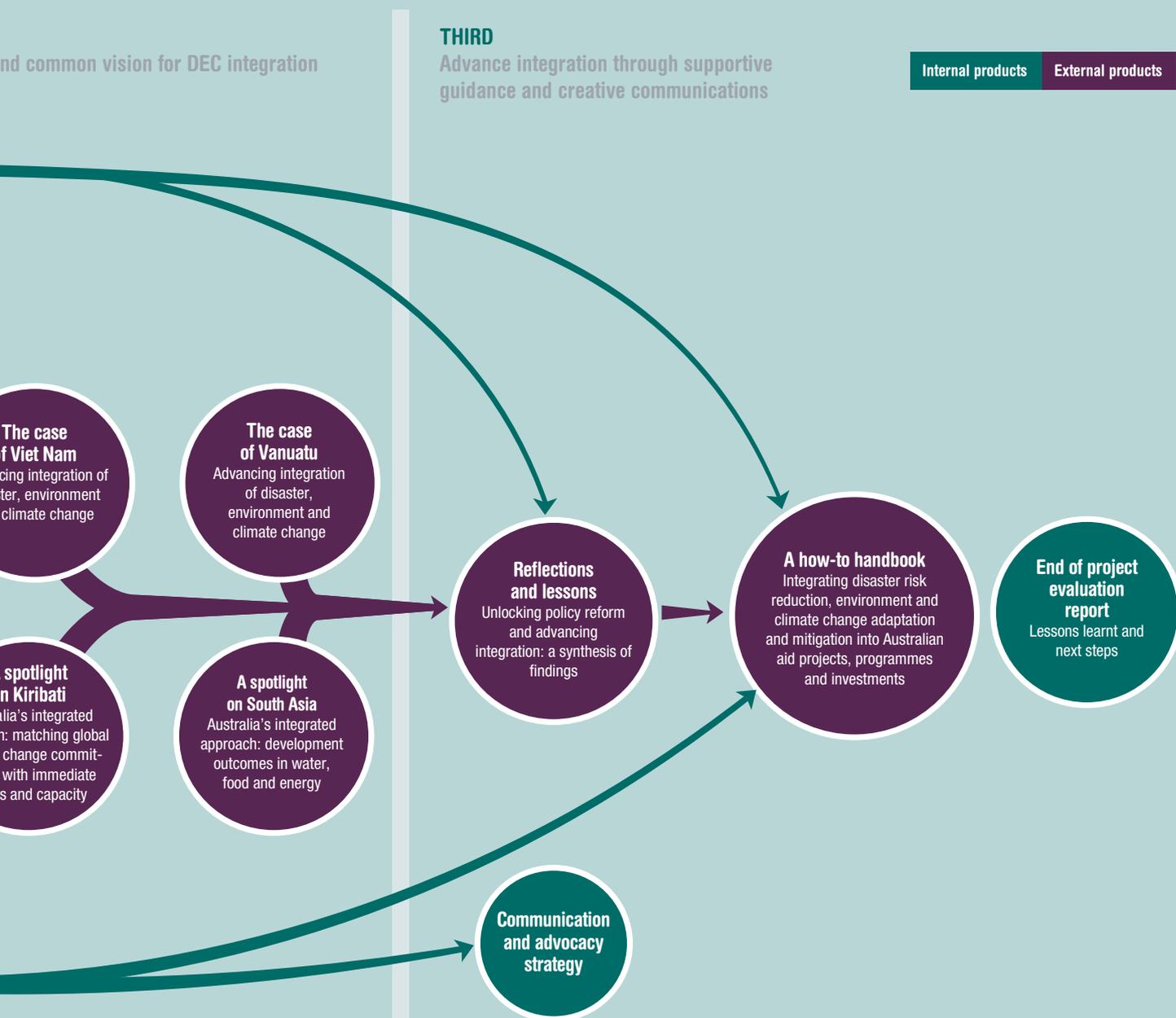
A how-to handbook for integration, for example, guides staff through assessment, analysis and action, and includes a directory of tools for further resources.

As the Department of Foreign Affairs and Trade (DFAT) harness opportunities to integrate DEC in the future, the journey and progress made over the duration of the partnership will provide valuable insights into the lessons and challenges of integration for like-minded donor governments. A

synthesis report of *Reflections and lessons* provides useful insights for others searching for a more systematic way to incorporate disasters, environment and climate change issues in their work.

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*Australian Agency for International Development (AusAID) was the Australian Government's implementing agency at the time the programmes were reviewed and since 1 November 2013 is incorporated with the DFAT.



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Acronyms

ACIAR	Australian Centre for International Agricultural Research
ADB	Asian Development Bank
AIFDR	Australia-Indonesia Facility for Disaster Reduction
ASK	Actors, Spaces and Knowledge Framework
AUD	Australian Dollar
BNPB	National Agency for Disaster Management, Indonesia
BRACE	Building Resilience and Awareness of Metro Manila Communities to Natural Disasters and Climate Change Impacts, Philippines
CCA	Climate change adaptation
CCCEP	Climate Change and Coastal Ecosystems Programme
CCM	Climate change mitigation
CSIRO	Commonwealth Scientific and Industrial Research Organisation
CSO	Civil Society Organisation
DEC	Disaster risk reduction, environment and climate change adaptation and mitigation
DFAT	Department of Foreign Affairs and Trade
DRR	Disaster risk reduction
EPA	United States Environmental Protection Agency
EPBC	Environment Protection and Biodiversity Conservation Act
ES	Environmental sustainability
IAFCP	Indonesia-Australia Forest Carbon Partnership
KAP	Kiribati Adaptation Plan
KNOTS	Knowledge, Technology and Society Team, Institute of Development Studies
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
NAB	National Advisory Board, Vanuatu
NAPA	National Action Plan for Adaptation
NGO	Non-governmental Organisation
NTP-WASH	National Target Programme for Rural Water Supply and Sanitation, Viet Nam
ODI	Overseas Development Institute
PAA	Priorities and Action Agenda
PSD	Australian aid Policy and Sector Division
PSS	Principal Sector Specialist
RAPID	Research and Policy in Development Programme, Overseas Development Institute
SAARC	South Asian Association for Regional Cooperation
SAWI	South Asia Water Initiative

SPREP	Secretariat of the Pacific Regional Environment Programme
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UN-REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation
USAID	United States Agency for International Development
WB	World Bank

Abstract

The integration of disaster risk reduction, environment, and climate change adaptation and mitigation (DEC integration) represents an important attitudinal and policy shift: from traditional sectoral and siloed approaches to dealing with development challenges; to more holistic, multi-sectoral ways of working that consider and address the complex and interrelated sets of risks affecting development. It demands a deeper understanding of how actors, spaces and knowledge have contributed to progress on DEC integration in the past and how these factors can be further exploited by the Australian Government Department of Foreign Affairs and Trade (DFAT). This synthesis report is the culmination of research undertaken as part of the Advancing Integration project. It provides DFAT with evidence-based case study research on existing practice as well as recommendations for moving towards a more systematic approach to integrating these issues into development processes.

Different sets of actors, spaces and knowledge factors stand out as being key drivers of DEC integration across the six regional and country case studies reviewed in this report. In Vanuatu, policy spaces have been created through the availability of finance,

while in Viet Nam having a proactive team and strong partnership with the Government through long-term engagement in the country has been key. In Indonesia, the enabling factor was external demand from the partner organisations in the country. Furthermore, evidence from across the case studies suggests that DEC Focal Points are key actors in furthering the agenda at Post, although they need to be given greater visibility within DFAT organisational structures. Knowledge of the cost efficiencies that can be obtained through integration was also felt to be an important determinant of progress.

The authors develop a set of five key issues that need to be addressed for DEC integration to really make headway within development agendas and strategies. These are: senior management support; organisational integration; inclusion in high-level policies; action plans; and methods for learning and dissemination. These action points are of high relevance to the Australian Government today but also potentially of interest to other organisations keen to promote more integrated, comprehensive approaches to addressing the impacts of disasters, environmental degradation and climate change on development practice.



1 Introduction

This Synthesis Report represents the culmination of a 22-month research process, undertaken as part of the Advancing Integration project. The Overseas Development Institute (ODI), in partnership with the Australian Government, has sought to improve the integration of disaster risk reduction, environment, climate change adaptation and mitigation (known collectively as ‘DEC integration’) within the structures, practices and partnerships of the Australian aid programme. Advancing Integration provides evidence-based case study research on existing practice, a better understanding of the opportunities, levers, barriers and challenges for promoting DEC integration, and the necessary policy tools and guidance to systematically incorporate each of these issues, individually and collectively, into existing development processes. The research findings are therefore expected to enhance Australia’s special role in international development – as a donor able to engage in policy dialogue on key issues with developing country governments.

The imperative for DEC integration attempts globally is rooted in the nature of these three interrelated risks and their influence in development progress. A how-to handbook (Bahadur et al., 2014) for integrating disaster risk reduction, environment and climate change adaptation and mitigation into DFAT aid projects, programs and investments notes that there are shared factors that make populations vulnerable to disasters, environmental degradation and climate change – factors; such as poverty, poor governance, rapid population growth, poor land-use planning and limited livelihood options. The relationships and overlaps between these issues are complex but evident. For example, environmental degradation can cause disasters, while disasters can erode natural resources and destroy ecosystems. Similarly, climate change affects the environment and society in multiple

ways, degrading natural resources and contributing to social instability, resource competition, conflict and migration. Environmental degradation, on the other hand, can generate greenhouse gas emissions and is often seen as a cause of climate change. Also, the influence that climate change has on the frequency and intensity of disasters has been the subject of much debate. Despite critical gaps in data, climate change and natural hazards are believed to share an intrinsic relationship (IPCC 2012).¹

While DEC integration presents significant challenges for decision-makers – especially around mobilising political and financial support – it presents valuable opportunities too. These include the pursuit of low-emissions development trajectories, environmental protection and/or restoration to ensure the maintenance or improvement of ecosystem services, increased adaptive capacity and reduced disaster risk (Wilkinson et al., 2014). Economies of scale and transactional cost savings are also expected to accrue from implementing a more integrated approach to dealing with these interrelated risks, as well as cost-benefits for development portfolios of investments that can help reduce the negative impact of external shocks on development gains. This rationale has created the impetus for DEC integration within the organisation, as evidenced by its inclusion in important organisational policies such as Investing in a Safer Future: A Disaster Risk Reduction Policy for the Australian Aid Program (2009). Yet practical guidance is needed to operationalise these policies – a key objective of the Advancing Integration project.

DEC integration represents an important attitudinal and policy shift: from traditional sectoral and siloed

¹ For a fuller discussion of these complex relationships, see Wilkinson et al., 2014.

approaches to dealing with development challenges to more holistic, multi-sectoral ways of working that consider and address the complex and interrelated sets of risks affecting development. Donors and other development actors may therefore face significant internal and external inertia in pursuing a DEC integration agenda (for a deeper discussion, see Wilkinson et al., 2014). Overcoming this demands a deeper understanding of how actors, spaces and knowledge have contributed to progress on DEC integration in the past and how these factors can be further exploited by DFAT. The lessons and recommendations drawn from the case studies

presented in this paper will provide insights for DEC integration elsewhere in DFAT and for other donors and development practitioners keen to manage disaster risk, mitigate and adapt to the impacts of climate change, and promote environmental issues across their development work

2 Conceptual framework

The conceptual framework used in this paper has been developed by the authors to examine the transition towards more integrated approaches to addressing disaster risk, environment and climate change adaptation and mitigation. It is based on the notion that all policy change is a function of three factors: i) actors, organisations and networks; ii) policy spaces or windows; and iii) knowledge and information. The identification and separation of these factors, as well as a subsequent analysis of the links between them, help to explain the circumstances under which DFAT has been able to pursue DEC integration, as well as the constraints to further progress and issues that need to be overcome to further this agenda.

One of the key barriers to DEC integration in development policies and programmes is lack of understanding of these issues, how they overlap and the benefits that DEC integration can offer (Wilkinson et al., 2014). Experiences with disaster risk reduction mainstreaming suggest that even in those countries that have made the most progress, awareness among policy makers and development practitioners about these issues and how these relate to development priorities was extremely low. Environmental mainstreaming has been on the donor agenda since the early 1980s, followed by sporadic attempts to integrate disaster risk reduction (e.g. DFID in 2002), climate change mitigation (e.g. ADB in mid-1990s) and climate change adaptation (e.g. DFID in 2006 and GIZ in 2008) into donor institutional structures and programmes. A better understanding of climate change impacts, an increased focus on the cost-effectiveness of aid, and the instrumental rationale to risk-proof programme delivery have all pushed forward these agendas among policy makers in donor governments (Wilkinson et al., 2014). Nonetheless, in regional

and country offices (or ‘at Post’), experiences of DEC integration have been mixed and the reasons for this diversity are explored further in this paper.

To help explain different experiences of DEC integration and in order to formulate specific and generic recommendations for overcoming barriers in Canberra and at Post, a conceptual framework for understanding policy change is used, drawing together and summarising a broad range of theories and models developed by academics and think tanks. The Actors, Spaces and Knowledge (ASK) Framework described below breaks down influences on policy direction into three components, allowing for deeper exploration of each of these elements as well as the relationships between them.

2.1 Actors and networks

To get disaster risk reduction, environment, climate change adaptation and mitigation issues onto the agenda and integrated in development programmes requires a combination of factors. The presence and actions of key individuals bringing issues to the attention of high-level policy makers and the public can be important. These actors are often referred to as political champions or policy entrepreneurs (Birkland, 2006; Henstra and Sancton, 2002; Kingdon, 1995). Political champions can be elected officials looking for an issue to get attention, build name recognition and win re-election, or individuals in a government agency or relevant profession with a long-term interest in an issue who see the need to move beyond reactive policies (Prater and Lindell, 2000).

High profile socio-environmental problems may prompt a flurry of interest in – and new policies to

deal with – these issues, but over time these lessons are often forgotten, other priorities emerge and the political commitment is often lost (Wilkinson, 2012). However, groups of actors or ‘coalitions of advocates’ – including research institutions, the media and non-governmental organisations (NGOs) – can mobilise and sustain attention around a particular issue (Sabatier and Jenkins-Smith, 1999). The theory is that policy change happens through coordinated activity among a range of individuals with the same core policy beliefs. These networks of actors help to bring about policy change by establishing and promoting particular discourses (Keeley and Scoones, 1999). The relationships between them can be formalised through partnerships, but are often loose, decentralised informal networks with combinations of top down and bottom up approaches.

Advocates of socio-environmental issues are likely to have technical as well as political expertise (Meo and Ziebro, 2002). In South Africa, for example, a political champion in the disaster risk reduction legislation reform process, Janet Love (former Member of Parliament), had extensive knowledge of disaster risk in South Africa, as well as political skills and commitment to stakeholder consultation (Pelling and Holloway, 2006); while in Costa Rica, a senior government official was instrumental in securing seismic retrofitting and insurance for local hospitals (Lavell, 1994). To be effective, champions will also use connections or negotiating skills, be persistent and develop ideas, proposals and expertise (Neilson, 2001: 29). Hence the kind of policies adopted to deal with disasters, environment and climate change depends on the financial, technical and human resources available to these groups and individuals. In particular, decision-makers will need the analytical capacity to understand the level of risk and how to reduce it, plus the financial and human capacity to implement policies (Henstra, 2006).

2.2 Policy spaces

Many studies have underscored the importance of public or policy spaces in shaping the direction of policy processes and decision-making. For example, John Gaventa (2005: 11) sees these spaces as ‘... opportunities, moments and channels where citizens can act to potentially affect policies, discourses, decisions and relationships which affect their lives and interests’. Policy spaces are often created by abrupt social events that allow hitherto marginalised

issues to get on the agenda, by opening up ‘policy windows’ and creating spaces for policy reform (Kingdon, 1995). Major disasters can act as ‘focusing events’ by bringing the failures of existing disaster policies to the attention of the public and policy makers, opening up policy windows for disaster risk reduction reform (Birkland, 2006). In some countries, political and institutional changes have also prompted disaster risk reduction and climate change adaptation policy reform. Disaster policy in South Africa, for example, underwent reform at the turn of the 21st century following the collapse of the apartheid regime, shedding its reactive, response-oriented past to become a system that focuses explicitly on reducing risk (Pelling and Holloway, 2006). In other cases, governments carry out policy reform in response to public pressure. For example, in the United States, the National Environmental Policy Act (1969) recast the state as protector of the environment. This legislation and establishment of the Environmental Protection Agency (EPA) in 1970 was a direct government response to the burgeoning environmental movement, which was driven by the moon landings and concern over pesticide pollution (EPA, 2013). The Asian Development Bank (ADB) has cited the EPA as a significant influence in thinking about integration of environmental sustainability in the early 1980s (Wilkinson et al., 2014).

Organisational reform can also open up spaces for new policies to address disaster risk, environment and climate change. For example, by moving an environment or disaster risk reduction agency into a more critical, coordinating role within the government hierarchy, or through the creation of intergovernmental structures that allow different branches to work in a more joined-up way. Similarly, the availability of resources, particularly financial resources, can promote or hinder policy development on a particular issue. For example, the emergence of substantial international climate finance streams has altered the dynamics of climate change policy development.

2.3 Knowledge and information

Finally, policy change usually requires an increase in knowledge about particular issues. Policy learning, or knowledge acquisition, occurs over a period of time during which technical and scientific information is translated into political or social facts (Porter, 1995). With respect to climate change adaptation,

for example, this can include a range of processes: from the acquisition of more information about climate change projections and impacts, through to improvements in collective knowledge – via the sharing of experiences between policy makers – on how to implement more flexible and responsive planning mechanisms to allow for climate variability and uncertainty. Peer-to-peer learning and sharing of experiences is likely to be a key aspect of knowledge acquisition on DEC issues, as much can be learned from experiences of implementation.

A number of models have been developed to explain how knowledge produced through academic research is appropriated in processes of policy change. ODI's Research and Policy in Development Programme (RAPID) conceptualises knowledge as evidence that needs to be presented to policy makers (Crewe and Young, 2002), while the Institute of Development Studies' Knowledge, Technology and Society Team (KNOTS) approach lays strong emphasis on the nature of knowledge and how it is appropriated in policy processes. Knowledge is considered to be produced 'discursively', meaning that it both reflects and shapes particular institutions, political practices and ways of describing the world (Keeley and Scoones, 2003). This is reflected in the disaster risk reduction, environment and climate change adaptation literature, where cultural differences are recognised as influencing how knowledge about risk is incorporated in decision-making (see for example Mercer et al., 2012). A distinction is often made between local or indigenous knowledge and scientific knowledge and the kinds of lessons that are learned. For example, the response to environmental change will depend on the relationship between different cultural systems doing the learning. Most of the time, some kind of hybrid knowledge is used

to make decisions. The recognition of these cultural influences on decision-making has shaped the public policy literature in recent years, making way for political economy analysis and other approaches that recognise non-linearity in decision-making, and these are beginning to be applied to the analysis of DEC integration issues.

2.4 Combining factors to deliver policy change

The three main elements of the ASK Framework described will interact with each other and combine to influence the direction of policy including DEC integration. The way in which they interact, and the relative strength and timing of each component's influence on DEC integration, is the subject of this paper. One way in which they commonly combine in development practice is through the role of networks of actors with shared beliefs and policy-relevant knowledge, known as epistemic communities (Haas, 1992). Epistemic communities are often responsible for bringing particular kinds of knowledge to the attention of policy makers and hence combine the 'Actors' and 'Knowledge' aspects of the framework. Similarly, actors and spaces often need to combine for new policies to get the attention of decision-makers. So, for example, policy champions and policy networks may consciously work together to take advantage of particular policy windows to push a particular issue on to the political agenda and keep it there (cf Janet Love former Member of Parliament in South Africa). There are numerous ways in which these factors overlap and are dependent on each other, many of which will be explored in the analysis of Australian aid's attempts to integrate DEC issues in the case studies presented in this report.⁴

4 The case study material presented in this report is based on a series of reports that will be published in 2014 as outputs of the Advancing Integration project. These are: Jobbins, G. and Phuong, D. T. 'The case of Viet Nam: Advancing integration of disaster, environment and climate change' 2014; Peters, K. and Bahadur, A 'The case of Vanuatu: Advancing integration of disaster, environment and climate change', 2014. The Indonesia case study will not be published.

3 Methodology

The results of this study are described in the next two chapters, drawn from a qualitative analysis of case study material, an institutional analysis of DEC integration in Australian aid, and a working paper on theories and practices of integrating DEC issues in development. The Viet Nam, Indonesia and Vanuatu case studies are based on interviews with staff at-Post and a review of programme documents, while the Kiribati, Philippines and South Asia case studies are desk-based, drawing on programme documents and evaluations. A grounded approach to coding the case study material was adopted, which meant that the analytical categories were identified by reading through the case study reports, rather than being pre-determined by the conceptual framework. These codes represent the various different factors that contributed to progress on DEC integration, including enabling factors, challenges or constraints on DEC integration, and opportunities to progress further on integration.

Eight codes were identified from the case studies, institutional analysis and working paper: 1) networks; 2) human resource capacity; 3) champions; 4) policy windows/opportunities; 5) financial resources; 6) organisational protocols; 7) information dissemination; and 8) knowledge-sharing. These codes were then grouped in accordance with the three categories of the conceptual framework, described in the previous chapter. This permitted the authors of the paper to undertake a more in-depth, nuanced analysis of how actors, spaces and knowledge contribute to advances in DEC integration and draw lessons from this assessment. The networks, capacity and champions codes were grouped under 'Actors'; the policy windows, resources and organisational protocols under 'Spaces'; and information dissemination and knowledge sharing under 'Knowledge'. The following table describes each of the codes.

TABLE 1

Codes used for analysis of actors, spaces and knowledge in DEC integration

Aid Management Cycle

Technical resources noted in guidance

Actors and networks

1. Networks: This refers to collaboration with other organisations for DEC integration
2. Capacity: This code is explicitly about human resources and covers issues around training, staff responsibilities and gaps in understanding of staff
3. Champions: The code refers to the role of individuals with an interest in DEC integration, playing a role in promoting it within Australian aid programmes

Space

4. Policy window/opportunity: This describes the existence of a policy instrument/environment that is amenable for DEC integration or one that constrains the possibilities of integration
5. Resources: This code refers to the availability of finance and financial resources for DEC integration
6. Organisational protocols: This refers to how organisational structures/protocols/procedures/processes can constrain or support DEC integration

Knowledge

7. Information dissemination: This code encapsulates awareness of DEC issues, evidence of DEC integration effectiveness and access to climate data and other technical information
8. Knowledge-sharing: This refers to knowledge exchange and sharing of experiences across the organisation and with other organisations on DEC integration

4 DEC integration in Canberra and at Post

This section draws on a desk-based study of the institutional dynamics and policy changes in Canberra, case study material from empirical research carried out in Canberra, Indonesia, Viet Nam and Vanuatu, as well as three desk-based studies of the Philippines, Kiribati and South Asia. Collectively, these case studies offer a diversity of experiences of DEC integration, due in part to the ‘governance context’ into which Australian aid is delivered. National governments have developed their own policies and plans to address disasters, environmental degradation and climate change impacts. Vanuatu, the Philippines and Kiribati in particular have opted for mainstreaming disaster risk reduction, environment, and climate change adaptation and mitigation into broader development policy and practice, thus providing a favourable policy environment for DFAT to ensure DEC integration.

Supported by Australia and other multilateral and bilateral donors, the countries selected for this study have started to make strides towards DEC integration in their national plans and policies to varying degrees. DEC integration is largely dependent on an enabling environment and some countries, including Vanuatu and the Philippines, are at the forefront of the integration agenda in the Asia-Pacific region. Others have progress to make in terms of building the policy and institutional framework required to support their visions of sustainable development. Australia is a key donor in these contexts and the approach is to forge effective partnerships with country governments and ministries.

This chapter begins with a summary of policy imperatives for DEC integration in Canberra before reviewing progress within the case study countries, situating these reforms within the broader national policy contexts of the case study countries.

4.1 Canberra

DEC integration in the Australian aid programme gained traction during the time the Australian Government was making global commitments to reduce the impact of climate change. New training and guidance notes were developed by thematic staff in climate change and environment teams as a strategic way to support programmes during the climate change Fast Start financing period (financial years 2010/2011 to 2012/2013). From 2010 to 2011, in-country training was held in the Pacific, Viet Nam, the Philippines, Indonesia and Bangladesh, followed by meetings with in-country staff working in various sectors to identify where programmes or projects could integrate DEC components using Fast Start funds. Since this wave of work on DEC integration, pockets of commitment emerged within the organisation in Canberra and at Post.

The DEC integration agenda found impetus with the executive review of the Australian aid programme’s Environmental Management System, while at the same time a new environment advisor laid out a path towards greater compliance and improved environmental mainstreaming in the organisation. This involved: updating the Environmental Management Guide (2012) and the environment and climate policy strategy; conducting a range of DEC trainings; establishing DEC Focal Points charged with supporting DEC integration within their Posts and in programmes; providing guidance and connecting staff with further sources of advice and information. A DEC integration agenda was developed that sought to build greater collaboration with the disaster risk reduction team, resulting in the jointly published *Integration in Practice Handbook* (2010).

In recent years, important progress has been made in getting DEC integration onto the policy agenda in Canberra. But more can be achieved in terms of supporting the agenda at Post, building the awareness and capacity of staff at all levels, to protect existing initiatives from disaster, environmental and climate change risks and take action to ensure development programmes consider these issues. The Integration in Practice Handbook has benefited from senior executive support with a foreword by the former Director General of the aid programme, although key Australian aid policy documents did not address DEC integration issues together. The disaster risk reduction policy 'Investing in a Safer Future. A Disaster Risk Reduction policy for the Australian aid programme' (2009) aimed to mainstream disaster risk reduction throughout the aid programme in coordination with climate change adaptation policies and programmes, although it did not address climate change mitigation. The Environmental Management Guide (2012) sets out the most comprehensive practical guidance on DEC integration as part of the organisation's environmental management system. However, this is a management guide to ensure compliance with the Environment Protection and Biodiversity Conservation Act (EPBC Act 1999), rather than a policy document. While DEC issues form part of important policies and protocols that guide the organisation's activities, integration efforts to date have been ad hoc in Canberra, driven by informal alliances between the disaster risk reduction and environment and climate change sections and by committed staff.

The lack of high-level policy coherence on DEC integration was reflected in the organisational structure in Canberra, with the thematic areas of disaster risk reduction and environment and climate change in two separate Divisions within the organisation. Neither thematic area was well linked up with the organisation's area responsible for contributing to international climate negotiations and engaging with multilateral organisations. However, since the DEC integration agenda first emerged in the Australian aid programme, the central Canberra teams of disaster risk reduction and environment and climate change sought to coordinate their efforts where possible, recognising that they were more likely to gain traction throughout the organisation while working together. For example, the disaster risk reduction team focussed on ensuring that climate action was considered in its policy work. As described above, the environment advisor worked to ensure

DEC integration aims were reflected throughout the environmental management system processes in the aid management cycle. Meanwhile, staff working on climate with requirements to manage Fast Start funds were orientated towards programming primarily through Australia's International Forest Carbon Partnership and International Climate Change Adaptation Initiative.

The core challenge for the DEC thematic teams going forward is to assist country programmes in integrating DEC analysis and management into their context-specific partnerships; while simultaneously collating data on targeted disaster risk reduction, environment, climate change adaptation and mitigation activities. Currently the staff and resources are not in place to achieve this and DEC integration falls to individual programme managers.

4.2 Indonesia

In 2007, Indonesia launched its National Action Plan Addressing Climate Change, with the aim of providing a coordinated and integrated approach to climate change. The Action Plan has been supported by the policies, strategies and programmes of different ministries. For example, the Ministry of Agriculture has initiated a number of policy interventions to mitigate climate change impacts, including training of farmers through climate field schools, improved irrigation through asset management, and intensification of rice production (Sano et al., 2013).

In 2009, the President declared a voluntary commitment to reduce greenhouse gas emissions by 26% by 2020 or by 41% with international assistance (Austin et al., 2012). This commitment has included a moratorium on new permits for forestry activities (see Austin et al., 2012 for more on this). A United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation (UN-REDD) partner country, Indonesia has made some progress towards a coherent regulatory framework for environmental protection and climate change mitigation, with a number of laws passed with relevance to climate change, energy, environment and forestry.

The government has formed several bilateral partnerships such as the Indonesia-Australia Forest Carbon Partnership (IAFCP) to achieve its vision. For

example, the establishment of the national REDD+ managing agency, announced in September 2013, is part of Indonesia's partnership with the Government of Norway and aims to develop the national climate change mitigation strategy and mainstream REDD+ policies with co-benefits for environmental sustainability. The Indonesian-German Policy Advice for Environment and Climate Change Programme (PAKLIM) supports national and local government, civil society organisations (CSOs) and industry in introducing 'climate friendly' measures, provides climate change mitigation policy advice, and focusses on climate education and awareness (PAKLIM, 2013). The Indonesia Climate Change Center, with support from the United States Agency for International Development (USAID), also provides a forum for the scientific community and policy makers to share information and develop evidence-based climate change policies (ICCC Network, 2013).

Disaster risk management activities are planned and coordinated by the National Agency for Disaster Management (BNPB) which was created in 2008 by presidential decree. The BNPB has faced considerable capacity and resource constraints in coordinating the many government and specialist agencies at the provincial and district level, but has had success in developing a 'Disaster Resilient Village' programme across the country to raise awareness and promote local action for disaster risk reduction. The Partners for Resilience alliance – comprising the Netherlands Red Cross, the Red Cross/Red Crescent Climate Centre, CARE Nederland, Cordaid, and Wetlands International – works with the Government of Indonesia to develop minimum standards for delivering climate-smart disaster risk reduction at scale by integrating local capacities into national climate change adaptation and disaster risk reduction strategies (Partners for Resilience, 2012).

Indonesia is one of Australia's most significant country programmes in terms of aid investment portfolio. Since 2008, Australia has been working more closely through government systems in the form of Australia-Indonesia Partnerships to ensure ownership and sustainability of development initiatives (AusAID, 2008). The overall Australia-Indonesia Partnership goal is to achieve sustainable poverty alleviation, and to create a more prosperous, democratic and safe Indonesia. The Australian aid programme's Country Strategy for Indonesia is structured around four pillars, with Pillars 1 and 4 specifically addressing issues related to disasters,

environment and climate change. DEC integration is also addressed in the Country Strategy, with commitments to incorporating climate change principles across programming (AusAID, 2008).

The Indonesian and Australian governments have partnered on technological advances, information sharing and building institutional capacity, for example through initiatives like the Australia-Indonesia Facility for Disaster Reduction (AIFDR). This aims to strengthen national and local risk management capacity in Indonesia and promote a more disaster resilient region, including investments in improved early warning and disaster response measures. Australian aid has partnered also with the Commonwealth Scientific and Industrial Research Organisation (CSIRO) to carry out research into Climate Adaptation for Rural Livelihoods in Indonesia in support of their partnerships with the Government of Indonesia.

Although there is no formal mandate for DEC integration, Indonesia Post has already taken a number of steps to integrate these issues in development programmes – including through the identification of different entry points such as peer-reviewed concept notes, engaging with partners, joint evaluations, sharing expertise, and the use of consultants. Staff have also developed informal analytical tools and processes such as screening exercises and in-house discussion/identification of possible co-benefits of integration. Of all DEC integration efforts being carried out at Post, the education sector contains some of the most illuminating examples of both progress on, and the limits to, DEC integration in programming. Disaster risk reduction has been effectively integrated into training modules through school operational assistance programme grants, while in a school construction project, environmental impact assessment guidelines were used and adapted to local conditions, although climate change issues were not directly incorporated.

4.3 Viet Nam

Viet Nam's Socio-Economic Development Strategy (2011-2020) lays out the Government's long-term strategy for achieving increased industrialisation, modernisation and integration into the global economy. The Strategy includes objectives for environmental protection, responding to climate

change and reducing effects of disasters. Disaster risk reduction and climate change adaptation are also detailed in separate strategies including the National Climate Change Strategy (2011). This is focussed on adaptation but also emphasises environmental protection and improvements; while the National Strategy for Natural Disaster Prevention, Response and Mitigation (up to 2020) forms the Government's main disaster risk reduction framework.

There has been considerable progress on organisational integration within the Government of Viet Nam. The lead agency on climate change response is the Ministry for Natural Resources and Environment, but line ministries are also beginning to adopt climate change action into their activities: for instance, the Ministry of Agriculture and Rural Development and Ministry for Transportation are developing Action Plans for Adaptation. Viet Nam is a partner country for the UN-REDD programme and has established a cross-ministerial REDD+ Steering Committee and National REDD+ Action Programme (UN-REDD, 2013).

Through its Viet Nam Country Joint Aid Programme Strategy (2010-2015), Australian aid has supported the country's integration into the world economy via three pillars: human resource development; economic integration, including infrastructure; and environmental sustainability, including climate change, disasters, and water and sanitation. These pillars align with the key priorities of the Socio-Economic Development Strategy and the Viet Nam Development Goals. The environmental sustainability pillar, incorporating climate change as well as disaster risk, provides an obvious entry point for DEC integration in development programming.

The Australia-Viet Nam Climate Change Delivery Strategy 2011-2016 identifies two strategic outcomes. The first is strengthened resilience and livelihoods of vulnerable communities to climate change and weather-related disasters. The second is low carbon growth through clean technologies and low carbon measures in the energy sector, reflecting Viet Nam's concerns as a transitional economy. These strategic outcomes integrate issues – particularly climate change and disasters – into statements of positive development outcomes. Examples of programmes to reduce vulnerability to climate change and disaster risk include the Climate Change and Coastal Ecosystems Programme and two partnership projects

with the Asian Development Bank (ADB): the Cao Lanh community-based disaster risk management project and a completed study on climate change impacts in the Mekong Delta. The Australian aid programme has also partnered with CARE, Oxfam, Save the Children and the Red Cross to develop community-based climate change adaptation and disaster risk reduction action and reduce vulnerability, pushing the integration agenda forward in Viet Nam.

In the absence of a consistent model for DEC integration, different initiatives and sector teams have conceptualised and operationalised integration in various ways suited to their respective contexts, approaches and objectives (Jobbins and Phuong, 2014). This has provided a range of different experiences with and approaches to integration that offers useful lessons and insights. Sometimes another development partner has taken the lead in promoting DEC integration in a particular programme, with support through policy dialogue. For example, integration of climate change and environment in the Australian-aid supported National Target Programme for Rural Water Supply and Sanitation (NTP-WASH) has been led by Denmark's development assistance agency (Danida), although Australian aid has supported DEC integration in policy discussions. The Australian aid programme's Cao Lanh Bridge design was modified for resilience to climate-driven disasters and damage by incorporating projections of return periods for extreme events as likely manifestations of climate change. This integration of DEC into project outputs and outcomes represents one of the more common ways in which integration can be understood and conceptualised.

The initiatives described above address the vulnerability of Viet Nam to climate change and build on the organisation's long-term experience in Viet Nam on disaster risk reduction. In the case of the Community-based Climate Change Action Grants Programme supporting community-based adaptation in the Mekong, climate resilience and disaster risk reduction were the entry points for strengthening positive outcomes in community-based development. For example, the Climate Change and Coastal Ecosystems Project (CCCEP) integrates resilience, climate change adaptation, disaster risk reduction and rehabilitated ecosystem services (Jobbins and Phuong, 2014).

4.4 Vanuatu

The Government of Vanuatu has undertaken significant steps in developing organisational structures and a policy framework for DEC integration in development practice. A cooperative institutional environment exists for the consideration of these issues in plans and policies, primarily through the Priorities and Action Agenda (PAA), a high-level strategic document outlining key development concerns (Government of Vanuatu, 2012a). The PAA has recently been updated to include mainstreaming of disaster risk reduction and climate change adaptation into other sectors such as education, tourism and agriculture.

Building on the policy framework laid down by the PAA, Vanuatu's National Advisory Board (NAB) on Climate Change and Disaster Risk Reduction, comprising governmental and non-governmental members, was established in 2012 and aims to 'act as Vanuatu's supreme policy making and advisory body for all disaster risk reduction and climate programmes, projects, initiatives and activities' (Government of Vanuatu, 2012b), specifically by harnessing the synergies between these two domains. The Government's prioritisation of these issues is also evident through the formation of a new Ministry of Climate Change, Meteorology and Geo Hazards, Environment, Energy and Disaster Management. This new structure ties together previously disparate policy areas that shared substantial overlaps and adopts a more holistic and coordinated approach to engaging with climate change and disasters issues.

Australia is a highly influential donor in the country, and is expected to take the lead in providing financial and technical support for the foreseeable future, including in the event of a major natural hazard-related disaster. The Partnership for Development is the main document articulating a shared vision of support from the Government of Australia to the Government of Vanuatu. In line with the Government of Vanuatu's PAA 2006-2015, the overarching aim of the relationship is to support progress towards the Millennium Development Goals (MDGs) and poverty reduction by 2015. The current iteration, created in 2009, is due for renewal and outlines a set of sector-specific priority outcomes around health, education, infrastructure and economic governance. Although not articulated in any formal way within the Partnership for Development, progress on disaster

risk management and climate change adaptation has become an increasing part of the portfolio of work within Vanuatu. This reflects the disaster risk context in which development progress plays out, and was in part a result of funding available through the climate change budget measure.

The Australian aid programme took initial but tangible steps towards DEC integration in Vanuatu in a number of initiatives (Peters and Bahadur, forthcoming). These include adoption of 'climate proofing' design principles in a road building initiative, integrating an emergency preparedness component into ongoing investments in telecommunications across the country, and designing the pilot Takara Hybrid Classroom to withstand natural hazards, specifically earthquakes and hurricanes. These initiatives have provided a good starting point for DEC in-country and this now needs to be strengthened through a more systematic and planned institutional approach.

4.5 The Philippines

The Government of the Philippines has been taking an integrated approach to dealing with disasters, environment and climate change risks for a relatively long period of time, signing the United Nations Framework Convention on Climate Change (UNFCCC) in 1992. Taking disasters as an entry point for consideration of wider environmental and climate change issues, the Philippine Government has passed several key pieces of legislation and established planning mechanisms that explicitly link disaster risk reduction approaches with climate uncertainties and improved natural resource management. These include the Climate Change Act (2010) which encourages both national and local level agencies to 'build the adaptive capacity of communities and increase the resilience of natural ecosystems to climate change, and optimise mitigation opportunities towards sustainable development' (AusAID, 2013a). In 2010, the Disaster Risk Reduction and Management Act formalised the commitment of the Philippines to the Hyogo Framework for Action. A UN-REDD pilot country, the Philippines National REDD+ Strategy was approved by the Department of Environment and Natural Resources Executive Committee in 2010 and provides a legal framework for forest ecosystem protection.

The Philippine Government has also established the People's Survival Fund (2012), to provide a long-term finance stream and enable the government to address climate change issues. The aim is to implement local climate change action plans and to make communities more resilient to climate-induced disasters (Philippines Information Agency, 2012). A major focus of the Philippine Government's climate adaptation action is to build the resilience of agricultural and fishing communities along with food production and distribution systems (Climate Change Commission, 2013). Climate change adaptation is central to disaster risk reduction efforts in the country. However, climate change mitigation is also increasingly being seen as part of the wider solution. The Philippines is currently accessing USD\$250 million in financing from the Clean Development Fund to support large-scale investments in low carbon technologies. The country is supporting emerging new paradigms around low carbon, resilient development as a signatory to the Manila Declaration on Green Industry in Asia (2009) (Climate Change Commission, 2013).

One key objective of the Philippines Development Plan (PDP) 2011-2016 is 'enhanced resilience of natural systems and improved adaptive capacities of human communities to cope with environmental hazards including climate-related risks' (National Economic and Development Authority, 2011). Mainstreaming climate change and disaster risk reduction in government activities and key sectors is considered a priority in the PDP for achieving this. The Philippines has longstanding environmental legislation (see, for example, the Environmental Impact Statement System, 1978), mandating the use of environmental impact assessments, environmental management systems and environmental planning for development activities. These have been continually reviewed and updated to enhance implementation and policy coherence with climate change adaptation and disaster risk reduction efforts. In addition, the country has passed successive waves of environmental legislation to deal with specific sectors including the Clean Air Act (1999), Ecological Solid Waste Management Act (2000), and Clean Water Act (2004). However, in spite of significant strides towards proactive integration approaches, implementation is hindered by the regulatory and compliance-oriented approach and rigid bureaucratic procedures (World Bank, 2009). A recent World Bank report on progress towards climate resilience in the Philippines notes the need for further institutional

reform to strengthen key climate change and disaster risk reduction plans and to ensure wider, more coherent institutional approaches and funding mechanisms, especially at the local government level (World Bank, 2013).

Integration of disaster risk reduction and climate change adaptation and ongoing compliance with the Government of Philippines' environmental management systems are central to Australia's assistance. DEC Focal Points have noted that support for integration emerged from high-level strategies which recognised first and foremost the country's vulnerability to natural disasters and climate change. Reflecting this high-level interest, the Australia-Philippines Country Programme has a two-pronged approach to DEC integration, involving: a) a delivery strategy to build the country's capacity in disaster risk management and climate adaptation; and b) integration of DEC considerations into other priority sectors such as education, sub-national governance (including infrastructure programmes) and peace and development. For each sector, the approach taken is to integrate DEC considerations into the design and implementation of programmes, while at the same time building the capacity of government agencies for DEC integration.

For instance, in compliance with the Australian and Philippine Governments' environmental regulations, the Australian aid programme's Provincial Road Management Facility commissioned a team of consultants to undertake an initial environmental assessment, and draft environmental management systems for the Facility and environmental management plans for each province involved in the programme. In addition, work in each province has focussed on building the capacity of local environment officers in conducting environmental assessments and monitoring implementation. In the education sector through Australia's Classroom Construction Initiative, technical assistance is being provided to ensure that all classrooms and learning centres constructed comply with environmental regulations and take account of disaster and climate risks. These classrooms survived an intensity 6 earthquake in August 2013 as well as Typhoon Bopha in 2012.

A dedicated disaster risk management and climate action programme is also being undertaken. Working with Philippine Government agencies, the Australian aid programme has introduced a multi-hazard

risk analysis approach that is now integrated in government systems. It also worked with government agencies in crafting land-use planning guidelines that integrate disaster risk reduction and climate change considerations to better inform development and investment decisions. Learning from these activities is brought together through the Building Resilience and Awareness of Metro Manila Communities to Natural Disasters and Climate Change Impacts (BRACE) initiative. This is aimed at assisting local governments to undertake geo-technical, environment and risk analyses to plan and locate investments. The approach is intended to help institutionalise DEC integration approaches and support policy making and planning. In recent years, Australia has also developed more integrated approaches to strategies and programming, learning how to combine data and science with policy, planning and management systems to achieve DEC outcomes through different partners and modalities.

4.6 Kiribati

The institutional pathway to DEC integration in Kiribati has evolved over time beginning in 1999 with the submission of the first National Communications on Climate Change to the UNFCCC, in collaboration with the Secretariat of the Pacific Regional Environment Programme (SPREP). Subsequently, in 2003 the Government established two concurrent national adaptation processes to deal with the challenges of climate change: the Kiribati Adaptation Plan (KAP) and the National Adaptation Programme of Action (NAPA). While KAP was established to deal with the long-term planning needs for climate change, the NAPA focused on urgent and immediate adaptation needs of the country, such as water resources adaptation, well improvement and coastal zone management and resilience enhancement. Both plans were integrated into the country's planning and budgeting frameworks.

KAP, financed through grants from various bilateral and multilateral donors including Australia, Japan, the World Bank and the Global Environment Facility, is now in its third phase focussing on: a) improved government capacity in asset management and strategic planning on water and coastal engineering; b) increased community freshwater quality and storage capacity; c) protection for targeted coastal areas from storm waves and flooding; and d) pathways for improved governance and sustainable

management of groundwater reserves and infrastructure. The NAPA has now been reformulated under Kiribati's newly released Climate Change Framework (2013) which also includes disaster risk management, previously addressed in separate legislation and planning processes. The Government of Kiribati also finalised the Kiribati Joint Implementation Plan for Disaster Risk Management and Climate Change Adaptation.

The Office of the President has taken the lead in coordinating all climate change activities. Initially this was challenging given pre-existing institutional arrangements. For example, previously the Ministry of Environment, Lands and Agricultural Development retained much of the knowledge of environmental and social impacts of climate change and at times struggled with its multiple roles as advisors, regulators and enforcers (World Bank, 2011; Government of Kiribati, 2010). In addition, the country's KAP and NAPA were administered under different departments, and disaster risk reduction has generally lagged behind climate and environment. Recently, however, Kiribati has overcome many of these challenges by employing innovative participatory planning processes involving high levels of collaboration between all government departments, NGOs and civil society groups in the development of the Kiribati Joint Implementation Plan for Disaster Risk Management and Climate Change Adaptation (KJIP). This joint implementation plan provides a ten-year, integrated strategy of fully costed activities aimed at dealing with combined climate and disaster risks. Participatory approaches have recognised the depth of social and environmental knowledge across all sectors of Kiribati society and have enabled their inclusion with scientific data on climate change, hazards and vulnerability in a holistic planning approach. The success of this collaboration has seen the formalisation of the Kiribati National Expert Group on Climate Change and Disaster Risk Reduction, a representative group of expert stakeholders. Given these recent efforts, Kiribati is considered a leader among small island states in its efforts to prepare the country for the impacts of climate change in terms of awareness raising, engaging local and international advisors, and participating in international and local fora and discussions (Government of Kiribati, 2010). Kiribati is also proving itself an innovator among island nations, developing ideas and policies to support climate change adaptation efforts. Climate change is now firmly at the forefront of Kiribati's policy agenda.

Australia is a key donor that has helped to support development processes in Kiribati, providing AUD\$34.2 million in assistance in 2012/2013 and AUD\$28.1 million planned for 2013/2014 (AusAID, 2013b). In 2008, Australia established the International Climate Change Adaptation Initiative, aimed at assisting vulnerable countries, especially small island developing states and least developed countries (of which Kiribati is both), to adapt to the impacts of climate change. Matching large-scale climate finance with the capacity of small island states to absorb them has been an ongoing challenge in the Pacific. The Initiative's objectives were matched with assistance as follows:

- a) Initiative objective: to establish a sound policy, scientific and analytical basis for long-term Australian action to help partner countries adapt to the impacts of climate change. Kiribati action: climate change projections and downscaled data provided on Kiribati as part of the Pacific Climate Change Science Programme.
- b) Initiative objective: to increase understanding in partner countries of the impacts of climate change on their natural and socio-economic systems. Kiribati action: Australia is funding a technical assessment of the vulnerability of the Bonriki freshwater reserve to wave overtopping and saline intrusion under future climate scenarios.
- c) Initiative objective: to enhance partner country capacity to assess key climate vulnerabilities and risks, formulate appropriate adaptation strategies and plans, mainstream adaptation into decision-making, and identify and help finance priority adaptation measures to increase partner country resilience. Kiribati actions: support to the government-led KAP, a programme aimed at reducing Kiribati's vulnerability to climate change, climate variability and sea level rise by raising awareness of climate change, assessing and protecting available water resources and managing inundation.

The Kiribati-Australia Partnership for Development (AusAID, 2009) focusses on four key areas: improving basic education; developing workforce skills; building economic growth; and managing and strengthening infrastructure in the country. For each of these areas climate change is cited as a key co-benefit that helps to underscore the justification of these activities.

In Kiribati, Australian aid is helping to bolster funds for the ADB's water and sanitation work in South Tarawa, as well as ensuring that rehabilitated coastal roads are constructed to standards that take account of current and projected climate impacts. However, integrated approaches are not limited to environment-related sectors, but are applicable to all parts of the Kiribati Programme.

4.7 South Asia

Regional South Asia policies on disasters, environmental management and climate have been largely coordinated by the South Asian Association for Regional Cooperation (SAARC). However, efforts have often been mired by longstanding political tensions and have consequently been underfunded and lacked political support from members. Fortunately, this appears to be changing as a result of trans-boundary issues related to disasters, environmental degradation and climate change acting as catalysts for greater cooperation (AusAID, 2013c). Topics of flood management and climate-resilient agriculture are fast becoming key areas of cross-border consensus. For example, in 2011 leaders at both the SAARC meetings and the Climate Summit for a Living Himalayas called for enhanced trans-boundary cooperation on water. In 2012, state and central governments of India, Nepal and Bangladesh supported the publication and dissemination of the Ganges Strategic Basin Assessment.

The new Sustainable Development Investment Portfolio for South and West Asia is aimed at building coherence between different technical assistance packages and among organisations working in the water, energy and agriculture sectors. The initiative has just begun and there are many challenges ahead but it offers the potential of a more integrated approach between partners, sectors and governments. This strategy employs the organisation's considerable skills and experience in promoting partnership negotiation and governance. Although in its early stages and facing many challenges, the strategy is improving dialogue between governments on trans-boundary resource management, even in times of regional tension. For example, since 2008 a number of World Bank-led initiatives have been supported in the region, including the South Asia Water Initiative (SAWI), a multi-donor partnership including Norway and the United Kingdom aimed at increasing regional cooperation and management of the Greater

Himalayan trans-boundary water systems across Afghanistan, Bangladesh, Bhutan, China, India, Nepal and Pakistan. In addition, Australia is also sharing its own considerable experience and expertise in water resource management, climate change and sustainable agriculture through a whole-of-government approach involving CSIRO and the Australian Centre for International Agricultural Research (ACIAR).

An example of DEC integration focussed at the country level but with region-wide impacts is the India-Australia Water Science and Technology Partnership, which applies Australia's expertise in water resource management to river basins in such a

way as to benefit the entire region. The Partnership is working to develop the capacity of India's river basin agencies through the introduction of water management technology that was developed through Australia-wide state-supported collaboration. Improved river management in one country is crucial to disaster risk reduction in the wider region.

5 Actors, spaces and knowledge in DEC integration

This chapter looks across the different components of the Advancing Integration project and presents analytical insights to help further DEC integration within DFAT internal structures and throughout its international development programmes.

Based on the analysis of national policy contexts and Australian aid programmes in the case study countries, we employ the ASK Framework outlined in Chapter 2 to analyse the changes that took place within programmes, focussing on factors enabling and constraining DEC integration. Firstly, the actors, organisations and networks involved in processes of integration are examined, followed by the policy windows and spaces that allowed these changes to occur, as well as the obstacles to policy spaces being created. Finally, the types of knowledge and information used to support or obstruct integration are assessed.

5.1 Actors and networks

Enablers of DEC integration

NGO and donor experiences of mainstreaming highlight the influence that key individuals can have in championing the integration of social and environmental issues in development programmes (Wilkinson et al., forthcoming). Similarly, across the case studies the catalytic role of individuals, such as members of thematic teams and DEC Focal Points, was emphasised by staff in Canberra and at Post. Decision-making over whether to integrate issues often happens on a project-by-project basis rather than systematically incorporated or planned, with

staff taking the initiative to add value to existing projects through DEC integration (Peters and Bahadur, forthcoming). In Indonesia, for example, ‘individual motivation’ of staff members was cited by a member of the education team as a vital factor in advancing DEC integration in a number of Australian supported education initiatives. In Viet Nam too, the DEC Focal Point at Hanoi Post has been influential, developing a DEC Integration Action Plan as a tool to agree and monitor DEC integration activities across programmes. The Focal Point used the Plan to support the Human Resources Development team in integrating considerations into the Australian Scholarships Programme. Similarly, DEC Focal Points at the Philippines Post have developed a DEC Integration Action Plan and supported overseas-based staff in implementing it. These efforts have even enhanced the appreciation of DEC issues among some senior staff. These Action Plans could prove to be an effective vehicle for promoting deeper integration if institutionalised by the Australian aid programme. A sign of this institutionalisation might include the Action Plans being mentioned in organisational strategies, guiding activities at post, the earmarking of dedicated funds to develop and execute these plans, and their assimilation within corporate processes.

NGO and other donor experiences of DEC integration underscore the importance of training in expanding technical capacity and ensuring programme staff are able to identify and address disaster, environmental and climate change risks in programming (Wilkinson et al., forthcoming). Staff experiences at Post also suggest that human

resource capacity has also been a strong enabler of DEC integration, with the rolling out of a training programme for staff and partners increasing capacity for DEC integration in some areas (see Progress Report for the Disaster Risk Reduction Policy, 2012). In the Kiribati Post, this capacity development was enhanced by relatively high staff continuity and a focus on investment in personal development, both of which provided additional incentives for learning and specialisation. Here, staff at Post actively sought opportunities for Pacific Division staff to have experience working in Kiribati on short-term missions, so that the issues affecting Kiribati could be communicated within the organisation and the wider Pacific Division. This has raised the level of engagement with the country through increasing visibility and awareness at Division level. Staff within the Indonesia Post also highlighted the usefulness of DEC integration trainings organised by Canberra. For example, training that took place in 2010 revealed underlying interest in DEC issues both at Post and among Canberra-based staff. More generally, within and outside DFAT, training on DEC issues in donor organisations appears to have played a critical role in influencing individual approaches to integration, encouraging the activities of emerging champions and networks (Wilkinson et al., forthcoming).

Effective partnerships with government stakeholders and other donors have also helped to advance the integration agenda. DFAT's experience in relationship management and its ability to navigate and anticipate complex policy environments and to influence and broker agreements between key stakeholders have all been recognised as advantages in partnership development. The case of South Asia highlights how DFAT expertise in partner collaboration has helped to focus and target work in different sectors, while maintaining a coherent approach across a wide and diverse region. Technical and scientific cooperation around resource management has been an entry point for DFAT assistance. This includes supporting several World Bank-led initiatives in the region, such as SAWI, a multi-donor partnership involving Norway and the United Kingdom. SAWI aims to increase regional cooperation and management of the Greater Himalayan trans-boundary water systems for improved climate resilience. The new Sustainable Development Investment Strategy for South and West Asia is helping to build coherence among technical assistance personnel and between organisations working in water, energy and agriculture, promoting a more integrated approach between partners, sectors

and governments. This strategy employs DFAT's skills and experience working in partnership negotiations and governance, and has resulted in improved dialogue between partner governments on trans-boundary resource management, even in times of regional tension.

The DEC integration agenda in South Asia has also benefited from building networks with other government agencies and CSOs. Using water resource management as an entry point, the Australian aid programme has leveraged the Australian Government's expertise in water resource management to enhance agriculture, food security, and energy programmes. Indirectly this has supported health, governance, infrastructure and economic development activities. CSIRO, ACIAR and other CSOs often maintain cadres of specialist staff on disaster risk reduction, environment, and climate change adaptation and mitigation issues. Linking up with these and with other Australian Government agencies, partner governments and multilaterals has improved policy coherence by bringing in wider experience and whole-of-government approaches to tackle common challenges. Furthermore, collaborating with new regional approaches can help build greater programme coherence in the rest of the South and West Asia Division and the organisation as a whole. This in turn can lead to greater programme coherence between DEC integration approaches across sectors.

In Viet Nam, a partnership with the Ministry of Transport was formalised through a bilateral agreement, providing an impetus for DEC integration into projects such as the construction of the Cao Lanh Bridge. The Australian aid programme's reputation for long engagement in Viet Nam (particularly on disaster risk reduction) and strong relationships with a diverse range of actors, including researchers, NGOs and local to national government, were identified as key to DFAT's comparative advantage in the field of integration. Thus, DFAT's key contribution to DEC integration in Viet Nam has been through leveraging relationships with stakeholders and negotiating with the government to ensure that disaster risk reduction, environment and climate change issues are considered not only in programmes but are integrated into national policies too. Staff did this by influencing key government officials, either through the ability to reach high political levels or through personal networks and negotiation abilities of individual staff.

Similarly, in Vanuatu, strong relationships with the government ministries, as evidenced by the location of the programme office on the premises of influential ministries, made it possible for staff to exploit windows of opportunity to promote DEC integration in the Transport Sector Support Programme: a road maintenance and building programme vulnerable to the impacts of climate change. In Kiribati, ADB and the World Bank are influential players in development and DFAT, as a key donor, was able to leverage support from them. This coordination between donors and multilaterals allowed for deeper policy engagement between partners and the Government of Kiribati (Thavat, forthcoming).

The Philippines programmes involve strong partnership led by government demand for DEC integration – the starting point for creating support for integration within DFAT. Compliance with the Philippine Government’s environmental management systems is central to development assistance. Ensuring that DFAT is a meaningful partner in development involves participation in policy and strategic direction-setting to consider which modalities and partners may produce the best outcomes in a given context. The selected modality often has implications for the way in which DEC integration is implemented. For example, community participation in classroom design and construction can allow for a range of factors to be taken into account beyond what is mandated in design standards.

Challenges to DEC integration

The effectiveness of DEC champions at Post appears to be highly contingent, relying heavily on awareness of DEC issues among high-level officials and inclusion with corporate processes (such as monitoring and evaluation (M&E)). Viet Nam provides a strong example of how DEC integration can be pursued within a country programme. However, unless DFAT institutionalises DEC integration, the progress achieved in Viet Nam is at risk (Jobbins and Thuong, 2014). A common challenge across the case studies in working towards DEC integration is human resource capacity, with few financial resources being allocated to DEC integration within thematic teams. High rates of staff turnover and DFAT restructuring have also affected the consistency of DEC integration efforts across the organisation, but also other cross-cutting and thematic issues. Under current conditions, increased pressure to encourage DEC integration could overwhelm staff with extra planning and reporting requirements. Another important point to

note is that unlike a number of sectors/areas (e.g. education), there is no Principal Sector Specialist (PSS) for DEC within the organisation. Looking at the PSS role in other sectors, the position could help attract a stronger organisational mandate for DEC integration. This would entail higher visibility for integration issues and potentially attendant funds for integration activities, capacity building on integration for staff, and the development of corporate processes for DEC integration.

The lack of prioritisation in Canberra creates some problems for the DEC integration champions at Post. In practice, the role of DEC Focal Point is often limited to encouraging colleagues to look at guidance available to all staff in the DEC Integration in Practice Handbook and Environmental Management Guide. Implementation of this guidance is heavily reliant on follow-up by thematic teams and the DEC Focal Points. The performance of the Focal Point network across Posts varies. While Focal Points in some Posts have been very effective in driving the integration agenda into country programming, as exemplified in the previous section, there are obstacles to achieving this which can cause frustration and disempowerment. Focal points are and will continue to be relatively low-ranking positions in decision-making hierarchies and so have limited ability to influence policy; however, their primary role is to provide advice, and the importance of this role could be elevated within the organisation by allocating more resources to advisory activities. Research undertaken by the United Nation’s Office of the Special Advisor on Gender Issues offers pertinent insights for the DEC network, noting that gender focal points may be of limited effectiveness given their low level of seniority, lack of clarity over roles and limited allocated resources.

All staff at Post operate under competing pressures with large workloads. Usually generalists, these individuals do not necessarily have technical expertise in DEC issues. In Indonesia, for example, there are a limited number of DEC specialists available to advise across programmes. In Viet Nam, although motivated individuals within the climate change team have been key to initiating DEC integration efforts, staff felt they would have benefited from the advice of thematic experts in Canberra in developing Terms of Reference and evaluation reports. In turn, these thematic experts need to be brought up to speed on DEC integration issues.

Partner governments also face considerable capacity and coordination constraints. The Government of Vanuatu Public Works Department, for example, has limited technical capacity to engage with climate change mainstreaming issues and faces a complex set of constraints. This has presented difficulties for Post staff acting to promote integration in the Transport Sector Support Programme described above. The case for climate proofing transport investments was eventually made thanks to a minimal understanding and recognition of climate change impacts in Vanuatu as a whole, and to the personal experiences of individual staff involved with the programme. For example, an individual staff member who was managing the initiative had previously been charged with overseeing disaster risk reduction programmes and was able to gainfully contribute this knowledge to his current brief. Such personal and informal experiences and the roles of different actors have therefore played a critical role where more formal technical experience and action was lacking.

Some donors have also complained of resistance from partner governments towards DEC integration in development policy (Wilkinson et al., forthcoming). If integration is not on the agenda of government officials it can be challenging for donors to implement this approach in their own programmes. In the Philippines this has not been a problem, however, as there are high levels of support for DEC integration in national government, although the capacity to mainstream these socio-environmental issues is still lacking, particularly in local government.

Opportunities for moving forward

Some advances have been made towards DEC integration in programmes across the case studies reviewed in this paper, largely thanks to the commitment and initiative shown by individual actors both in Canberra and overseas. However, much more can be done to enhance the roles of individuals and networks in this process, starting with buy-in and support from senior management.

Given the importance of staff capacity, the provision of comprehensive and timely training on DEC integration approaches and tools is urgently needed to move forward. Starting in Canberra, sector specialists and thematic areas should have the necessary knowledge of DEC issues to provide adequate advice in their specific sectors. This is essential for overseas-based staff who are often generalists. Sector specialists in Canberra should also be assigned roles to support staff at

Post in promoting DEC integration in their work programmes. Enhancing this capacity in Canberra is a key focus area for DFAT capacity building, if real progress on DEC integration is to be made.

New staff coming into Posts should also have a basic level of understanding of DEC integration issues. Based on experiences from Vanuatu, it is recommended that all staff undertake the mandatory e-learning on DEC integration, supported by training tailored to address programme issues at the country level. Capacity building for programme staff should focus on the needs of the country programme, identifying narrative hooks and policy entry points for DEC integration in each sector, as well as raising awareness on the potential benefits from DEC integration.

In Viet Nam too, important lessons have been learned from experiences of gender mainstreaming. Focal points for gender and humanitarian and emergency response noted that the visible championing of issues by senior managers was critical in helping them to fulfil their remits as focal points. This demonstrates the need to further support the DEC Focal Points and give them a more prominent role in the organisational structure and the capability to influence decision-making processes. Having access to technical expertise from the East Asia Division and the Gender Unit in Canberra as well as dedicated relationships with external suppliers of technical support (e.g. UN Women) also advanced progress in gender mainstreaming. Clearly individual experience and knowledge of this process is of value to those attempting DEC integration in Hanoi Post and elsewhere. Creating mechanisms through which this expertise can be shared could be further pursued by DFAT.

Donors are experiencing growing demand from partner organisations for advice and support on integration (see for example Wilkinson et al., forthcoming) and demand for support on disaster risk reduction, environment and climate change issues in Viet Nam and Bangladesh. Governments are also voicing their demands more effectively and this should be supported through engagement with partner government counterparts, multilaterals and other donors undertaking DEC integration. For example, future decision-making regarding Australian development assistance in Vanuatu presents a valuable entry point for promoting DEC integration in country dialogue from the outset, rather than adding on to existing arrangements.

In terms of partnerships with other donors, achieving consistent approaches across institutions is a key challenge in the Pacific in particular. Looking forward, DFAT could play a leading role in enabling better coordination and alignment as a central component of development policy, especially in countries where Australia has been a dominant development partner. This is an essential, albeit challenging, task and one where Australian aid has already had some success in a number of countries across the Pacific (Peters and Bahadur, 2014).

5.2 Policy spaces and windows

Enablers of DEC integration

In all successful examples of DEC integration across DFAT's work at Post as well as in external partner organisations, actors took advantage of policy windows. Some of these were opened as a result of the broader national and regional context within which Australian aid operates, while others were the result of changes and innovations within DFAT's own organisational processes and protocols.

Key pieces of Australian legislation appear to have been responsible for opening up policy windows for DEC integration in the country's development work. In Indonesia, environmental sustainability issues were integrated into key initiatives in order to adhere to the Australian Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act), which seeks to minimise the environmental impact of the aid programme. The EPBC Act was also identified as a major enabler of DEC integration in an Australian aid-funded infrastructure project in Viet Nam. In Indonesia, the aid effectiveness agenda is seen also as a driver of DEC integration within the country strategy, binding all programme staff to a set of common objectives. Furthermore in Vanuatu, agency and national government staff identified a number of policy windows that helped to justify integration initiatives already underway that could be used to further support the integration agenda; such as the emphasis placed on mainstreaming in the country's nodal framework for engaging with donors. In Kiribati, the consolidation of a high-level policy framework highlighting vulnerability to disasters, climate change and environmental degradation has helped DEC integration gain traction.

International frameworks and agreements have also been influential in promoting some aspects of DEC

integration. The UNFCCC process, through which countries have produced National Communications, has been key in stimulating the integration of climate change adaptation in development policy. The first National Communication on Climate Change (NCCC) in Kiribati, for example, was where planning for climate change was recognised as being part of sustainable development. This resulted in the development of the KAP and NAPA, which have now been reformulated to include disaster risk management.

Organisational innovations have also created spaces for the advancement of DEC integration across a number of case studies. It is too early to determine the full impact but in Vanuatu, the creation of a new Ministry of Climate Change, Meteorology and Geo Hazards, Environment, Energy and Disaster Management in 2012 appears to have provided an impetus for integration in the country, along with the setting up of a National Advisory Board charged with integrating climate change and disaster risk reduction across the government's programmes. In Viet Nam, environmental issues such as those around conservation are integrated into a climate change programme partly because a decision was made to include NGOs with specific expertise in conservation for the first time in such an initiative.

The availability of financial resources, particularly climate finance, has also provided opportunities for DEC integration in programmes across many of the case studies. In Vanuatu and elsewhere, the availability of extra resources through the International Climate Change Adaptation Initiative was described as the main reason for DEC integration being taken up. In Canberra, early efforts at DEC integration were enabled by Fast Start disbursement and programming which provided an entry point for more strategic activity around disaster risk reduction, environment, and climate change adaptation and mitigation.

Challenges to DEC integration

While a number of spaces supporting integration have been created, challenges around organisational processes, financial resources and policy environments were identified as major factors limiting the potential of DEC integration. One issue for DFAT is whether DEC integration should become a more formal part of programme planning. At the moment, the only element that is compulsory involves answering a series of risk screening questions when

using the AidWorks⁵ programme management system. The imperative for this is compliance with the EPBC Act. Second, although all of DFAT's investments are required to be monitored and evaluated periodically, methods of measuring progress on mainstreaming or integration are still at a nascent stage of development (this problem is compounded by the lack of systematic post-project independent evaluations in the organisation). Going forward, this presents a difficulty for thematic teams in reporting the success of their policies and accounting for spending. Also, while responsibility for overseeing portfolios of work on environment and climate change adaptation and mitigation rested with one branch, disaster risk reduction sat in another. It will be critical for DFAT to look at how these branches can work more closely with each other in order to effectively support DEC integration. This issue is by no means peculiar to DFAT and a number of other donors have reported problems of getting different branches (that are usually in competition with each other for resources and organisational priority) to work with each other (Wilkinson et al., forthcoming). Similarly even within partner governments, sometimes the responsibility for these three issues falls within the ambit of different ministries and/or departments.

Apart from the problems in organisational convergence, research in Vanuatu revealed that translating complex interrelated risks into similarly inter-connected programmes remains a challenge. More generally, ODI's discussions with DFAT staff, as well as with those from other organisations pursuing integration/mainstreaming agendas, revealed that this problem is partly exacerbated by 'mainstreaming fatigue' that afflicts programme managers as they have to already integrate issues including gender, disability, HIV and child protection into projects. In Indonesia, staff not only listed the pressures of integrating multiple themes as a challenge but also highlighted the fact that in wanting to 'mainstream' these diverse issues their projects were at risk of losing focus. This extends into an understanding of how current mechanisms of DEC integration could be reviewed and improved. ODI analysis and consultation with those who use AidWorks shows that the questions used to ensure staff have thought through the disaster, environmental and climate change impacts on and of their programmes have

little influence on the shape and form that initiatives eventually take, as they come after key decisions have already been taken about key project components. This, combined with the fact that DEC Focal Points often have limited agency to push for integration (as explained in the previous section), tangibly influences the way in which DEC integration takes place.

These challenges in policies and protocols need to be overcome to further improve the form that DEC integration takes. For example, while DEC integration into a road building initiative in Vanuatu was relatively successful, respondents indicated that a clearer policy mandate on DEC integration, accompanied by appropriate organisational protocols, would have resulted in integration taking place much earlier in the project. Anecdotal evidence suggests that retrospective DEC integration in the project was possibly more expensive than mainstreaming these issues from an early stage.

One challenge identified by staff across the case studies was that of the financing structure of the organisation. In the past, funding streams for DEC integration activities at Post have come from those branches and programmes whose mandate it was to address these issues (principally, environment and disaster risk reduction), but full DEC integration will also require other sections in Canberra to use some of their funds to address these issues, and in particular, to ensure their portfolios are risk-proofed. Funding for DEC integration where it has been made available has led to considerable progress in this agenda – it was a primary driver for DEC integration in the road building project in Vanuatu. Additional funds for integration are now needed or flexibility in budget lines for disaster risk reduction so that these funds can be used in sector programmes. Overall, more sustainable sources of funding are needed as Fast Start finance comes to an end.

The Australian aid programme's M&E procedures have been set up to measure the performance of programmes in accordance with their sectorally-defined objectives, but they need to be developed further in order to include indicators of DEC integration. This would allow staff to track progress on this front. Integrating any or all DEC issues creates an additional planning for programme staff and hence a disincentive to doing so. But including DEC integration indicators in M&E systems would help overcome some of these disincentives, and DEC integration is likely to be taken more seriously by programme staff.

⁵ AidWorks is DFAT's project management system with an internal quality assurance component built in. It has a number of questions on DEC integration that recommend actions that need to be taken.

Opportunities for moving forward

In the case study research, respondents identified a number of opportunities that could be taken advantage of to further strengthen DEC integration. First, they identified additional policy windows that could be exploited in the future to propel the integration agenda. For example, the 'Partnership for Development' in Vanuatu (the framework that guides the aid programme's investments in the country) is up for renewal at the end of 2013, providing a valuable opportunity for DEC integration in all of DFAT's work in the country.

In Viet Nam too it was felt that the forthcoming Country Situational Analysis and the new Country Programme Strategy that would determine the shape and form of DFAT's investments in the region could be used for providing a major impetus to integration. More broadly, it was felt that global policy processes such as those underway to define the MDGs post-2015 might propel integration, as there is a burgeoning discourse around the need to ensure development goals have disaster risk reduction, environment, and climate change adaptation and mitigation mainstreamed within them (see Scott and Shepherd, 2011; Mitchell and Wilkinson, 2012). Similarly, a growing emphasis on green growth, low carbon growth, climate-compatible and climate-smart development may open up policy opportunities to incentivise integration, bringing development, climate and environment concerns into greater alignment. Overall, DFAT needs to seize opportunities that these high-level policy processes provide to further the DEC integration agenda.

Apart from policy windows, a number of modifications to organisational protocols have been identified to help enhance the level of DEC integration across DFAT's aid investments. For instance, there was near unanimous consensus across the case studies on the need to develop appropriate organisational protocols in order to ensure that DEC integration starts during the formative stages of programme discussions and project concept notes, with a very early DEC screening process (using the AidWorks questions). Moreover, DEC indicators, frameworks and monitoring protocols are needed to ensure that the outcomes of integration can be measured along with the central outcomes of the main development interventions themselves.⁶

Some Posts, such as Viet Nam, have developed a DEC Integration Action Plan – a tool for agreeing and monitoring DEC integration activities within each thematic sector team at Post. While staff are not required to use this formally, the plan has helped raise awareness and has been an effective tool for building dialogue around integration options. Changes in organisational protocols to appropriate such initiatives into formal processes of DFAT would be very beneficial to the integration agenda. This could be done through including items from the Action Plan within Individual Performance Programmes in order to ensure that staff are tied more formally to this agenda.

Finally, financial resources were also seen as important to advancing DEC integration. Many of the countries reviewed in this study have limited institutional capacity to absorb funds for climate change adaptation activities, but new sources of funding available such as the Green Climate Fund are creating new opportunities for dialogue between donors and developing country governments to improve capacity in public financial management and procurement systems. These opportunities should be fully optimised.

5.3 Information and knowledge

Enablers of DEC integration

Analysis of the opportunities and enablers of DEC integration revealed some interesting insights into the type and nature of knowledge and information that was employed to initiate DEC integration processes. One enabling factor was the importance of 'evidence' on benefits that can accrue to an initiative through DEC integration. Staff in Indonesia said that the progress made towards DEC integration had occurred because findings from integration efforts had been used to consolidate an evidence base of the positive impact of such activity. This helped develop a feasible vision of DEC integration, based on knowledge of positive and negative experiences and context specificities. Similarly, in Vanuatu, successful DEC integration in a new school building (built with locally-sourced material and a climate-resilient design) came about thanks to the manner in which the architect in charge of the project accessed different forms of evidence. This included findings from a formal review of existing school buildings that indicated deficiencies in traditional concrete structures, as well as his personal experiences of the impact of disasters on schools built without climate

⁶ More information on this is available in ODI's note entitled 'DEC Indicators'.

proofing principles in the region. Where there has been an understanding of the ‘cost-benefits’ of DEC integration in development programmes, like in Vanuatu, this has added an impetus to this agenda.

Outside of Australian aid, discussions with CSOs that had made progress with DEC integration also revealed that sharing evidence on the benefits of mainstreaming disaster risk reduction, environment, and climate change adaptation and mitigation with staff through a formal review processes was a key enabler of integration. Apart from evidence that helps lay the groundwork for integration, ‘practical information’ or ‘know-how’ was also highlighted by CSOs as an important contributing factor in a range of projects undertaken in different regions. They underlined the critical importance of tools and guidance (including the option of seeking specialist advice) as well as cases of ‘best practice’ as information that made DEC integration possible.

Challenges to DEC integration

The case study research reveals a number of substantial knowledge gaps hindering further progress in implementing the DEC integration agenda. While certain kinds of data and evidence were helpful in some countries, in others integration was seen to be difficult due to the absence of a clear ‘business case’ for it. This shortcoming was important internally (for staff to be convinced of the need for integration) as well as externally (for them to use this to advocate a policy environment amenable to integration). Staff in some Posts argued that more clarity was needed on how the costs of DEC integration in the short term would yield substantial benefits for their initiatives in the long run. In Indonesia in particular, the lack of evidence on the positive outcomes from integration was cited as an impediment to the advancing of the integration agenda in-country. Respondents in Indonesia indicated that such data would help them forge a coherent narrative on the need for DEC integration. Apart from supplying information on the benefits of DEC integration, it was also suggested that supplying guidelines and methodologies to staff at Post for determining the benefits of integration would help further the agenda.

Findings from the Indonesia case study also underscore the importance of continual learning within Post on issues of DEC integration in order to narrow the gaps in understanding of DEC issues. Often, country programme staff do not understand

the hazards, exposure levels and vulnerabilities of the programmes that they manage. Even in contexts where information is available on disasters, environmental and climate change risks, as well as DEC integration costs, staff may still need training (sustained with refresher modules delivered periodically) to usefully absorb and make sense of it, as well as technical support mechanisms to implement what they learn.

In national governments too, lack of knowledge is a limiting factor in the promotion of DEC integration. Most line ministries and departments have only a very limited understanding of climate change and disaster issues and little knowledge of how to consider these in policy and programming. Capacity building and knowledge transfer are needed to improve understanding and action on integration. Within small island states in particular, where capacity is very weak, donor agencies and their partners may be dependent on external technical assistance over the near term (Peters and Bahadur, forthcoming).

Opportunities for moving forward

The case study research also identified a number of ways in which these challenges could be overcome. First, information and knowledge on the benefits of DEC integration would need to be deployed strategically in order to further strengthen integration at Post. Respondents suggested that rigorous data derived through empirical research (including cost-benefit analyses) on the benefits of DEC integration should be effectively communicated to the minister now responsible for international development matters, as well as key decision-makers such as the DFAT Executive. Special care needs to be taken on developing a narrative on DEC benefits for these senior functionaries; for instance, pitching DEC integration in terms of the ‘minimisation of economic losses to the aid programme’ may be more effective than highlighting the other benefits of integration. One innovative insight on methods of furthering the agenda centres around the importance of providing all members of the Aid Advisory Panel with a compulsory and in-depth briefing on DEC integration. This would make them aware of the manner in which DEC issues influence the sectors in which DFAT works and the tools/techniques available to ensure that these issues are adequately appropriated into project design.

Other findings centred around the means and modalities of sourcing the right information on DEC

integration. This included an acknowledgement within the Vanuatu Post that numerous tools and methods for integration already exist in donor organisations but need to be shared and circulated. This was in contrast to comments from the climate change team in Indonesia highlighting the need for more specific tools coupled with a process of tracking and reporting progress on DEC integration. In Vanuatu too, evidence has been used to advance DEC integration but there is a greater need to understand how integration influences development outcomes. Added to this, cost-benefit analysis is generally absent in most countries and is essential to building a strong business case for engagement on DEC integration issues.

Along with the need for evidence, respondents in Vanuatu also felt that it was quite important to undertake a ‘theory of change’ exercise to chalk out small measures that would result in broader change for DEC integration at Post. This would allow staff to visualise what effective DEC integration would look like and the realistic steps required to achieve this vision. Also, respondents in Viet Nam highlighted a need for short and succinct examples of sector-specific DEC integration. Experts familiar with the Australian aid programme also recommend that sector specialists within thematic groups receive targeted information on how DEC interacts with their sector, and overall, it was felt that while a basic understanding of DEC integration exists, more knowledge could be mobilised through exchanges with experts based in Canberra. This could be undertaken through a number of modalities: workshops/briefings organised by other organisations which had made progress on DEC integration in-country; technical assistance partnerships with organisations that have specialist knowledge on DEC integration; and greater interaction of staff at Post with the DEC Focal Point network.

In Vanuatu and Viet Nam, it was felt that supporting more Post-to-Post learning and training on DEC integration would be beneficial. Opportunities for this include Pacific-wide workshops targeting individuals at Post, capacity building through learning exchanges with Canberra-based experts, and workshops organised by other donors and CSOs. An expanded DEC Focal Point network should play a key role in coordinating peer-to-peer learning and there should be a mechanism for ensuring that other individuals moving between posts can transfer and share their knowledge and expertise to retain and develop existing skill sets.

5.4 Synthesis of findings

This section is based on different pieces of research carried out under the Advancing Integration project, but the findings are relevant and likely to be of interest to other contexts and donor organisations. Different sets of actors, spaces and knowledge factors stand out as being key drivers across the case studies: for example, in Vanuatu one of the main drivers of DEC integration was the availability of finance and an acknowledgement of cost efficiencies that can be obtained through integration. The Viet Nam case study notes a number of enabling factors, but finds issues of compliance (as made evident by the Environment Sustainability pillar of the Country Programme) to be one of the key driving forces behind DEC integration. Other drivers include the political prioritisation of environmental sustainability climate change issues, as well as Hanoi Post having a proactive team and a DEC Focal Point who was influential in developing a DEC Integration Action Plan. In Indonesia, one of the key drivers was external demand from partner organisations in the country; something that did not seem to influence the nature and form of integration in Viet Nam or Vanuatu. In addition, evidence from the institutional analysis underlines the critical importance of securing the support of senior executives to provide momentum in the integration agenda.

Unsurprisingly, the integration of disaster risk reduction, environment and climate change adaptation and mitigation almost never takes place in equal measures in any one initiative. This study finds that differential weight is given to each of three components of DEC integration when this agenda is taken up at Post. In the road building initiative in Vanuatu, climate information was used to lay particular emphasis on integrating concerns around the impact of climate change and hydro-meteorological disasters with environmental issues given less consideration. In Viet Nam, DEC integration in the Australia Awards Scholarships initiative aims to emphasise the three elements in equal measure by encouraging students seeking funds to pursue PhDs to develop their proposals around a range of environmental issues. Meanwhile, in Indonesia the education team, with the help of technical experts, adapted the technical guidelines for building schools to meet current Australian environmental sustainability standards. Issues of climate change adaptation and mitigation were not accommodated to the same extent. Although different

TABLE 2

Assessment of progress on DEC integration in programmes

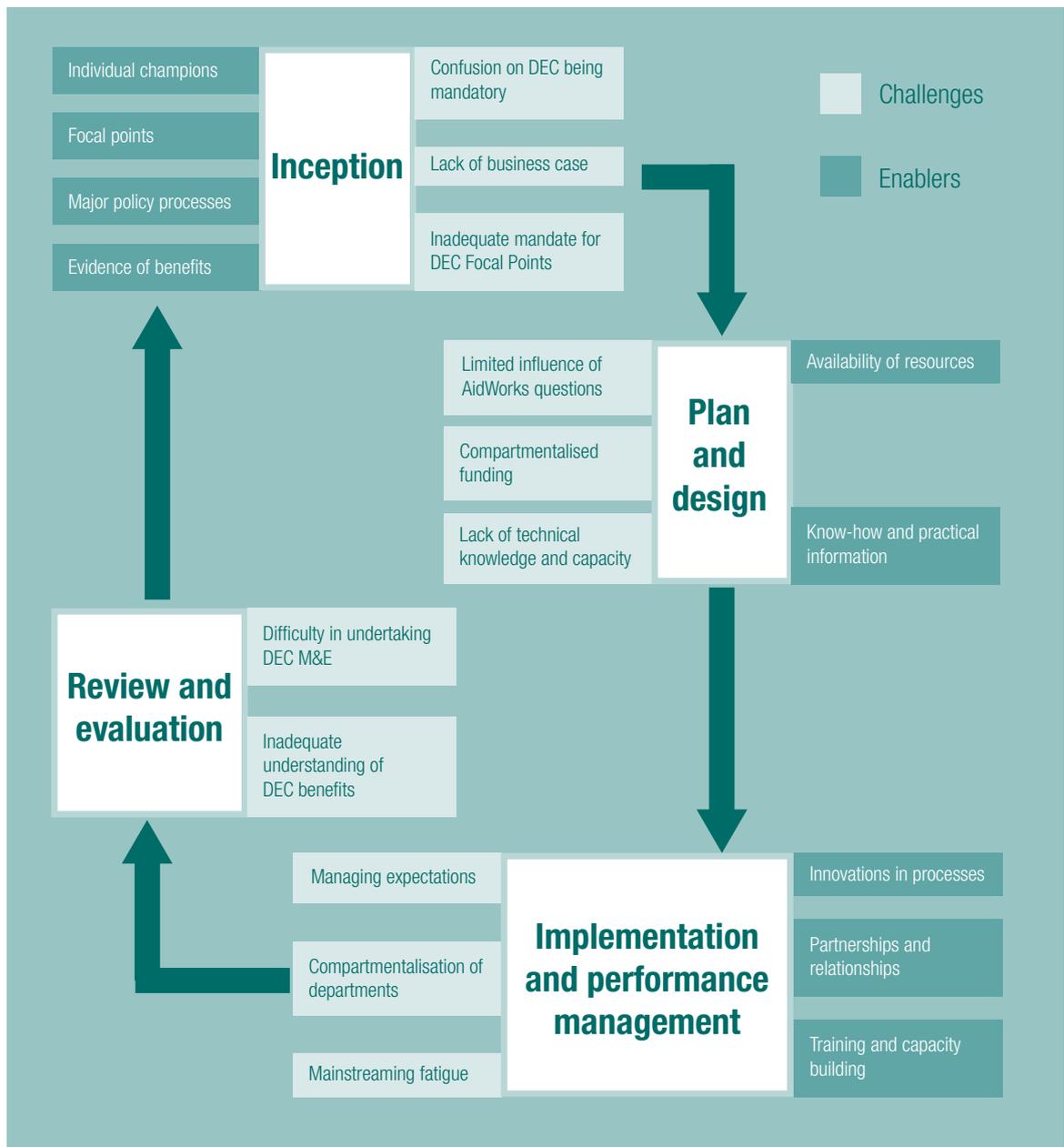
Aid Management Cycle	Enablers	Challenges	Opportunities
Actors and networks	<ol style="list-style-type: none"> 1. Role of individual champions (especially focal points) 2. Training and capacity building 3. Partnerships and relationships 	<ol style="list-style-type: none"> 1. Limited technical capacity on DEC issues (within DFAT and partner governments) 2. Limited profile of focal points 3. Managing expectations 4. Absence of Principal Sector Specialists 	<ol style="list-style-type: none"> 1. Emphasis on training (immersions for new staff at Post, mandatory e-learning) 2. Forging partnerships with sources of technical information 3. Senior management support for DEC integration 4. Strengthen roles of DEC Focal Points
Space	<ol style="list-style-type: none"> 1. Major policy processes (e.g. EPBC Act 1999) 2. Innovations in internal processes (e.g. expanded array of partners) 3. Availability of targeted resources for DEC issues 	<ol style="list-style-type: none"> 1. Lack of clarity on whether DEC integration is mandatory 2. M&E of integration 3. Compartmentalisation within DFAT and partner governments 4. Mainstreaming fatigue 5. Limited influence of DEC integration questions in AidWorks or project design 6. Compartmentalised funding 	<ol style="list-style-type: none"> 1. Ensuring DEC integration into high-level policies 2. Drawing on major international policy processes 3. Modification of IPPs to include DEC 4. Draw on available international finance 5. Prioritise DEC integration in programming cycles 6. M&E of DEC integration
Knowledge	<ol style="list-style-type: none"> 1. Evidence (though limited) of the benefits of DEC integration and sharing best practices on DEC integration 2. Availability (though limited) of practical information and know-how 	<ol style="list-style-type: none"> 1. No broad-scale understanding of DEC risks 2. Lack of a widely understood business case for DEC integration 3. Lack of technical knowledge on DEC at country level 	<ol style="list-style-type: none"> 1. Systematic dissemination of knowledge and experiences on DEC integration 2. Sharing existing tools and methods on DEC integration 3. Developing a theory of change around DEC integration 4. Learning from other organisations who have made progress with DEC

pieces of research completed by ODI present diverse aspects of importance to this debate, their synthesis allows us to piece together a holistic view of the necessary conditions for systemic and systematic DEC integration within DFAT.

Notwithstanding these differences and other contextual factors shaping DEC integration at Post, there are a number of general observations that can be made about how the role of particular actors, the creation of policy spaces and collation and dissemination of knowledge can be taken advantage of to promote DEC integration. These are

summarised in Table 2, along with the main enabling and constraining factors identified in Canberra, Indonesia, Viet Nam, Vanuatu, the Philippines, Kiribati and South Asia. Figure 1 then shows how these enablers and challenges to DEC integration affect the aid management cycle, the organisation’s tool for programming. Each of the enablers and challenges described in this section is allocated to the step in the aid management cycle where it is most influential, to demonstrate points in time when these actors, spaces and knowledge factors influence DEC integration attempts.

FIGURE 1



6 Discussion

To achieve DEC integration into policy, process and programming, consideration of these issues needs to be institutionally-driven, meaning that disaster risk reduction, environment and climate change adaptation and mitigation become embedded within the systems, logic and incentives of the development agency, and especially in country programmes.

According to the agency's vision of effective DEC integration, country programmes and sectors would:

- Be informed by context or sector specific DEC analysis.
- Have a tailored DEC integration management plan.
- Commit to country or sector specific DEC integration goals/objectives that are then reported on systematically.

Analysis of the case studies finds that DEC integration has made some progress in select development programmes, to the extent that they are informed by some DEC analysis. In particular, and within Posts, different aspects of disaster risk reduction, environment and climate change adaptation are already being integrated into many processes, initiatives and ways of working. Evidence gathered suggests that this most frequently takes the form of disaster risk reduction, environment and climate change adaptation being considered in focus sectors in each country, such as health, education, infrastructure and basic services. Across the case studies, however, there appear to be fewer experiences of integrating climate change mitigation in development programmes. DFAT is promoting low carbon growth through clean technologies and low carbon measures in the energy sector in Viet Nam, and in the Philippines it is undertaking a dedicated disaster risk management and climate action programme. But examples of concrete climate change mitigation measures undertaken as part of

these strategies were not uncovered in the case study analysis. This absence suggests that climate change mitigation measures are not being given the same priority in these countries as actions to reduce the impact of disasters, environmental degradation and climate change on communities.

Of the various possible approaches to DEC integration that exist (see Jobbins and Thuong, 2014), the most common types adopted have been: a) architectural integration; b) compliance; c) project integration; and d) additional outputs as integration.

- a) Architectural integration: DEC elements have been combined in programme architecture in Canberra, despite the thematic areas of disaster risk reduction and environment and climate change being separated within the organisation. Since the DEC integration agenda first emerged, the central Canberra teams of disaster risk reduction and environment and climate change have sought to coordinate their efforts where possible. For example, the disaster risk reduction team have focussed on ensuring that climate action is considered in its policy work.
- b) Compliance: Environmental protection is mandated and investments screened for potential impact thanks to a range of compliance protocols such as the Environment Management Guide (AusAID 2012) and AidWorks.
- c) Project integration: This has been the most common approach to DEC integration adopted at Post. DEC issues have been integrated separately into the design and implementation of interventions across the case studies, particularly in health, education, infrastructure and basic services projects.

- d) Additional outputs as integration: Provision for outputs addressing some DEC issues has been made, but without systematic integration into outcomes.

These approaches have been the most relevant in the early years of DEC integration and in lieu of a more comprehensive policy and organisational structure to guide and drive this agenda. Decision-making over whether to integrate issues has often occurred on a project-by-project basis rather than being systematically incorporated or planned, with staff at Post taking the initiative to add value to existing projects through DEC integration (Peters and Bahadur, forthcoming). However, for DEC integration to add even greater value, offering significant cost savings and development gains, further types of integration are needed. Programme integration is recommended so that these issues are considered throughout programme logics, from the selection criteria in calls for proposals, to outcome statements and evaluation frameworks.

All the case studies suggest that an enabling organisational environment is needed to support the work of champions of DEC integration at Post. DEC Focal Points are key individuals in furthering this agenda at Post but they need to be given greater visibility within the organisational structures to ensure that DEC risks and integration options are considered adequately in development programmes.

The analysis of case study findings presented in the previous section also reveals some interesting lessons in terms of the timing – and relative importance – of different actors, spaces and knowledge factors. Overall, policy change on DEC issues at the international level played an important catalytic role, alongside the availability of international finance, getting DEC integration on to the agenda in

Canberra, producing some policy initiatives. This, alongside the appointment of DEC champions at Post, has led to its take up in some programmes. Further progress now demands greater high-level support to join the dots in DEC integration practices to date. A more coherent strategy from Canberra, clear organisational protocols, and targeted funding to implement DEC integration all present opportunities for achieving more comprehensive integration at Post. Key recommendations stemming from these observations are discussed in more detail in the next section.

In terms of the ASK Framework, the analysis of policy change on DEC integration within Australia's aid programme offers some interesting findings for the public policy literature and theories of policy change. Unlike other policy issues, the success of DEC integration reform seems to depend not only on technical and lay knowledge about the policy problem, but also on an in-depth understanding of the benefits and methods of doing things differently. Evidence of disaster, environmental degradation and climate change impacts is not enough; policy makers have to be presented with evidence of the costs and benefits of DEC integration and knowledge transfer from peers and colleagues on how to go about mainstreaming DEC issues in their work.

Another noticeable difference between DEC integration and public policy reform elsewhere is the importance of organisational issues. For DFAT to successfully integrate these issues into its development programmes, organisational and personnel changes need to be made first including the clarification of mandates for carrying out advisory and operational roles in DEC integration. These 'internal' aspects of DEC integration add an additional layer of complexity in understanding changes in public policy.

7 Recommendations

Development gains are being eroded by disasters, environmental degradation and climate change and reversing this trend will require the joint consideration of these risks and also reflection on how disaster risk reduction, environment and climate change adaptation and mitigation can be better managed within different sectors of a country's economy. Doing so would also give further momentum to efforts so far in Canberra and at Post. For the Australian Government, progress to date has been through integration of some of these issues into priority sectors as well as providing support and capacity building to developing country government agencies. However, adopting a more systematic approach to DEC integration can be expected to add significant value to Australia's aid programme. Development investments face a number of interrelated risks stemming from disasters, environmental degradation and climate change, and there would appear to be significant economies of scale in addressing them together rather than through separate processes and organisational structures. These savings could be significant – according to some estimates, climate and environmental losses are expected to average USD\$362 billion per year in Asia-Pacific under a business-as-usual scenario, representing an 8 per cent loss in GDP. These losses could be reduced to 3.5 per cent of GDP by investing in climate change adaptation and mitigation, equivalent to USD\$158 billion per year, representing savings of USD\$204 billion per year. These savings are equivalent to double the cost of integration (Peters, Richard and Cabot Venton, 2014).

To advance DEC integration further will require greater consideration of these issues in policy processes and programming, moving from supply-driven to institutionally-driven approaches. Institutionally-driven DEC integration means that DEC considerations

become embedded within the systems, logic and incentives of the organisation, and especially those of country programmes, in order to overcome problems of institutional memory loss regarding integration experiences. This embedding is seen as crucial by thematic areas to not only ensure better development practice but also to enable thematic staff to collect and collate data and stories regarding performance in disaster risk reduction, environment and climate change adaptation and mitigation.

Based on the analysis of case study material and the identification of opportunities for DEC integration (summarised in Table 1), the authors have developed a set of five key issues that need to be addressed for DEC integration to effectively make headway within development agendas and strategies. These action points are of high relevance to the Australian Government today, given that they are based on evidence of previous experiences. But they are also potentially of interest to other organisations keen to promote more integrated, comprehensive approaches to addressing the impacts of disasters, environmental degradation and climate change on development practice.

The opportunities from the previous section have been grouped together in such a way as to offer a strategic approach for the Australian Government to further support DEC integration within its development assistance programmes. While some can be easily harnessed by staff in Canberra requiring little staff time and minimal additional financial resources or technical knowledge, others will require greater inputs but offer the potential of transforming the manner in which DEC integration is promoted through international development.

Key action areas for DEC integration:

Action area 1: Senior management support

Action area 2: Organisational integration

Action area 3: Inclusion in high-level policies

Action area 4: Action plan

Action area 5: Methods for learning and dissemination

Action area 1: The first two issues relate to the role of key stakeholders in DEC integration. Champions for DEC integration need to be high up within the organisation, or at least initially and until this approach to managing risk is institutionalised in donor practices. A more systemic push for DEC integration is needed including mapping of international policy processes, preparing analyses of how integration aligns with these and lobbying the management board. A senior member of staff will need to drive this process, but it is not expected to require significant financial or technical resources – rather political capital and negotiating skills.

Action area 2: One organisational home for DEC integration is needed within DFAT to promote DEC integration throughout development practice. The authors therefore strongly recommend that DFAT set up a DEC integration section within the organisation to take forward the integration of these issues. At Post, DEC Focal Points should continue to be encouraged to perform a supportive role – and will need further training to do so more effectively – but members of thematic teams should also have DEC integration responsibilities written into their contracts. The development of clear organisational mandates is time-consuming and relatively costly but can be undertaken step-by-step as new staff are appointed. The role of Focal Points could also be usefully strengthened as they provide an existing organisational structure around which to promote further DEC integration.

Action area 3: The next two action points refer to the creation of spaces for DEC integration and are perhaps the most important but also most challenging areas requiring attention. The inclusion of DEC in high-level policies that guide DFAT's investments (such as the Country Strategy or the Partnership for Development) is key to the comprehensive implementation of DEC integration reform

throughout DFAT. Without it, DEC integration will continue to be piecemeal and may become completely side-lined as an issue to be addressed at Post. DEC integration within these policies would ensure that staff designing and executing individual initiatives are obliged to take these concerns on board in a systemic and systematic manner. However, developing a comprehensive strategy on DEC integration will take time and require substantial buy-in from senior managers over a prolonged period.

Action area 4: DEC Integration Action Plans at Post have played a key role and management staff could do more to implement these plans through positive reinforcement of messages and behaviours around their use, but institutionalisation of the Action Plan requires leadership from Canberra. Local Action Plans should be recognised and institutionalised in Canberra, and more generally, a high-level DEC integration Action Plan is needed with details on how to implement the high-level policies on DEC integration. This could usefully be scaled up from experiences with Action Plans in Viet Nam and the Philippines. A high-level Action Plan could encourage the application of DEC screening tools and promote their use at the very beginning of planning processes – in a pre-inception phase of any project. Beyond programming, DEC integration can also be promoted with different partners and through alternative modalities, including through the inclusion of scientific data (on DEC issues) in management systems.

Action area 5: A systematic approach to learning and dissemination can be developed to ensure that relevant information on DEC risks is accessible to DFAT staff at different levels and that lessons learned on using that information in development programming are shared and institutionalised – so that they are not lost over time as staff change. This would entail a number of activities including systematic sharing of existing tools and guidance on DEC integration. Knowledge exchange already takes place in parts of the organisation, but a more concerted effort is needed to ensure that all staff understand the nature of available information and methods of accessing DEC risks. The case study research also revealed the great value of learning events, particularly those that encourage 'Post-to-Post' learning. Posts experience similar challenges and at the same time face similar opportunities for undertaking integration. Post-to-Post learning exchanges should be held regularly and appropriate human and financial resources need to be dedicated to this.

Another method for systematising learning on integration would be to include it within essential training that staff receive before being sent to Post. Learning events and pre-posting training on DEC, plus some kind of ‘accompaniment process’ whereby a DEC expert is available to provide swift and focussed advice on integration, was also seen as potentially valuable. A similar process for building M&E capacity in DFAT is proving very effective and DEC integration efforts could build on that. Finally, the research conducted at Post also revealed the need for a range of knowledge products on DEC integration, including practical guidance on integration processes, understanding the business case (including a cost-benefit analysis), and case studies capturing successful examples of DEC integration.

Responsibility for implementing the five action points listed above lies with Post, the Regional hubs and staff in Canberra (see Table 3). Personnel at different organisational levels will need to undertake specific actions to bring about a systematic vision of DEC integration. So, while the responsibility for providing senior management support for DEC integration remains chiefly with Canberra, the demand for this needs to be clearly articulated by Post and Region.

For the second action on organisational integration, staff at Post need to identify and appoint DEC Focal Points, and once appointed, Focal Points at Post need to be proactive in pushing the integration agenda. Also, senior management at Post need to ensure that all staff have undertaken the mandatory e-learning on DEC integration, and that DEC issues are included in the Individual Performance Programme process. Regional hubs can play an important role by providing trainings and ensuring that good practice on integration is shared between Posts in the Region. Canberra can support organisational integration by ensuring that DEC issues are included within the contractual responsibilities of key members of thematic teams and ensure that new staff receive an adequate immersion in DEC before being sent out to Posts.

For the third action on inclusion of DEC in high-level policies, staff at Post need to be alive to new policies being formulated in-country (e.g. Partnership

for Development, Country Strategy) and need to develop a Theory of Change to gauge opportunities to support national processes in a systematic way. Regional hubs can play a similar role but for regional level policies. Staff in Canberra can help provide advice, tools and a mandate to promote integration in policies. They can also support Theory of Change exercises taking place at different levels (by, for instance, helping to locate consultants to run them).

The fourth action, preparing an integrated Action Plan for DEC, requires staff at Post to seek tools and guidance on integration from the intranet and from the Focal Point network. Any successful Action Plan is also contingent on knowing where to source the right advice when needed, and therefore staff at Post need to acquire a list of ‘go to’ people for integration. Regional hubs need to facilitate knowledge sharing on DEC action planning processes within the region. Canberra needs to collect, collate and spread good practices of action planning from across DFAT’s operations and also ensure that staff at Post know of the support they can receive from the thematic teams.

Finally, just as with the previous four actions, the development of methods for learning and dissemination also requires a concerted effort from staff at all levels of the organisation. Staff at Post will need to request further technical and financial support for learning on DEC issues. At the same time, as most investments are operationalised at the country level, it falls on staff at Post to capture and communicate good practices and gaps in DEC integration within investments, so that learning across the organisation can take place. Also, as budgets for particular initiatives are often prepared at Post it is important to dedicate financial resources to developing staff capacity on DEC integration. In Vanuatu, for instance, an accompaniment process, where an expert consultant provided advice and training on M&E, was seen as one possible model of how learning on DEC could be enhanced. Regional hubs could help ensure cross learning between Posts and help with linking different Posts to any training events underway in the Region. Staff in Canberra can also help allocate tools and resources for enhancing learning on DEC.

TABLE 3

Action points for DEC integration across scales

Action	Post	Region	Canberra
1. Senior management support	Express demand for senior management support	Express demand for senior management support	Appoint a member of senior management to champion the DEC agenda
2. Organisational integration	Identify and appoint an individual to act as DEC Focal Point. DEC Focal Points to be active in offering support and ensuring that staff are aware of the services that they offer. Senior management at Post to request DEC capacity building to be mandatory in pre-posting training for new staff. DEC issues should be integrated into IPPs.	Organising training for focal points, facilitating cross learning between Focal Points and maintaining an up-to-date directory of Focal Points. DEC issues should be integrated into IPPs.	Members of thematic teams to have DEC integration written into their contracts. Monitor new postings being released and provide new knowledge and technical resources. DEC issues should be integrated into IPPs.
3. Inclusion in high-level policies	Identify opportunities for DEC inclusion in high-level policies. Senior Management at Post organise a Theory of Change workshop and request Canberra to support.	Identify regional sources of technical expertise and other partnerships to support inclusion of DEC in high-level policies. Ask for observers from neighbouring Posts to attend ToC workshops and maximise benefit.	Ensure that support (advice, tools, mandate etc.) is available to teams charged with steering high-level policy processes. Canberra to help facilitate the process of ToC development.
4. Action Plan	Undertake mandatory learning on DEC integration. Seek tools and guidance from intranet and Focal Point network. Request clarity on who the 'go to' people are from Canberra contacts.	Facilitate sharing of knowledge on action planning processes and action plans.	Scale up experiences from countries such as Viet Nam and the Philippines to develop high-level DEC integration action plans. Thematic staff to ensure consistency in support and communicate how people in Post can utilise them.
5. Methods for learning and dissemination	Staff at post to be more proactive in driving demand for support (technical and financial). Capture and share findings on DEC integration within investments. Dedicate funds for external resources to train and backstop staff where existing resources are insufficient.	Facilitate learning events between posts on DEC integration. Capitalise on any training initiatives underway to link other Posts in the region who could benefit.	Collate tools and guidance on integration and actively share with regions and Posts. Canberra to support initiative by helping locate resources and consider co-funding learning/training.

Postscript: Next steps

Discussions with staff during the preparation of case studies revealed the need to provide practical guidance on how to consider DEC issues within investments. A range of compliance protocols already existed, such as the Environment Management Guide (AusAID 2012) and AidWorks, and there was some guidance provided through the Integration in Practice Handbook (AusAID 2010), but more support is needed to get to grips with integration. This led to ODI developing the ‘Triple A Guidance’ (Assessment, Analysis and Actions), aimed at providing practical guidance for staff to advance DEC integration within the organisation. This guidance will go some way towards addressing Action Points 2, 4 and 5. It is a sum of four parts:

- The first part provides an overview of key issues in DEC integration and includes concise examples of how DEC could be integrated into sectors such as health, water and sanitation, education, agriculture and food security, infrastructure and response and recovery.
- Part two includes a set of twelve questions to allow those using this guidance to rapidly assess the degree to which DEC integration is a priority for the investment that they are planning and/or executing. This to ensure that staff do not invest time and resources in integration, unless it is relevant and important.
- Those for whom DEC integration is seen as a priority progress on to the third part of the guidance. This is a checklist that helps users gain a clearer understanding of the DEC issues that they need to consider because issues of disasters, environment and climate change rarely influence an investment equally. Also, different types of disasters, environmental impacts and climate change impacts are relevant for different types of investments.
- Once the users of this guidance have ‘assessed’ the degree to which DEC is relevant for their investment and analysed the specific issues of importance, the final part of the guidance presents them with a suite of actions that they

can undertake to practically integrate DEC. Instead of a prescriptive list of steps that must be followed, this part of the document is a ‘basket of options’ allowing users of the guidance to pick and choose those that are most relevant to their individual contexts. These actions range from the straightforward (e.g. contact your DEC Focal Point) to the somewhat more complex (e.g. devise appropriate M&E for DEC) and the document includes illustrations and examples of how these actions have been undertaken within DFAT and other organisations.

The process of producing this document entailed an examination of existing integration guidance and protocols, an analysis of findings from case studies and a systematic review of dominant tools and processes of integration/mainstreaming being used by other donors and international organisations. Following this, the guidance developed was field tested through four workshops in Canberra to solicit advice on improvements and changes. Two rounds of reviews then followed before the final guidance was published. Overall, this guidance is expected to help advance the systematic and systemic integration of DEC across all DFAT’s investments.

ODI has also carried out a review of cost-benefit analysis information relating to DEC issues, which examines the costs of failing to act in the face of disaster, environmental and climate change risks in terms of the effect they could have on existing development portfolios and the likely negative impact on development gains. It also discusses the potential savings associated with disaster risk reduction, environment, and climate change adaptation and mitigation investments as well as additional economies of scale and transactional cost savings associated with an integrated approach. This analysis should help make the case for DEC integration within DFAT and enhance senior management support (Action Point 1) and promote high-level policy commitment (Action Point 3)

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