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# Climate Change Adaptation in the DriniMati River Delta and Beyond



## Policy Paper



**Republic of Albania**  
**Ministry of Environment, Forestry**  
**and Water Administration**

**Climate Change Adaptation in the Drini Mati**  
**River Delta and Beyond**

**Policy Paper**

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## ***Foreword***

Temperature, rainfall, sea level and extreme events are changing which will impact all aspects of the economy, the daily activities of our local communities, and the biodiversity values for which we are renowned. There is no doubt that we are already seeing and feeling the impacts of climate change and that we will face even more challenges in the coming decades. As such, adaptation is vital and is best supported through an integrated, coordinated and cross-cutting approach. Albania has commenced such an approach, by identifying Policy Strategies that initiate mainstreaming of climate change adaptation considerations into national development planning. The Policy Strategies are based on consultation across government ministries and the important work undertaken during the, 'Identification and implementation of the adaptation response measures in the Drini-Mati River deltas' project - a pilot initiative successfully implemented in Albania with support of the Global Environment Fund (GEF), Government of Albania and United Nations Development Program (UNDP).

Implementation of these strategies is critical to provide the enabling environment required to support ongoing, proactive adaptation to climate change risks in Albania. As an immediate priority, these seven Policy Strategies must be considered during the drafting of the National Strategy for Development Integration (NDSI), including the NSDI Environment Cross Cutting Strategy. Beyond these immediate priorities, it is recommended that we take a well-coordinated and closely monitored policy mainstreaming effort to help us address the critical adaptation challenges posed to Albania by climate change.

The Policy Strategies represent an important opportunity for Albania to build on the success and lessons learned developed through the pilot initiative in Drini Mati River Deltas and scale it up in other vulnerable areas of Albania. The policy strategies are by no means the actions required, representing a sensible pathway towards an integrated approach to adaptation in Albania, whilst establishing the foundation for continued coordinated and proactive responses from community to national scales. The strategies are an important first step, which I regard both as urgent and essential

Fatmir Mediu

Minister of Environment, Forestry and Water Administration



## ACRONYMS

CCA	Climate Change Adaptation
DMRD	Drini-Mati River Delta
EU	European Union
GEF	Global Environment Facility
GHG	Greenhouse Gas
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HCFC	Hydrochlorofluorocarbon
ICZM	Integrated Coastal Zone Management
INC	Initial National Communication
IPA	Instrument for Pre-Accession
IPCC	International Panel of Climate Change
MAFCSP	Ministry of Agriculture, Food and Consumer Protection
MAP	Mediterranean Action Plan
MCTYS	Ministry of Culture, Tourism, Youth and Sport
METE	Ministry of Economy, Trade and Energy
MIE	Ministry of European Integration
MoEFWA	Ministry of Environment, Forests and Water Administration
MoES	Ministry of Education and Science
MoF	Ministry of Finance
MoLSAEO	Ministry of Labour, Social issues and Equal Opportunities
MoPWT	Ministry of Public Works, Transport and Telecommunications
MoH	Ministry of Health
NAPA	National Adaptation Plan for Action
NGO	Non-Government Organisation
NSDI	National Strategy for Development and Integration
OCED	Organisation for Economic Co-operation and Development
PA	Protected Area
ProDoc	Project Document
RBM	Results-Based Monitoring
SNC	Second National Communication
TNC	Third National Communication
UNDP	United Nations Development Program

UNEP

United Nations Environment Program

UNFCCC

United Nations Framework Convention on Climate Change

WHO

World Health Organisation



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## Executive Summary

Effectively adapting to the impacts of climate change to ensure environmental sustainability, ongoing economic growth and to meet the development needs of all Albanians is a critical challenge. There is an imperative for policy action to stimulate and coordinate adaptation action by all levels of Government (National, Regional and Local), the private sector and among the Albanian community. This has been clearly demonstrated by the project “Identification and Implementation of Adaptation Response Measures in Drini-Mati River Deltas (DRMD)”, supported by GEF/Government of Albania/UNDP.

The need for climate change adaptation policy has been recognized by the 2012 European Union (EU) Progress Report, recognizing that a ‘more strategic approach’ to addressing climate change is required given that ‘progress has been limited’ in this regard stressing that ‘preparations in the area of climate change remain at a very early stage’. At present, the EU does not have specific legislation or policy with respect to climate change adaptation; in contrast, there is a suite of EU acquis in relation to climate change mitigation through Greenhouse Gas reduction, including low-carbon economic growth. The EU White Paper on Climate Change Adaptation, subject to consultation in 2012, provides an indication of the future direction that the EU may take. As such it is recommended that Albania engage with the EU during 2013 as a formal policy strategy to ensure alignment to the EU position on climate change adaptation as it emerges.

To support Albania to take a more strategic approach to climate change adaptation and to ensure that the lessons from the DRMD project are learned and mainstreamed across priority policies, sectors and programmes, seven Policy Strategies are put forward for discussion:

1. The inclusion of specific reference to climate change adaptation in the National Strategy for Development and Integration 2013 - 2020 (NSDI).
2. The inclusion in the Environment Cross-Cutting Strategy (integral part of the NSDI) of specific strategic priorities and policies that seek to support climate change mitigation and adaptation. The Environment Cross-Cutting Strategy should implement the policy imperative on climate change action outlined in the NSDI.
3. Ensuring that the Environment Cross-Sector Strategy incorporates specific climate change adaptation actions and priorities for adoption and inclusion within other sector strategies.

4. Establishment of a Climate Change Technical Working Group under the auspices of the Working Group for Environment.
5. 5. Ensuring that climate change adaptation is a specific focus area within the environment sector fiche developed under IPA 2013 (Climate Change measure).
6. Encouragement of all regional and local government units, based on the experience of the DRMD project, to develop specific adaptation interventions-project fiches to seek climate adaptation financing.
7. Continuing close working relationship with neighbouring countries and regional organisations to build on experiences in developing integrated management systems to address shared climate change adaptation challenges.

It is recommended that, as an immediate priority, these seven Policy Strategies are considered during the drafting of the National Strategy for Development Integration (NDSI), including the Environment Cross Cutting Strategy and the 2013 Environment Sector Fiche under the EU IPA process. Beyond these immediate priorities it is recommended that a concerted, well-coordinated, and closely monitored policy mainstreaming effort be embarked upon to address the critical adaptation challenges posed to Albania by climate change.

## 1. Introduction

Climate change is recognized as the greatest challenge that will face humanity in the 21st Century (UNDP 2008). This is in part due to the interconnected nature of social, environmental and economic systems, where changes in climate will have far reaching implications globally. International commitments to significantly reduce greenhouse gas emissions (GHG) are now widely recognised to be insufficient to avoid many climate change impacts. If the global community continues to release GHG emissions at the rate experienced over the last two years, global climate is projected to increase by 4 to 6 degrees Celsius by 2100 (Peters et al. 2012). Adaptation is therefore inevitable.

Adaptation is defined as an adjustment in natural or human systems in response to actual or expected stimuli or their effects, which moderates harm or exploits beneficial opportunities (IPCC 2007: Glossary). Adaptation to the impacts of climate change will be required as natural systems change in response to changes in global climate. Even if there is a significant action to reduce GHG emissions, the global community is committed to degrees of change that will require adjustment and response. Consequently, social, economic and environmental decision-making must be cognitive of the projected changes in climate and how social and environmental systems will respond. Such considerations may inform future planning and management decisions, which seek to ensure sustainable development despite a changing climate.

The impacts of climate change will be far reaching; however, the nature of change will vary depending on the geographic, social and ecological conditions experienced in select locations. For example, in Albania, the Drini-Mati River Deltas (DRMD) have been identified as extremely vulnerable to the impacts of climate change (Ministry of the Environment of Albania 2002). The DMRDs are two of three deltas found on the northern Adriatic coast of Albania. Of the three deltas, the Drini is the largest and most complex, consisting of a compound system of sandy belts, capes, bays, lagoons and island areas. The lowland comprises a complex of habitats, including beaches, dunes and wetlands with significant biodiversity values (Bego and Koni 1999). The DMRD provides wintering ground for the globally endangered pygmy cormorant (*Phalacrocorax pygmaeus*) and over 70 other species of waterfowl and waterbird with a total population of some 180,000 individuals; and is an internationally recognized Important Bird Area (IBA). Further, the Patok lagoon, within the Mati Delta serves as an important

feeding area for globally endangered loggerhead turtles (*Carettacaretta*) in the Adriatic sea and forests in the DMRD harbour several medicinal and aromatic herbs. These habitats and the communities that rely on them are vulnerable to long-term climate change (Ministry of the Environment of Albania 2002).

In recognition of the challenge that climate change poses to the social and ecological values of the DRMD, and in turn to the nation of Albania, the Government embarked on a project to establish strategies to moderate, cope with, and take advantage of the consequences of climate change. In this context, the United Nations Development Programme (UNDP) supported the Government of Albania to assess climate risks to the DMRD and develop adaptation strategies that would increase the resilience of the DRMD to projected climate changes through a project entitled “Identification and Implementation of Adaptation Response Measures in the Drini–Mati River Deltas” (the DMRD Project).

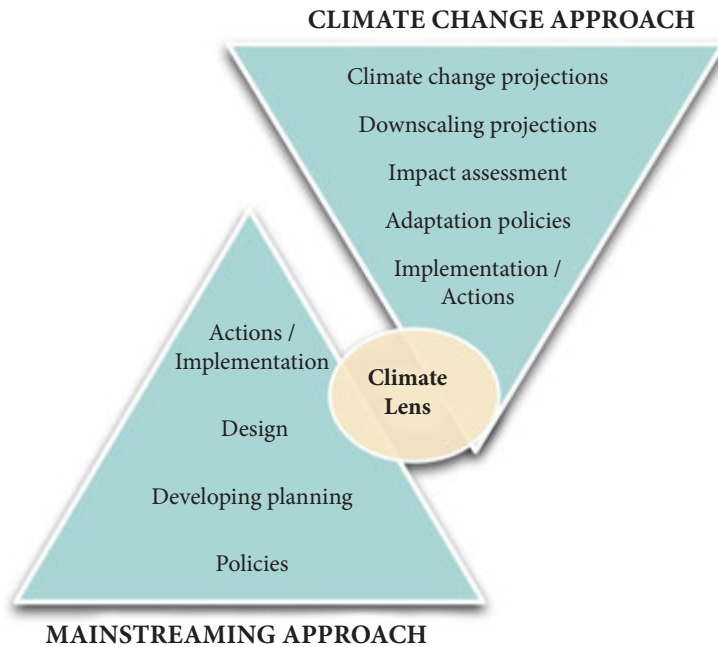
This Policy Paper draws on the valuable lessons garnered through the DMRD Project to provide recommendations to position Albania to proactively and collaboratively respond to the impacts of climate change. The aim of the DMRD Project was to establish mechanisms by which strategies to moderate, cope with, and take advantage of the consequences of climate change were enhanced, developed, and implemented. A two-pronged approach was adopted, (i) a climate driven approach to assess climate risks and develop adaptation strategies; and (ii) a climate mainstreaming approach to provide the enabling environment that supports sustained investments and action in adaptation (Box 1). The outputs provide insight into the priority adaptive actions to reduce vulnerability of the DMRD; and the key barriers, opportunities and leverage points to support on-going adaptive action within the DRMD and Albania more broadly.

The valuable lessons learned through the DRMD Project are drawn on to provide policy strategies to mainstream climate change within national planning and development instruments. Such action is critical to provide the enabling environment that will support decision-making that delivers sustainable development despite a changing climate. Mainstreaming adaptive action will require sustained long-term effort and must build on national planning and development instruments now and over decades to come.

### ***Box 1: A climate driven and climate mainstreaming approach***

Climate change adaptation is often implemented via two complimentary approaches: (i) a climate-driven approach and (ii) a mainstreaming approach (Figure 1). The climate driven approach draws on global and downscaled climate change projections to assess the impacts of climate change, develop adaptation policies and define and implement adaptation actions. The approach can be viewed as a ‘top-down’ approach, moving from global scenarios for change to develop context specific adaptive actions. The mainstreaming approach entails integration of climate relevant information into policies and plans, which informs the design of development interventions that incorporate climate change elements and therefore are resilient to climate change. The mainstreaming approach promotes cross-sectoral engagement in adaptive action and provides the enabling environment (through climate integration in policy, plans and strategies) to support delivery of adaptive action. There is a clear complementary connection between the climate-driven and mainstreaming approaches. The climate-driven approach increases awareness and provides direction on adaptation priorities. However, it does not alone provide the enabling environment that supports the delivery of adaptive action. The mainstreaming approach provides this enabling environment and is critical to sustained investments in development planning.

The DRMD Project adopted such a two-phased approach to enhance the sustainability of the DRMD. Technical assessments were undertaken to inform the development of adaptation actions and to set adaptive priorities. These assessments raised stakeholder awareness of climate risks, informed a strategic climate change risk assessment and aided in prioritization of short-term adaptive measures for implementation. In turn, assessments of the institutional landscape for climate adaptation and opportunities to mainstream climate change within regional development and planning documentation was undertaken. While focused on the DRMD, the output was the identification of entry points to mainstream climate change adaptation in development planning within Albania.



*Figure 1: Climate change adaptation approaches (modified from Droogers et al., 2010)*

## 1.1 Context

Adapting to changes in climate change is not a new phenomenon. Many individuals, communities, and nations have been responding to changes in climate for decades; however, the rate and severity of change projected to occur as a result of human-induced climate change is likely to pose significant challenges. These challenges will be particularly acute in coastal areas, areas reliant on climate sensitive resources (such as agricultural communities) and densely populated urban centres.

Many nations have started to prepare for the impacts of climate change, often supported by international (IPCC), regional (for example, European Union) or national governance directives. In turn, globally nations are at different stages in preparing for and responding to climate impacts. While some have developed adaptation strategies and mainstreamed climate change into national governance processes, others are yet to embark on preparatory action. The differential progression on climate change action can be termed 'adaptation maturity' (Trav-

ers et al. 2010). Those nations that experience a high level of adaptation maturity may provide guidance, lessons learned and other support to nations that have undergone less progression.

Albania is part of the Mediterranean region, which consists of great diversity in context, practice, and in turn, experiences in a range of areas, including adaptation action. This diversity ensures that there are a number of lessons that can be disseminated readily throughout the region. There are established partnerships between the European Union (EU) and the Mediterranean region, such as the Euro-Mediterranean partnership (EUROMED)<sup>1</sup> that promotes economic integration and democratic reform. There are regional partnerships covering a broad range of sectors, including the environment. For example, Albania is a signatory to the Mediterranean Action Plan (MAP) and its ICZM Protocol, which promotes sustainable integrated management of the coastal zone. These partnerships provide a direct avenue for support in climate adaptation, from cooperative frameworks and approaches to drawing on lessons learned from partner countries in the region that have a greater adaptation maturity.

Albania is a Candidate Country for accession to the European Union<sup>2</sup> and has embarked on a formal process to 'approximate' its legislation and policy framework to align with EU requirements under the Stabilisation and Association Agreement. The Ministry of European Integration coordinates this process<sup>3</sup>. Climate change is recognised as a critical challenge by the European Commission and a number of initiatives to reduce greenhouse gas emissions have been implemented. More recently, a white paper on Climate Change Adaptation was drafted (2009) and released for comment (2012), signifying a greater focus on adaptation issues. In addition, mainstreaming climate change mitigation and adaptation is actively endorsed<sup>4</sup>. Consequently, demonstrating progress in addressing climate issues, particularly adaptation, will bode well for Albania in its accession process.

However, significant barriers to mainstreaming exist, including the absence of institutional and individual capacities to assess climate change impacts and then apply this technical information to raise awareness and mobilize programmatic choices regarding sustainable development. In the absence of capacity to observe

1 [http://www.eeas.europa.eu/euromed/index\\_en.htm](http://www.eeas.europa.eu/euromed/index_en.htm)

2 [http://ec.europa.eu/enlargement/potential-candidate-countries/albania/eu\\_albania\\_relations\\_en.htm](http://ec.europa.eu/enlargement/potential-candidate-countries/albania/eu_albania_relations_en.htm)

3 <http://www.mie.gov.al/>

4 [http://ec.europa.eu/clima/policies/brief/mainstreaming/index\\_en.htm](http://ec.europa.eu/clima/policies/brief/mainstreaming/index_en.htm)



and forecast changes in the coastal zone and beyond, identify adaptation needs, and develop programs and projects that specifically address climate change impacts; the impacts of climate change are likely to be severe. Consequently, there is an urgent need to build capacities and establish foundations for proactive response to climate adaptation planning. This is true at the level of the central government, the regional administration, communities, and the NGO sector. Decentralization (which began in 2000) has delivered increased responsibilities to the Qarks (the regions), including environment protection and management of natural resources. Local and regional level knowledge on environmental issues is confined to immediate local environmental problems, with limited experience and knowledge on global climate change issues as they affect the local scale. Decentralization provides an opportunity to build local and regional capacity so that the climate change imposed threats are minimized and managed through adequate response policies and measures.

Central and regional government representatives, donors, NGOs and research institutes have shown interest and commitment to addressing adaptation issues in Albania. This is demonstrated in part via the Initial (INC), Second (SNC) and Third (TNC) (recently commenced) National Communications to the United Nations Framework Convention on Climate Change (UNFCCC). However, a national framework for climate change adaptation is not currently in place and this inhibits sustained and long-term adaptive action.

The purpose of this Policy Paper is to provide the enabling environment for climate change adaptation. This is achieved by drawing on the outputs of the DMRD project and consultations with government stakeholders, to present policy strategies to mainstream climate change adaptation within the national policy and planning framework.

## **1.2 Vision of the Policy Paper**

The impacts of climate change pose significant challenges for Albania, with projected loss of biodiversity and impacts on local livelihoods. Consequently, the Vision of this Policy Paper is to establish mechanisms by which strategies to moderate, cope with, and take advantage of the consequences of climate change are enhanced, developed, and implemented.

### 1.3 Primary objective of the Policy Paper

Progress towards the vision will be achieved through completion of the objective to: provide policy strategies to integrate climate change considerations into the national policy and planning framework.

Integrating climate change considerations into the national policy and planning framework will provide the enabling environment to support adaptive action across scales, national to commune. The important lessons learned from implementing the DRMD Project, which focused on the identification and integration of climate change response measures into conservation and development programming in the DMRD, are drawn on to inform the policy strategies.

### 1.4 Policy Paper Structure

The paper commences with an introduction to climate change adaptation mainstreaming, including a review of international good practice (Section 2). The outputs of the good practice review inform the identification of entry points for climate change adaptation mainstreaming in Albania. In turn, programmatic (Section 3) and policy cycle (Section 4) entry points are explored. The outputs inform the development of policy strategies to mainstream climate change adaptation in Albania (Section 5) and requirements to monitor and evaluate progress towards achievement of policy vision are discussed (Section 6).

## 2. Mainstreaming Climate Change Adaptation

This chapter provides an overview of good practice in mainstreaming climate change adaptation into national development planning. A brief introduction to the concepts and theoretical basis that underpin mainstreaming is provided at the outset followed by a summary of good practice recommendations for undertaking mainstreaming initiatives. The good practice review informed the identification of entry points to mainstream climate change adaptation into development policy and planning in Albania.

### 2.1 Introduction to climate change adaptation mainstreaming

There is an increasing recognition among those involved in climate change adaptation that long term adaptation needs to be supported by an integrated, cross-cutting policy approach or mainstreamed into national development planning. This process of mainstreaming has been the focus of much international debate and investigation with a range of helpful and informative resources used to support its implementation at a range of temporal and spatial scales (e.g. CARE, 2010; OECD, 2009; UNDP-UNEP, 2011, USAID, 2009).

Numerous definitions have been provided for the process of mainstreaming climate change adaptation, for example UNDP-UNEP (2011) describe it as:

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

The European Union defines ‘climate policy mainstreaming’ as meaning:

*Actors whose main tasks are not directly concerned with mitigation of, or adaptation to, climate change also work to attain these goals. For instance, the EU climate and energy package sets emission reduction targets for several sectors. However, reaching sector-specific targets often requires measures in other sectors as well<sup>1</sup>.*

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<sup>1</sup> [http://ec.europa.eu/clima/policies/brief/mainstreaming/index\\_en.htm](http://ec.europa.eu/clima/policies/brief/mainstreaming/index_en.htm)

The cross-cutting nature of climate change impacts across economic sectors, geographic and administrative boundaries, and time scales necessitates that adaptation policies or strategies are formulated as part of broader policies for sustainable development. UNDP-UNEP (2011) point out that while implementation of specific adaptation measures (geared to specific problems, sectors or population groups) may be effective in certain circumstances, a project-based approach to adaptation planning and financing may not produce the scale of results that is needed in the longer term. In this respect, efforts to formulate national adaptation policies or climate change strategies will need to be supported by a cross-cutting, integrated policy approach.

## 2.2 Good practice

A number of good practice principles can be followed when integrating climate change adaptation, including adopting an inclusive, equitable and stakeholder driven approach (following USAID 2009):

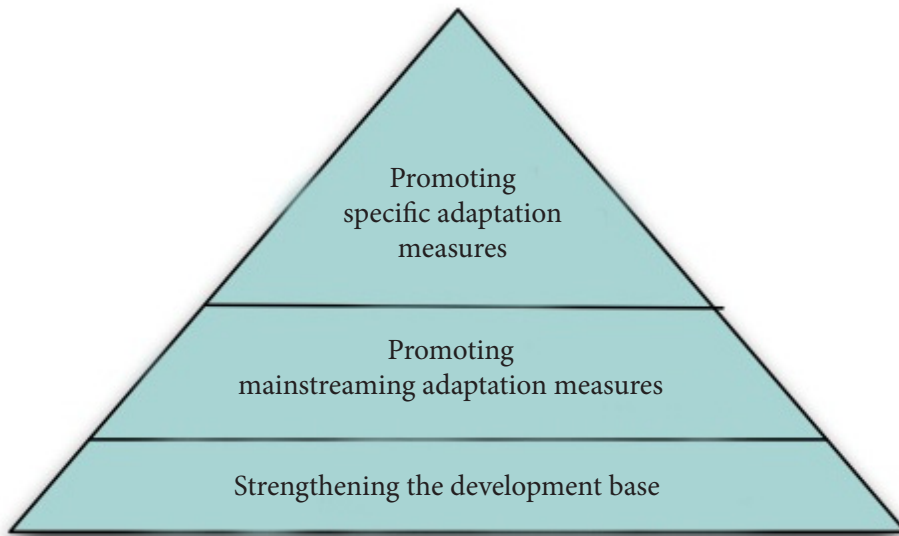
- **Stakeholder engagement and consultation concerning proposed policy measures:** Use pilot projects to test how a bundle of policy measures might contribute to societal benefits; then use the results of these pilots to inform the broader audience, which will be essential to ensuring adaptation measures are adopted and implemented more widely.
- **Focus on desired societal outcomes:** Move the debate from one focused on land-use rights and narrow issues that focus on individual action to respond to isolated hazards, to one focused on a common search for desired societal outcomes, for example, healthy coastal ecosystems that support livelihoods.
- **Undertake confidence building through iteratively addressing issues:** Build confidence by addressing a simple issue first; this sets the stage for then tackling issues that are more controversial or less clearly defined.
- **Adopt stakeholder driven scientific research basis:** Conduct directed scientific research (vulnerability assessment) that adopts stakeholder concerns as real, and tests their hypotheses about the source of problems and their solutions.
- **Inclusive issue and measure identification:** Encourage a focus on interests and common threats, rather than on particular measures that might foster a hardening of positions.
- **Encompass equality and fairness:** Encourage a focus on interests and common threats, rather than on particular measures that might foster a hardening of positions.

These principles should be adopted through any mainstreaming undertaking and are the foundation for the many guides and manuals currently available in the international literature (e.g. CARE, 2010; OECD, 2009; UNDP-UNEP, 2011, USAID, 2009) (refer to Annex 1 for further mainstreaming resources). The available guidance on mainstreaming provides a useful set of recommendations on levels at which interventions should be targeted and entry points for mainstreaming and integration activities. For example, UNDP-UNEP practitioner's manual for mainstreaming climate change adaptation into development planning identifies three levels of intervention summarized in Box 2.

### **Box 2: Levels of Intervention for Adaptation Mainstreaming**

Mainstreaming climate change adaptation can be seen as requiring three levels of intervention:

- The first level (strengthening the development base) consists of making development efforts consciously aimed at reducing vulnerability (not necessarily to climate change) while avoiding maladaptation. This can be seen as strengthening the base for adaptation by addressing the adaptation deficit and increasing the overall resilience of the country and population
- The second level (promoting mainstream adaptation measures) is about ensuring that climate change is considered in the decision making of relevant government agencies so that (mainstream) policy measures catering to climate change are developed. This means not only climate-proofing policies but also addressing emerging needs for adaptation within the different sectors or geographical areas.
- The third level (promoting specific adaptation measures) calls for specific adaptation policy measures targeting issues that the first two levels have not yet tackled.



Each of these levels requires changes in the way government deals with policy-making, budgeting, implementation and monitoring at national, sector and subnational levels.

Source (UNDP-UNEP, 2011)

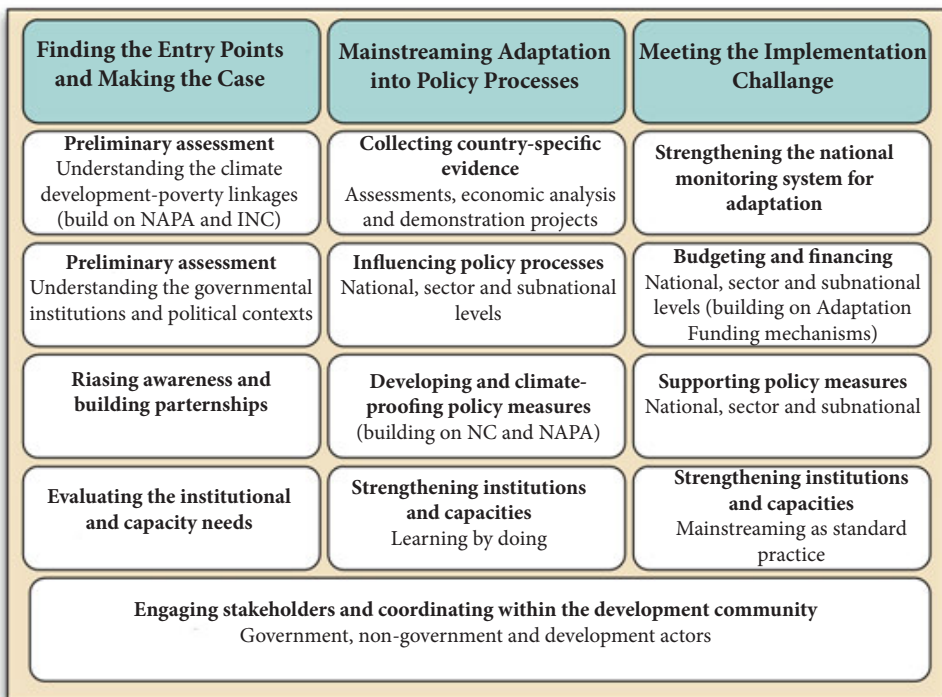
This Policy Paper presents policy strategies to facilitate changes in the way the government deals with policy making, budgeting implementation and monitoring at a national level. By focusing on the national scale, indirect flow-on integration occurs at subsequent scales, facilitating regional and local level planning that is cognisant of climate change related issues. The policy strategies are based on lessons learned from the DRMD Project, which explored two of the three levels of intervention: promoting mainstream adaptation measures; and promoting specific adaptation measures for the DMRD region. In addition, the policy strategies are drawn from consultations with stakeholders responsible for national development planning, thus focus on strengthening the development base. The three-pronged approach to develop recommendations for climate change mainstreaming is indicative of a programmatic approach, as illustrated in Figure 2, which includes:

- Finding the entry points and making the case: understanding the climate development linkages, understanding government institutional and political contexts, raising awareness and evaluating the institutional and capacity

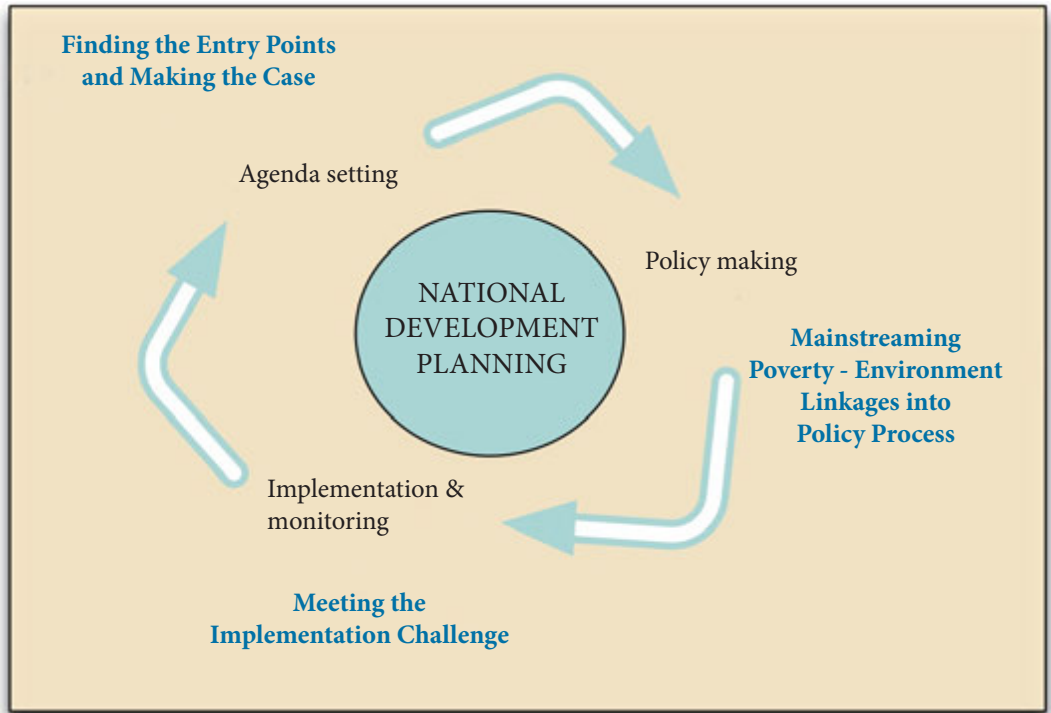
building needs.

- Mainstreaming adaptation into policy processes: collecting country-specific evidence via impact assessments, economic analysis and adaptation projects, influencing policy processes and developing climate adaptation measures, and strengthening institutional capacities.
- Meeting the adaptation challenge: strengthening national monitoring system for adaptation, budgeting and financing, supporting policy measures and strengthening institutional capacities.

The relationship between this programmatic approach to mainstreaming and the national development planning cycle is illustrated in Figure 3.



**Figure 2: Programmatic approach to mainstream climate change adaptation**  
 (source: modified from UNDP-UNEP 2011)



**Figure 3:** Relationship between programmatic approach to mainstreaming and national development planning cycle (source: UNDP-UNEP 2011)

Mainstreaming adaptation starts at the national level as this is where overall political responsibility is located. This level is vital for climate change adaptation efforts because it plays five essential roles, summarised in Box 3. As a broad development challenge, climate change adaptation needs to be mainstreamed into the national governance organisation and processes – including its structures, policy formulation processes, systems and procedures, to make it responsive to the new challenges created by climate change. An example national level governance architecture is illustrated in Figure 4 and identifies the various stages in the policy cycle, progressing from a) policy formulation, to b) planning and c) resource allocation, in which climate change should be mainstreamed. The final step, d) programming and implementation, tends to happen on a sectoral basis.



### Box 3: Role of Mainstreaming at a National Level

#### 1. Provide guiding policy framework

The national level needs to provide the overall guiding policy framework within which lower levels (sectoral and local government) operate. National government priorities are defined and implemented through budget allocations and can facilitate adaptation across different government levels. The delivery of important prerequisites for adaptation at various levels – such as fundamental climatic and other data, analysis and assessments on climate change impacts, vulnerability and early warning systems – often has to be provided by the national level.

#### 2. Establish legislation and regulation

The national government sets legislation and regulations, many of which directly or indirectly affect the climate risks facing the country. Examples include private-sector regulations, land ownership, land-use planning directives, and regulations on natural resource management. These rules and regulations need to be re-shaped to enhance the ability of actors to adapt to the impacts of climate change.

#### 3. Co-ordinate sectoral policies and ministries

As climate change virtually affects all sectors, different ministries as well as cross-sectoral entities such as disaster risk management office need to take co-ordinated actions. Supra-ministerial entities such as President's or Prime Minister's office have an important role to play here.

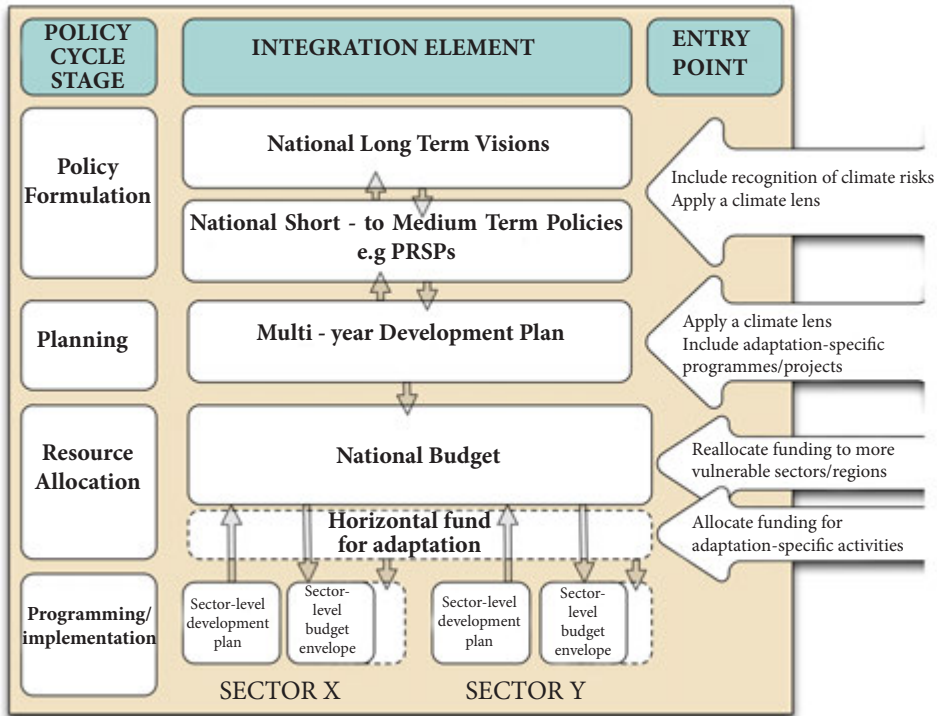
#### 4. Provide the focal point of international relationship

International relations with other countries are managed at the national level. These will become increasingly important to address issues relating to shared resources (such as water) and cross-border pollution and for the successful implementation and management of international treaties

#### 5. Interface with development partners

From the donor perspective, the national level is the principal interface with partner countries. Policy dialogue occurs at the national level and donors are actively engaged in supporting key national development processes that will have considerable bearing on the adaptive capacity of the partner countries.

Source: Integrating Climate Change Adaptation into Development Cooperation, Policy Guidance OECD 2009 <http://www.oecd.org/env/cc/adaptation/guidance>



**Figure 4:** Policy cycle stages at the national level and key entry points for adaptation (modified from OECD 2009)

### 2.3 Entry points for climate change mainstreaming in Albania

The DMRD Project explicitly addressed a number of the elements outlined within the programmatic approach to climate change adaptation mainstreaming, including:

1. Finding the entry points and making the case: understanding the climate development linkages, understanding government institutional and political contexts, raising awareness and evaluating the institutional and capacity building needs.
2. Mainstreaming adaptation into policy processes: collecting country-specific evidence via impact assessments and economic analysis, developing climate adaptation measures, and strengthening institutional capacities.
3. Meeting the adaptation challenge: strengthening national monitoring system for adaptation, and supporting policy measures.

However, the DMRD Project focused on one geographic location and did not target national level mainstreaming. Consequently, there remains a need to address integration points within the national policy cycle (Figure 4).

The links between the programmatic approach and the outcomes of the DMRD Project are discussed in Section 3, while opportunities to adopt a broader policy cycle approach to mainstreaming climate change adaptation in Albania are explored in Section 4. Together, the outputs inform the development of policy strategies for climate change mainstreaming relevant to the Albanian context (Section 5).

### 3. A Programmatic Approach to Climate Change Mainstreaming

#### 3.1 Introduction

In this section, the outcomes of the DRMD Project are summarised demonstrating alignment between project outputs, including impact assessment and recommended response strategies, and the entry points for a programmatic approach to climate change mainstreaming. The DRMD project explored climate risks and opportunities for mainstreaming at national, regional and commune scales, to achieve climate risk reduction benefits in the DMRD region. The outputs provide insight into the conditions required to deliver an enabling environment for climate change adaptation, by mainstreaming climate change into policy, plans, strategies and capacity building activities.

The approach adopted by the DRMD Project aligns to the programmatic approach to climate mainstreaming as outlined in Figure 2. The documentation and reports produced that contribute to each entry point for adaptation mainstreaming are highlighted in Figure 5 below. The outputs are summarised in turn, highlighting priority recommendations for adaptation and mainstreaming to achieve climate risk reduction in the DRMD. In addition, remaining barriers that may inhibit adaptive action in the DRMD are discussed.

Finding the Entry Points and Making the Case		Mainstreaming Adaptation into Policy Processes		Meeting the Implementation Challenge	
Preliminary assessments	<b>Project Outputs:</b> 1. Project Initiation Document - collected evidence to build the case for assessment in the DMRD	Collecting country-specific evidence	<b>Project Outputs:</b> 1. Climate projections and scenarios of DMRD 2. Biodiversity impact assessment 3. Geomorphology impact assessment 4. Economic analysis of adaptation options 5. Assessment of institutional framework and capacities for adaptation 6. Sector specific (agriculture and tourism) impact assessments	Strengthening the national monitoring system for adaptation	<b>Project Outputs:</b> 1. Assessment of monitoring and evaluation requirements for the DMRD 2. Project fiche for continued adaptation financing in the DMRD 3. Policy paper to mainstream climate change into national policy framework (this paper) 4. Training and local expertise in all technical assessments
Raising awareness and building partnerships	2. Establishment of project management unit to raise awareness and build partnerships for project implementation.	Influencing policy processes		Budgeting and financing	
Evaluating the institutional and capacity needs		Developing and climate-proofing policy measures		Supporting policy measures	
		Strengthening institutions and capacities		Strengthening institutions and capacities	
Engaging stakeholders and coordinating within the development community			<b>Project Outputs:</b> Regional and local stakeholders engaged in strategic climate change risk assessment and adaptation planning activities, commune consultation to define adaptation priorities.		

*Figure 5: Alignment of DMRD Project outputs to elements of the programmatic approach to climate change mainstreaming*

## **3.2 DMRD contribution to a programmatic approach to climate change adaptation mainstreaming**

The contribution of the DRMD Project to each of the three entry points is discussed in turn.

1. finding entry points and making the case
2. mainstreaming adaptation into policy processes; and
3. meeting the implementation challenge.

A brief summary of the DRMD Project outputs is provided under each entry point, with links to further reading (i.e. full reports from the DRMD Project) provided in each case.

### **3.2.1 Finding entry points and making the case**

The United Nations Development Program (UNDP) and Global Environment Facility (GEF) provided financial and technical support to implement the DRMD Project. A key step in project formulation under the GEF guidelines is the development of a Project Document (also termed ProDoc). The ProDoc presents a situation analysis exploring the social and environmental context for the project, outlines the identified need and considers barriers to implementation. A summary of the DMRD Project, as outlined in the ProDoc, is presented in Box 4. The ProDoc provides a detailed review of the current situation summarising the outcomes of preliminary assessments undertaken to establish the project need. In addition, in-country partnerships for project implementation are established and the priority institutional and capacity building needs are identified for target during project implementation. In essence, the ProDoc identifies the entry points and makes the case for adaptation for the target project.

#### Box 4: DRMD Project Description

The Drini and Mati River Deltas (DMRD) are 2 of 3 deltas found on the northern Adriatic coast of Albania. River deltas are a distinct feature of the northern coastal region, which extends from the Albania-Montenegro border in the north to the Rodoni Peninsula in the south. Of the three deltas, the Drini is the largest and most complex, consisting of a compound system of sandy belts, capes, bays, lagoons and island areas. The DMRD harbors significant biodiversity values, and this is recognized under the National Biodiversity Strategy and Action Plan (NBSAP, 1999). Three main types of habitat are found between the 2 deltas: (i) marine, (ii) wetlands including estuarine, riverine, lacustrine and palustrine, and (iii) non-wetland habitats including forests, shrubs and open fields where traditional agriculture is practiced. The DMRD provides wintering ground for the globally endangered pygmy cormorant (*Phalacrocorax pygmaeus*) and over 70 other species of waterfowl and waterbird with a total population of some 180,000 individuals. The Drini delta is an internationally recognized Important Bird Area (IBA). A recent study has revealed that the Patok lagoon, within the Mati Delta, serves as an important feeding area for globally endangered loggerhead turtles (*Caretta caretta*), with over 300 turtles tagged in this area over the last two years. Forests in the DMRD harbor several medicinal and aromatic herbs. Several areas within the DMRD (Lezha administrative region) have been identified as priorities in the NBSAP.

Based on assessments of impacts of climate change, including variability, the DMRD has been identified as a critically vulnerable region of the country. This conclusion comes from the first comprehensive vulnerability and adaptation assessment undertaken for Albania in the face of potential climate change under the aegis of its Initial National Communication (INC) to the UNFCCC. For the coastal zone, the climate change scenarios for Albania developed as part of this exercise have predicted an increase in sea surface temperature and sea level rise of up to 61 cms. This is expected to place additional stress on marine and littoral biodiversity as well as livelihoods of local communities. Sea level rise, more frequent and intense floods, frequent inundation and longer submersion of low lying coastal areas could affect life cycles of species and pose risks of habitat loss and fragmentation of a unique compound ecosystem consisting of sandy dunes, lagoons and coastal wetlands. Climate change,

including variability, could thus undermine biodiversity conservation efforts under the protected area regime in the DMRD.

Currently, there are no efforts underway to address climate change impacts on the DMRD ecosystem. However, due to the importance assigned to the target ecosystem the government plans to expand already existing network of protected areas to cover the entire region of Shengjin (from Kune-Vain to Tale to River Mati to Patok to FusheKuqe to River Ishmi). This calls for consideration of climate change impacts to these efforts. Whereby, a combination of technical and institutional capacity development, on-the ground adaptation measures, such as coastal dune habitat restoration, modification of DMRD protected area network planning and coverage, and other landscape-wide adaptation policy measures will be employed by the project. The overall development goal of this MSP is to assist Albania in establishing a mechanism by which strategies to moderate, cope with, and take advantage of the consequences of climate change are enhanced, developed, and implemented. The specific objective of the project is to build adaptive capacities in the DMRD to ensure resilience of the key ecosystems and local livelihoods to climate change. This objective will be achieved through 3 outcomes: (1) Capacities to monitor and respond to anticipated climate change impacts in the DMRD at the institutional and community levels developed, (2) DMRD region's conservation and development programmes, plans and policies integrate climate change risks and take local pilot actions for coastal adaptation, (3) Capacity for adaptive management, monitoring and evaluation, learning, and replication of project lessons developed.

Source: UNDP-GEF Project Document

### 3.2.2 Mainstreaming adaptation into policy processes

A two-pronged approach was adopted by the DRMD Project to mainstream climate change adaptation: a climate driven approach and a climate mainstreaming approach (Box 1). The climate driven approach involves the following steps:

- Climate change projections
- Downscaling projections
- Impacts assessment
- Adaptation policies

- Implementation actions

## Climate change projections

Climate change projections for the DMRD were developed drawing on downscaled climate models for the DRMD region. Projected climate changes in Albania include an annual increase in temperature of up to 3.6°C, decrease in precipitation by 12.5 per cent, and consequent reduction of water resources and arable land (due to moisture loss, soil erosion and degradation) by the year 2100. In the coastal zone, an increase in sea surface temperature and a rise in mean sea level of up to 61 centimetres by 2050-2100 may have serious impacts on marine and coastal biodiversity as well as livelihoods of local communities. Extreme events such as heavy rains, floods and drought are not rare phenomena and are already causing habitat loss and fragmentation. More extreme variability in climate drivers (such as wind, rainfall, storms and mean sea level) and associated impacts will lead to gradual inundation and submersion of low-lying coastal area resulting in loss of dune and marshland habitats and destruction of valuable lagoon ecosystems.

People living in the DMRD area will, over time, experience climate changes as altered seasons, increased fire risks, summer water shortages, effects on human health and change in the growth of natural flora. One particular change that has significant implications for the DMRD area is sea-level rise, which will significantly alter the physical and natural environment. In addition, the following changes can be expected from the combination of temperature, precipitation, mean sea level pressure and sealevel:

- More frequent and severe droughts with greater fire risk.
- Increase in the number of days with the temperature above 35°C.
- Increase in the occurrence of severe and moderate drought.
- An increase in the number of storms.
- Loss of wetland areas.

Human uses and exploitation in the DMRD area will, if not planned properly, exacerbate and increase the cumulative effects of changing climate, changing the current status and ecosystem assemblages which, in turn, alter the use and livelihood opportunities available. The outcome of these climatic changes and the changes in the relative areas of biotope types (e.g. wetland, coastal plain) can be expected to place additional stress on marine and littoral biodiversity as well as livelihoods of local communities. There is already evidence that all habitat types of the DMRD have been subject to significant erosion and inundation, and inland intrusion of saline water. Increased erosion and inland intrusion of saline water throughout the DMRD area is causing loss of coastal, marine and estuarine habitats; and extensive clearing of coastal vegetation is resulting



in loss of flora and fauna.

### Further reading

Report on current climate variability and extremes, climate change scenarios and its indicators:

[http://www.ccalb.org/editor-files/file/Final%20 Report\\_clima.pdf](http://www.ccalb.org/editor-files/file/Final%20Report_clima.pdf)

### Impact assessments

Technical assessments were undertaken in the following subject areas to explore the impacts of the projected changes in climate:

- Geomorphology
- Biodiversity
- Water
- Agriculture; and
- Tourism.

Climate projections suggest that past and current patterns of change in the DMRD area will continue and are likely occur at a rate faster than previously experienced. Habitats of the DMRD area, including sandy beaches and dunes, salt marshes, lagoons, river deltas, riparian forest and freshwater habitats, will be subject to significant saltwater inundation from as little as a 0.09metre rise in mean sea level. In addition, alterations in shoreline position are projected. Studies suggest that a large area of land will be converted to open water bodies. Terrestrial habitats in the DMRD area occupy approximately 5,744 ha and habitat losses could be as high as 4,604 ha. Although sea level rise projections, coupled with the resolution of data, contain inherent uncertainties, even the most conservative projections indicate a major portion of the DMRD area would be permanently flooded in the future. The projected changes to the natural (biodiversity change) and social characteristics (population growth) of the DMRD area have significant economic, social and environmental implications, which will affect the sustainability and opportunities for future development in the area.

## Further reading

### Environmental restoration:

<http://www.ccalb.org/index.php?pg=details&id=143&cid=1>

- Potential Coastal Environmental Restoration in the DMRD - Albania - Final Report

### Natural ecosystems reports:

<http://www.ccalb.org/index.php?pg=details&id=144&cid=1>

- Final report on vulnerability assessment and adaptation options on natural ecosystems for the DMRD area

### Geomorphology:

[http://www.ccalb.org/editor-files/file/2011\\_May\\_Drini\\_Mati\\_River\\_Deltas\\_Geomorphology\\_Final\\_may%202012.pdf](http://www.ccalb.org/editor-files/file/2011_May_Drini_Mati_River_Deltas_Geomorphology_Final_may%202012.pdf)

### GIS reports:

<http://www.ccalb.org/index.php?pg=details&id=145&cid=1>

- The inventory of current spatial layers within the DMRD
- Production of maps of expected climate change and sea – level rise
- The analysis of field survey data and development of the ecosystems distribution map
- Climate change impacts on biodiversity and other sectors
- Coastal climate change risk map within the DMRD
- Climate change adaptation measures on biodiversity and other sectors – Developing of the map of adaptation options related to environmental restoration

### Hydrology reports:

<http://www.ccalb.org/index.php?pg=details&id=146&cid=1>

- Final report on impact of current climate variability, expected impact on water resources and coastal dynamic and Adaptation measures in DMRD

**Tourism:** <http://www.ccalb.org/index.php?pg=details&id=150&cid=1>

- Final Report on population, settlements and tourism

### Agriculture:

[http://www.ccalb.org/editor-files/file/Final\\_report\\_agriculture%202012.pdf](http://www.ccalb.org/editor-files/file/Final_report_agriculture%202012.pdf)

- Final report on agriculture

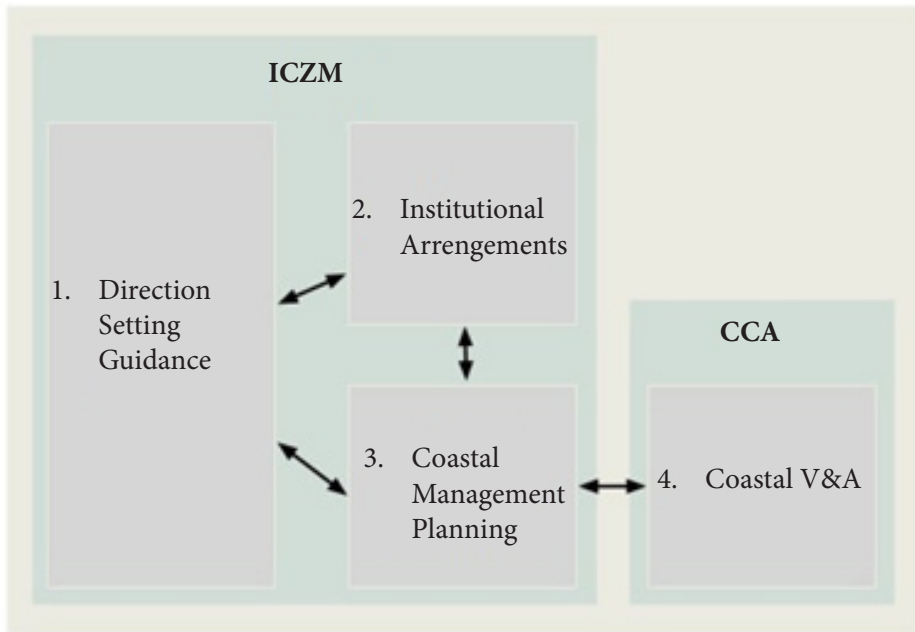
## Adaptation Policies

There are currently no adaptation specific policies in Albania. However, the DRMD Project area is classified as a coastal zone and Albania is a signatory to the Barcelona Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean. Article 4.3(e) of the Barcelona Convention, requests Contracting Parties to promote integrated management of coastal zones, taking into account the protection of areas of ecological and landscape interest and the rational use of natural resources. A Protocol was developed to provide a common framework for the Contracting Parties to promote and implement ICZM.

The use of ICZM as a tool to assist in climate change adaptation mainstreaming has an international precedent across a wide range of temporal and spatial scales. This was examined in a recent consideration of pertinent case studies by Travers et al. (2012) that included mainstreaming of climate change into coastal planning policy (i.e. Western Australia); the enhancement and maintenance of natural protection features (i.e. Louisiana and the City of New Orleans); and the inclusion of regulatory conditions that are cognisant of a changing climate (i.e. Fiji). In all cases, the adaptation options discussed were integrated within a framework for ICZM, across policy; altered operational mandates (institutional arrangements) or couched within existing coastal management plans.

An assessment of ICZM in Albania was undertaken as a component of the DRMD Project and recommendations were made to progress towards a more coordinated and mainstreamed approach. The integration between what may be termed coastal climate change vulnerability and adaptation assessments and the broader ICZM framework is shown in Figure 6. This approach embeds what may fundamentally be viewed as a vulnerability and adaptation assessment within an integrated decision-making process in order to maximize the potential for success. As illustrated in Figure 6, climate change adaptation (CCA) is a component of ICZM, rather than a standalone method to achieve an integrated decision-making process.

While the recommendations focus on the coastal zone, they indicate how mainstreaming climate change into established decision-making frameworks, such as ICZM, can deliver positive adaptive outcomes. This understanding is relevant beyond the coastal zone.



**Figure 6:** Relationship between climate change adaptation and integrated coastal zone management (Elrick et al., 2010)

### Further reading

#### ICZM reports:

<http://www.ccalb.org/index.php?pg=details&id=148&cid=1>

- Report on data available to support ICZM Activities for local counterparts
- Final Report

### Implementation Actions

Drawing on the outputs of all technical assessments, a multi-criteria assessment of the adaptation recommendations was undertaken. The multi-criteria assessment reviewed strategic and site-specific adaptation actions, taking into account stakeholder views whilst considering the immediate (during DRMD Project timeframe) and longer-term (post DRMD Project) adaptive priorities from a financial and technical perspective. The output was a list of adaptation actions for implementation during the DRMD Project, for example, dune planting in the DMRD project area to promote sediment retention

and increase the buffering capacity of the coastal dunes; and a list of adaptive actions that would require implementation post the DRMD Project (see Table 1 for example). To support implementation of such actions, it is vital that the enabling environment with respect to policy, legislative and operational mandates is established.

**Table 1: Sample adaptation actions recommended for the DRMD region to reduce vulnerability to climate impacts.**

Theme	Example Adaptation Actions
<b>Coastal Geomorphology</b>	<p>There are three main approaches to mitigate coastal erosion in the Shëngjini, Kune and northern Vaini-Patok littoral cells that could be considered :</p> <p>Eliminate factors that exacerbate erosion such as reintroducing sediment to the coast down the Drini River and removing the Drini River breakwater;</p> <ul style="list-style-type: none"> <li>• Beach restoration strategies particularly beach nourishment and dune management to slow erosion rates; and</li> <li>• Structural methods of sand retention.</li> </ul>
<b>Ecosystems</b>	Undertaken wetland restoration
<b>Agriculture</b>	<p>In addition, as sea levels rise, agricultural areas will be at risk of coastal flooding. In order to mitigate the trend of habitat loss and reduce flood risk, two adaptation options could be considered:</p> <ul style="list-style-type: none"> <li>• Restoration of agricultural areas to restore functioning wetland (saltmarsh) habitat to replace that lost and provide a flood defence function; and</li> <li>• Maintenance and upgrade of flood embankments</li> </ul>
<b>Hydrology</b>	<p>The limited exchange of water through tidal channels between the Adriatic Sea and the lagoons is a problem common to the entire DMRD. In order to avoid potential eutrophication in the lagoons the tidal exchange needs to be improved significantly over the current situation. Four adaptation measures are considered:</p> <ul style="list-style-type: none"> <li>• Structural methods to restrict sediment accumulation in the channels;</li> <li>• Regular maintenance dredging of the channels to maintain functionality;</li> <li>• Increasing lagoon tidal prism and current flow (and hence scour) through the tidal channels by managed realignment of landward agricultural areas; and</li> <li>• Controlled discharge of polluted water from the pumping stations.</li> </ul>

### Further reading

Adaptation reports:

- Identification and implementation of adaptation response measures in Drini – Mati River Deltas.

[http://www.ccalb.org/editor-files/file/MSP%20Project/Adaptation%20response%20measures%20in%20Drini%20-%20Mati%20River%20Deltas%20\\_Final.pdf](http://www.ccalb.org/editor-files/file/MSP%20Project/Adaptation%20response%20measures%20in%20Drini%20-%20Mati%20River%20Deltas%20_Final.pdf)

- Adaptation Multi-criteria Assessment
- Project synthesis report (also contains summary of adaptation priorities)

## 3.2.3 Meeting the Implementation Challenge

### Strengthening monitoring and evaluation

Monitoring and evaluation is critical to an adaptive approach to managing the impacts of climate change. An assessment of the status of monitoring programs for ecosystem change and hydrometeorology was undertaken and recommendations were proposed to enhance monitoring in the DMRD area.

### Further reading

Hydrometeorology and Ecosystem Monitoring reports:

<http://www.ccalb.org/index.php?pg=details&id=147&cid=1>

- On the existing monitoring programs related to ecosystems' monitoring
- Monitoring program to assess the climate change impact on ecosystems in DMRD area
- Report on designing of the integrated monitoring system and implementation program for the DMRD

## Strengthening institutional capacities

A number of institutional barriers to adaptation in the DRMD were identified, including:

- A focus on intervention and rehabilitation of damages after the emergencies have happened, rather than a proactive approach to risk management
- Climate change awareness of the decision making authorities that determine the funds to be dedicated to climate change is low
- Funds dedicated to adaptation to climate change are not clearly defined and are in many cases located under different program titles of line ministries or local government units,
- There have been no national assessments of the economic impacts of climate change and therefore authorities are unaware of the links between climate impacts and other social and economic imperatives of Albania, for example public health and economy.
- There has been limited training and skill development of the people dealing with civil emergencies, which are in some case, caused by natural climate hazards that will become more severe under projections for climate change.
- There is limited dedicated staff time allocated to planning for civil emergencies and other climate induced events across a range of government departments and bodies.
- The administration of protected areas (PAs) does not taken into account the projected impacts of climate change.

Opportunities to update legislative and policy documentation at national, regional and commune scales were identified through the DRMD Project (see Table 2 and Annex 2). The changes aim to ensure a greater focus on climate change adaptation and provide the enabling environment for long-term sustainable action within the DRMD; therefore, addressing the barriers identified above. A select number of the recommendations drawn from the institutional capacity assessment targeted at the national scale are discussed in more detail in Section 4.

**Table 2: Summary of recommendations to strengthen institutional capacities**

Scale	Recommendation
National	<ul style="list-style-type: none"> <li>• Draft a new law to support implementation of the ICZM protocol.</li> <li>• Provide methodological support to those undertaking Strategic Environmental Assessments and Environmental Impact Assessments through the production of guidance manuals.</li> <li>• Draft planning regulations and construction regulations that include design standards the incorporate climate change considerations</li> <li>• Raise the profile of climate change adaptation activities for personal responsible for this role, including those dealing with hazard management issues</li> <li>• Provide training to central and local level staff to increase capacity to address climate change issues</li> <li>• Ensure Protected Area Management takes into consideration the impacts of climate change</li> <li>• Provide additional staffing to priority sectors that are dealing with climate change adaptation issues. Refer to Annex 2 for further details.</li> </ul>
Regional	<ul style="list-style-type: none"> <li>• Integrate climate change considerations into regional development plans and strategies for the DMRD. Refer to Annex 2 for specific recommendations.</li> </ul>
Commune	<ul style="list-style-type: none"> <li>• Integrate climate change considerations into local development plans and strategies for communes situated in the DMRD region. Refer to Annex 2 for specific recommendations.</li> </ul>

### Further reading

Legislation and institutional capacities:

<http://www.ccalb.org/index.php?pg=details&id=149&cid=1>

- Assessment of the existing legislation and current status of the institutional capacities including their roles, functions and interactions, gaps and barriers that prevent mainstreaming adaptation
- Assessment of institutional needs to better respond to climate risk management and adaptation challenges, including (i) proposals for legal and regulatory amendments to the environmental legislation, and (ii) the institutional changes, short and long term, needed to improve capacities
- Assessment of legislation and institutional capacity on adaptation to cli-



mate change

Opportunities to mainstream climate change adaptation into regional and local development strategies and plans of the DRMD region

Communication strategy and action plan:

<http://www.ccalb.org/editor-files/file/Mandarina%20reports.rar>

## Budgeting and financing

Adaptation actions can be separated into those that build adaptive capacity and those that deliver active adaptive action (UKCIP 2007). In most instances, active adaptive actions require significant financial investment. In the context of the DRMD Project, active adaptive actions include measures such as groyne construction, sediment nourishment and installation of training walls. Such measures not only require targeted and detailed technical assessments to ensure feasibility, but also significant financial capital for implementation.

A review of the cost-benefits of a number of the active adaptive actions identified in the technical assessments was undertaken. The review indicated that the benefits outweigh the costs in most instances. The results of economic cost-benefit assessments can inform the selection of different adaptive actions.

## Further reading

Economic Reports:

<http://www.ccalb.org/index.php?pg=details&id=142&cid=1>

- Economic Assessment Estimation Report on adaptation measures that details costs and benefits of adaptation measures identified through the DRMD vulnerability and risk assessment
- Report on the costing of prioritized adaptation measures in the DMRD, including costs and benefits
- Final Project Report on climate change adaptation costing activities, specific to the DRMD

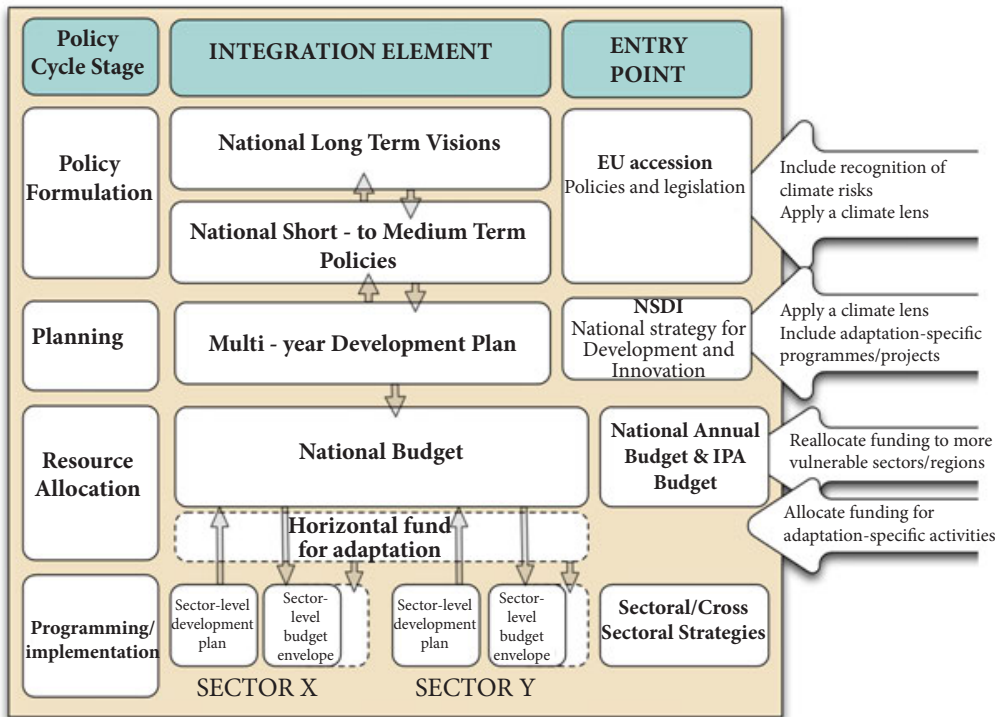
### 3.3 Summary

The DMRD Project adopted a two-phased approach to build capacity to respond to the projected impacts of climate change in the DRMD. The climate driven approach was adopted to identify priority impacts and develop adaptation strategies. In addition, the climate mainstreaming approach identified key legislative and policy entry points at national, regional and commune levels to mainstream climate change (see Annex 2 for details).

Recommendations to build capacity and facilitate adaptive management of the DRMD were made, for example, an integrated monitoring system for the DRMD region was developed and a range of adaptive actions that build adaptive capacity and deliver active adaptive action were identified. However, the enabling environment to support implementation of the identified adaptive measures requires strengthening, particularly at the national scale. While recommendations to update legislation and policy that will aid adaptive action have been made; without adequate support for such changes at the national scale, progress may be limited. Consequently, opportunities for integration at the national scale are further explored in Section 4, to support implementation of adaptive actions in the DRMD area and beyond.

## 4. A National Policy Approach to Mainstream Climate Change Adaptation in Albania

Climate change adaptation needs to be mainstreamed into the national governance organisation and processes, including its structures, policy formulation processes, systems and procedures, to make it responsive to the challenges created by climate change (OECD 2009). In this Section, integration points to mainstream climate change within Albania's national policy cycle are explored. Drawing on the OECD (2009) framework, policy elements that provide opportunistic entry points to mainstream climate change adaptation are identified (Figure 7). Each is discussed in turn.



*Figure 7: Entry points to integrate climate change adaptation in Albania's national policy cycle*

## 4.1 Policy Formulation

The policy formulation process refers to top-tier government strategy that becomes the basis for a range of policies (OCED 2009), including the national long-term vision, poverty reduction strategies and national development plans. Policy formulation processes provide opportunities to integrate adaptation concerns at the highest level.

A key underlying driver for national policy development in Albania is the European Union (EU) accession process. The process of accession to the EU is highly prescriptive and regularly monitored. In October 2012 a progress report (the Report) was undertaken to assess progress of Albania in preparing for EU membership. The Report stated, “Progress has been limited in [...] areas such as freedom of movement for workers, public procurement, intellectual property law, food safety, fisheries, energy, and environment and climate change<sup>1</sup>. Critically, it concluded:

*Concerning climate change, substantial efforts are required on awareness-raising, setting a more strategic approach for the country, aligning with and implementing the acquis, as well as strengthening administrative capacities and inter-institutional cooperation. Preparations in the area of the environment are still at an early stage, whereas preparations in the area of climate change remain at a very early stage.*

The Report recommended “a more strategic approach” to address climate change issues, including mitigation and adaptation. Therefore, a long-term objective for action on climate change mitigation and adaptation has been set through the EU accession process.

Achieving “a more strategic approach”, as recommended in the Report, may be interpreted to mean the development of a specific Climate Change Strategy, or a transparent determination of the long-term goals and objectives and the drafting of action plans to meet the goals and objectives. The European Union (EU) has been developing a strategic approach to climate change adaptation through a two-phase process recently summarised in the White Paper on Climate Change Adaptation, released in 2009<sup>2</sup>. The intention of the EU approach is that phase 1 (2009-2012) will lay the groundwork for preparing a comprehensive EU ad-

<sup>1</sup> [http://www.mie.gov.al/previewdoc.php?file\\_id=2111](http://www.mie.gov.al/previewdoc.php?file_id=2111)

<sup>2</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0147:FIN:EN:PDF>

adaptation strategy to be implemented during phase 2, commencing in 2013. The White Paper states that:

*Priority should be given to adaptation measures that would generate net social and/or economic benefits irrespective of uncertainty in future forecasts (no-regret measures). Priority should also be given to measures that are beneficial for both mitigation and adaptation.*

Currently, 12 countries of the EU have developed adaptation strategies<sup>3</sup>. An adaptation strategy, depending on where it is 'located' within the policy process, can provide high-level direction for adaptive action from national to local scales.

## 4.2 Planning

The planning stage translates higher-level policy into operational action plans and budgets. The core focus of the planning stage is the formulation and costing of multi-year development plans. Albania's multi-year development strategy is the National Strategy for Development and Integration (NSDI). The current NSDI 2007-2013 was approved by Council of Ministers (Decision no. 342 date on 12 March 2008). The NSDI "represents the fundamental strategic document of the country that harmonizes for the first time in a single strategic document the perspective of the sustainable economic and social development, integration into the European Union and NATO structures, as well as the achievement of Millennium Development Goals<sup>4</sup>".

Importantly, the NSDI is in the process of being re-drafted<sup>5</sup>. The NSDI drafting process was formalized through the Prime Minister's Order No. 12 dated 02.02.2012. The deadline for completion of the next NSDI, with a planning horizon from 2013-2020, is March 2013. The Prime Minister's Order No. 12 provides a list of those sectors to be included in the NSDI 2013-2020. "Environment protection" is listed as a section under the "Infrastructure" Chapter. Further, Order No. 12 specifies the re-activation of Inter-ministerial Working Groups to ensure that that the development of cross-cutting strategies are fully considered, including an "Environment" Working Group.

<sup>3</sup> <http://climate-adapt.eea.europa.eu/>

<sup>4</sup> [http://www.dsd.gov.al/dsd/National\\_Strategy\\_for\\_Development\\_and\\_Integration\\_7\\_2.php](http://www.dsd.gov.al/dsd/National_Strategy_for_Development_and_Integration_7_2.php)

<sup>5</sup> [http://www.dsd.gov.al/dsd/National\\_Strategy\\_for\\_Development\\_and\\_Integration\\_2013\\_2020\\_484\\_2.php](http://www.dsd.gov.al/dsd/National_Strategy_for_Development_and_Integration_2013_2020_484_2.php)

Consequently, there is potential through the NSDI (2013-2020) to mainstream climate change adaptation to ensure transparent and high-level acknowledgment in national strategic policy.

### 4.3 Resource Allocation

Albania's national annual budget and the Instrument for Pre-Accession Assistance (IPA) provide the finance for government led development planning and policy development in Albania. The national budget is the main instrument for operationalizing government policy, while the IPA provides direct support to aid in the development of policies, plans and processes to align to EU requirements. Albania is currently in the process of seeking pre-accession assistance to enable progress towards a "more strategic approach" to climate change mitigation and adaptation. A recently published Communication from the Commission to the European Parliament and Council on Enlargement Strategy and Main Challenges 2012-2013<sup>6</sup>, stated:

*Financial support will require enlargement countries to adopt comprehensive and sustainable policies and strategies in priority sectors such as justice and home affairs, public administration, private sector development, transport, energy, environment and climate change, social development, agriculture and rural development.*

Therefore, the mandate to ensure policies, plans and strategies address climate change, among other issues, has been set. Consequently, a Sector Identification Fiche entitled "Support to environment and climate change" was jointly drafted by the EU delegation in Albania and the Ministry of Environment, Forests and Water Administration (MoEFWA). The Fiche was one of six sectors in which EU assistance will be focused under the EU Multi-annual Indicative Planning Document for Albania 2011-2013<sup>7</sup>. The main objective of the proposal is to "support the implementation, monitoring and enforcement of the environmental and climate change legislation in line with the Acquis (the body of EU law), in particular through the strengthening of the administrative and technical capacity". This Fiche recognised the importance of climate change. Subsequently, a specific climate change Project Fiche was drafted entitled "Strengthening Albania's approach to climate action by developing the National Climate Change Strategy in line with the EU requirements". The overall objective of the proposal

<sup>6</sup> [http://www.mie.gov.al/previewdoc.php?file\\_id=2112](http://www.mie.gov.al/previewdoc.php?file_id=2112)

<sup>7</sup> [http://ec.europa.eu/enlargement/pdf/mipd\\_albania\\_2011\\_2013\\_en.pdf](http://ec.europa.eu/enlargement/pdf/mipd_albania_2011_2013_en.pdf)

is to: Increase capacities in the country to address climate change challenges. Promoting integration between the sector strategies, aimed at maximizing the benefits to the country as a whole, while minimizing negative impacts of climate change. One of the proposed Main Results of the proposal is to develop a National Strategy on Climate Change involving: (i) formulation and implementation of low carbon sectoral strategies in areas like energy and transport; and (ii) development of a climate smart risk management approach in the coastal zone, as a first step of adaptation process at the national and local level. Consequently, adaptation is included as a component of the proposed climate change strategy under the EU Project Fiche.

This initiative provides a solid foundation to progress climate change issues in Albania, including mitigation and adaptation. However, it alone will not meet the increasing calls for a mainstreamed approach to climate change, where climate change considerations are integrated into National policy and strategies and in turn incorporated within regional and local strategies and development plans. Consequently, a joint approach of integrating climate change adaptation into national policy formulation and planning processes is required.

#### 4.4 Programming/ Implementation

Programming and implementation of development strategies and plans is guided by national policies and, in turn, development plans. The NSDI consists of sector strategies and crosscutting strategies. The NSDI 2007-13 drafting was coordinated by the Department of Strategy and Coordination and included a total of 21 sector strategies and 17 crosscutting strategies. Under each sector and crosscutting strategy, the challenges, vision, strategic priorities and policies, and implementation plan was outlined. This set the foundation for programming and implementation of on-ground actions that contribute to meeting the strategic objectives.

The NSDI 2007-13 incorporated 'Environment' as a Cross-Cutting Strategy (November 2007), which was prepared by the Ministry of Environment, Forestry and Water Administration. However, neither change or climate change adaptation was mentioned in the main body of the NSDI. Importantly, the 2013-2020 NSDI is currently being drafted. This provides an opportunity to ensure climate change adaptation elements are integrated within the Environment Sector strategy, which in turn will contribute to a broader focus on climate change adaptation across all relevant sectors.

In addition to the NSDI, select government sectors have been the recipients of climate change adaptation financing to support adaptation on a project-by-project basis, for example, in health, energy and agriculture. These initiatives build capacity to respond to the impacts of climate change; however, individual projects often lack the resources to sustain initiatives in the longer-term.

**Table 3: Sector specific climate change initiatives**

Title	Components/Objectives
<b>Health</b> Protecting Albania from climate change project.	This national project was conducted in the context of major project “Protecting health from climate change in Eastern Europe, Central Asia and Northern Russia.” This project was focused for seven countries of the European Region of the World Health Organization (Albania, Kazakhstan, Kyrgyzstan, Russian Federation, Tajikistan, The former Yugoslav Republic of Macedonia and Uzbekistan) belonging to four geo-climatic zones, from where there are expected various health consequences from the climate change. The project was funded by the World Health Organisation (WHO), with support from GIZ <a href="http://www.klima.developingcorner.com/">http://www.klima.developingcorner.com/</a>
<b>Energy</b> Project on climate risks and vulnerabilities of Albania’s energy sector	The World Bank, together with the Government of Albania, conducted a workshop in Tirana on March 10, 2009 on climate risks and vulnerabilities in the country’s energy sector as well as opportunities presented by climate change. Participants included a cross section of stakeholders from the Government, key agencies and institutions, academia, the private sector and civil society. <a href="http://go.worldbank.org/JK6BNVVCH0">http://go.worldbank.org/JK6BNVVCH0</a>
<b>Agriculture</b>	The World Bank project Reducing Vulnerability to Climate Change in Albanian Agricultural Systems has been helpful in assisting the Ministry of Agriculture, Food and Consumer Protection in raising awareness of the potential climate change impacts in Albania. <a href="http://go.worldbank.org/ELCS26X8L0">http://go.worldbank.org/ELCS26X8L0</a>

## 4.5 Summary

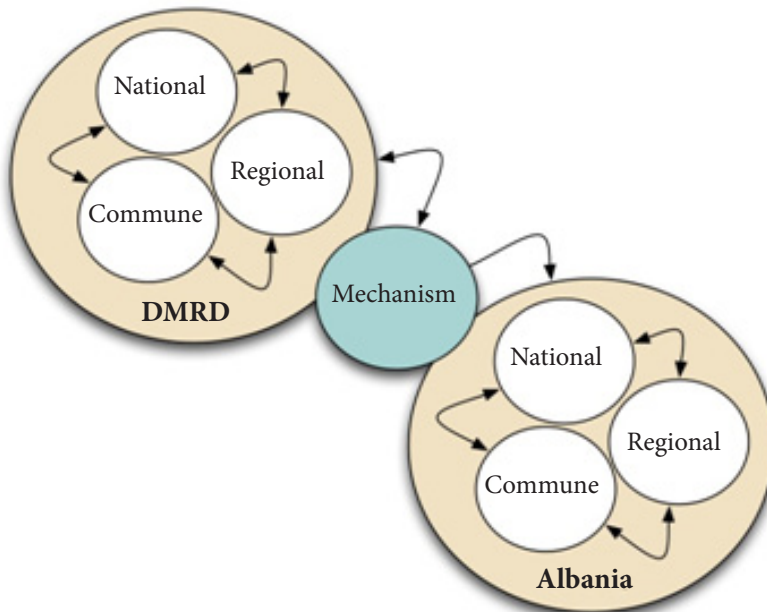
Policy formulation directed and supported through EU accession and the NSDI, with its sectoral planning framework, provide entry points to mainstream climate change adaptation within the national policy process. Incorporating climate change adaptation within these elements will contribute to sustainable development projects and programmes that are cognisant of climate change issues.



## 5. Achieving the Policy Vision

The vision of this Policy Paper is to establish mechanisms by which strategies to moderate, cope with, and take advantage of the consequences of climate change are enhanced, developed, and implemented. This will be achieved by providing recommendations to integrate climate change considerations into the national policy and planning frameworks. Integrating climate change considerations into the national policy and planning frameworks will provide the enabling environment to support adaptive action across scales.

National, regional and commune level assessments of risks and opportunities for climate integration to support adaptive management of the DRMD were identified through the DRMD Project. However, there remain a number of barriers to the implementation of sustained investments in adaptation in the DMRD region. Consequently, lessons learned from the DMRD project have been combined with an understanding the current adaptive policy landscape in Albania to provide Policy Strategies to mainstream climate change adaptation. As such, the Policy Strategies provide a mechanism to support adaptation in the DMRD and within Albania more broadly (Figure 8).



**Figure 8:** Interaction between DRMD Project outputs, the Policy Paper (the mechanism) and mainstreaming climate change in Albania.

## 5.1 Policy Strategies

Seven Policy Strategies recommended for implementation are listed below. Each Policy Strategy is listed in turn, with a summary of the underpinning rationale.

### Policy Strategy 1

The inclusion of specific reference to climate change adaptation in the National Strategy for Development and Integration 2013 - 2020 (NSDI).

This provides a clear signal at a national and political level, and to international development partners, that Albania recognises the importance of the climate change challenge and the cross-cutting nature of the impacts of climate change across all sectors. The following text is an example of that which may be included within the NSDI: “Changes in climate as a result of human-induced climate change will affect many areas of the Albanian economy, including health, primary industry, tourism and the environment. Albania recognises the imperative to take action to mitigate and adapt to the impacts of climate change. Climate change is a strategic priority and is addressed in the Environment Cross-Cutting Strategy.”

### Policy Strategy 2

Inclusion in the Environment Sector Cross-Cutting Strategy of the NSDI specific strategic priorities and policies that seek to support climate change mitigation and adaptation. The Environment Sector Strategy should implement the policy imperative on climate change action as outlined in the NSDI (Policy Strategy 1).

The following text may be included within the Environment Strategy, per section:

Section	Example text for inclusion
<b>Challenges</b>	Changes in climate as a result of human-induced climate change will affect many areas of the Albanian economy, including health, primary industry, tourism and the environment. Challenges in field of Climate Change include (i) increasing awareness and developing capacities for climate change adaptation and mitigation in central and local levels; (ii) Reduction in the amount of HCFC from 120tons to 108tons to 2015, decreasing with 10% of this amount from 2013, to realize the long-term target to decrease up to 29 tons by the year 2040.

<b>Goals of policies</b>	<p>Environmental policies during the period 2013 -2020 will focus on the sustainable management of the environment through:</p> <p>Adaptation to climate change and reduction of greenhouse gases by (i) promoting strategies that increase the resilience of health, property and the productive functions of ecosystems to changes in climate; and (ii) drawing on regional partnerships to advance technologies, policy and other mitigation strategies across all sectors.</p>
<b>Objectives</b>	<p>In the field of climate change: (i) with 16% reduction of greenhouse gas emissions by 2020, compared with baseline (1990) where the amount of GHG emitted is 18000Gg CO<sub>2</sub> eqv; (ii) Reduced consumption hydroklorflorkarboneve (HCFC) with 35% in 2020 compared to 2011; (iii) Climate change mainstreamed into sector wide development and planning strategies to increase the resilience of health and social policies, agriculture and forests, biodiversity and ecosystems, coasts and marine areas, production systems and physical infrastructure; (iv) a Climate Change Technical Working Group established under the auspices of the Working Group for Environment.</p>

Note, content in this table forms the framework for subsequent more detailed work to be undertaken by the Ministry of Environment to develop the specific actions to achieve the goals and objectives. The content in the table above was constructed based on review of the DRAFT Environment Sector Strategy and the EU Climate Change Adaptation White Paper, to build on the existing work undertaken by the Government of Albania while recognising the EU accession process.

Integrating climate change adaptation considerations in the Environment Strategy will provide the mechanism to implement the adaptation priorities defined in the climate change action plan (Policy Strategy 5), which will incorporate the adaptation strategies identified through the project with a focus on the DMRD region, together with the work undertaken at a national scale in other sectors, for example, agriculture, health and energy. More broadly, it will provide the strategic direction for action on climate change in Albania.

### **Policy Strategy 3**

*Ensuring that the Environment Cross-Sector Strategy incorporates specific climate change adaptation actions and priorities for inclusion within other sector strategies.*

Order Nr. 12, date 02.02.2012 indicates the sectors that must consider Environment as a crosscutting issue (pg. 15 Annex 3). It is imperative that these sectors also consider climate change adaptation priorities. Consequently, the adaptation strategies relevant to each sector, including MAFCS, METE, MoES, MIE, MoF, MSH, MoLSAEO, MICCT, MPWT and MCTYS, should be made available. A number of adaptation actions and recommendations from the DRMD project may be adopted as a starting point for sector specific elements. For example, a number of actions, policy and/or legislative changes were recommended, by sector, through the DRMD Project (refer to Table 1 and Annex 2 for details). The Inter-Institutional Working Group for Environment (chaired by Minister of MoEFWA) should liaise closely with each NSDI Sector drafting representative to ensure adequate incorporation of climate adaptation elements in each Sector strategy.

#### **Policy Strategy 4**

*Establishment of a Climate Change Technical Working Group under the auspices of the Working Group for Environment.*

At present there is no focal group that coordinates climate change issues across national government (mitigation and adaptation) or that supports action at a regional and global level. Action on climate change adaptation is undertaken in an ad-hoc manner on a project-by-project basis. Consequently, there is a recognised need to enhance coordination across regions and sectors. This can be achieved by establishing a Climate Change Technical Working Group.

The Prime Minister's order Nr. 108 (date 14.09.2012) established the Inter-Institutional Working Group for Environment. The Working Group is charged with a number of tasks, including preparation of the Environment Sector Strategy under the NDSI. The Working Group can form Technical Working Groups as required with experts drawn from the level of Director within Ministries and institutions. Therefore, the mandate to form a Climate Change Technical Working Group is provided under order Nr. 108.

The Technical Working Group should include members from key ministries, academic and research institutions, non-government organisations (NGOs) and representatives of regional and commune level governments. The group would provide: technical input into the development of any climate change action plan

(as per Policy Strategy 2); and technical input and review of project fiches developed by regional or commune level government and other agencies (i.e. national government and donor agencies).

There are a plethora of high priority environmental management requirements in Albania, such as water quality, solid waste management, and air pollution, among many others. Climate change is one of the many issues that the Working Group for Environment must address. Therefore, to ensure adequate focus and consideration of climate change issues, it is necessary to establish a Technical Working Group that can focus on the issue. It should also be recognised that the near term priorities for climate change are dominated by mitigation requirements and there is the need to ensure greater focus on adaptation issues. This Policy Strategy is made on the basis that the Working Group for Environment operates regularly and provides the foundation for the establishment of the Climate Change Technical Working Group.

### **Policy Strategy 5**

*Ensuring that climate change adaptation is a specific focus within the project fiche developed under IPA 2013 (Climate Change) and seek subsequent financial support for its implementation.*

Financial support would provide the resources required to develop an integrated and strategic plan for action on climate change (mitigation and adaptation). To date, mitigation has been a focus and greater focus on adaptation is required. The recommendations for climate change adaptation should build on the recommendations identified in the DRMD Project. The action plan will provide the mechanism to implement the detailed adaptation priorities that have been identified through the project with a focus on the DMRD region, together with the work undertaken at a national scale in other sectors, for example, agriculture, health and energy (Table 3).

The climate change action plan developed as a component of the IPA 2013 should align to the climate change adaptation requirements of the EU that will emerge from the consultation process currently underway for the Adaptation to Climate Change White Paper, and to the requirements of the NSDI. At a minimum, the components of the climate change action plan should draw on the experience of the twelve EU member countries that have completed climate change strategies

to date and ensure close cooperation with EU DG CLIMA to make sure that EU climate change policy framework elements are recognised.

### **Policy Strategy 6**

Encouragement all regional governments, based on the experience of the DRMD project, to develop specific adaptation project fiche to seek climate adaptation financing.

The adaptation challenge is large and will require significant financial support to aid in the delivery of on-ground adaptive action. Regional councils require support to access adaptation financing. In order for this to occur, a clear strategic link to the national government would be required to provide guidance and approval for project fiches. Regional Councils are the focus due to the recognised capacity constraints at the Commune level to deliver the expertise required to address climate change adaptation challenges. Further, given the interlinked nature of climate change and impacts where a change in one location can impact another location, a regional perspective is critical.

The Lezha Regional Council and the Communes in the DMRD region may provide guidance and lessons learned to other Regional Councils and Communes to guide development of project fiche. The Lezha Regional Council and communes are now acutely aware of the challenges associated with adaptation and can provide guidance and experience in the processes of assessing impacts and ensuring broad stakeholder engagement in the adaptation process. Such lessons learned are invaluable in ensuring a coordinated and proactive approach to climate change adaptation in Albania.

### **Policy Strategy 7**

Continue close working relationships with neighbouring countries and regional organisations to build on experiences in developing integrated management systems to address shared climate change adaptation challenges.

Take action to build on the emerging regional cooperation on climate change, including that established under the regional climate mitigation process. The lessons learned from regional cooperation on climate mitigation may be drawn on to support regionally cooperative climate adaptation.

There has been substantial work in the Mediterranean region on climate adaptation that can be drawn on to share experiences between the EU countries in the north Mediterranean and the south (including Albania). These lessons have been adopted to develop shared protocols with a focus on coastal zone management, which has enabled joint action that is in line with EU requirements while recognising different national capacities. Twelve EU member countries have completed climate change strategies and their experiences may be drawn on to support action in Albania.

## 5.2 Monitoring and Evaluation

The seven Policy Strategies outlined above will enhance the capacity of actors to respond to the impacts of climate change, through: integration of climate change into national policy and planning processes (namely the NSDI and its supporting strategies); transition towards accession to the European Union and the policy requirements that this necessitates; and access of financial (through project fiches) and technical (through regional partnerships) support to implement adaptive measures. Importantly, the effectiveness of the Policy Strategies in achieving the objective of effective climate change adaptation must be regularly monitored and evaluated.

Monitoring and evaluation are critical to support adaptive management. An adaptive approach to management requires critical reflection on the effectiveness of different management strategies in achieving the intended outcomes. Evaluation of adaptation facilitates (McGray 2011):

- A long-term learning process
- Management of activities in the context of uncertainty
- Accountability and the wise use of funds

There are many different frameworks to monitor and evaluate. A results-based monitoring mechanism was approved through the Prime Minister's Order, Nr.139 (date 01/07/2010)<sup>1</sup> to monitor implementation of the NSDI. This mechanism was developed "to improve the existing monitoring system – by developing a realistic report that identifies weaknesses and problems. In addition, a results-based monitoring mechanism highlights: (i) where and when there are problems in the sector strategy implementations; and (ii) how to solve problems.

<sup>1</sup> [http://www.dsdc.gov.al/dsdc/The\\_NSDI\\_Results\\_Based\\_Monitoring\\_System\\_434\\_2.php](http://www.dsdc.gov.al/dsdc/The_NSDI_Results_Based_Monitoring_System_434_2.php)

The results-based monitoring (RBM) mechanism can be applied to assess progress of implementing adaptation strategies as captured within the Sector Strategies and the Environment Cross-sectoral Strategy of the NSDI. RBM is a process of collecting and analyzing information to compare how well a project, program, or policy is being implemented against expected results. Monitoring is focused on tracking evidence of progress towards the achievement of specific, predetermined targets, while evaluation takes a broad view of an intervention, considering not only progress toward stated goals, but also the rationale behind the initiative and its consequences. Both these elements are needed to better manage policies, programs, and projects (IPDET, no date).

Therefore it is imperative that appropriate indicators to assess progress towards the climate resilient objectives, for example, increased capacity to assess climate impacts, are captured within the Performance Assessment Matrixes of the Environment and other relevant NSDI Sector Strategies (World Bank 2010).



## 6. Conclusion

The DMRD Project has clearly demonstrated the magnitude of the adaptation challenge in terms of the expected impacts, the financial commitment that will be required to implement adaptive action. Further, the DMRD Project elucidated the planning and policy changes that were required to provide the broader enabling environment for sustained adaptive action.

Drawing on the lessons learned from the DRMD Project, stakeholder consultations and good practice reviews of climate change adaptation mainstreaming, seven Strategic Policy Initiatives have been made to commence the transition towards a more integrated and mainstreamed approach to climate change adaptation in Albania.

Mainstreaming actions require a sustained long-term effort that builds on the national planning and development instruments over decades to come. In this regard, it is concluded that, as an immediate priority, these seven Strategic Policy Initiatives are considered during the drafting of the National Strategy for Development Integration (NSDI), including the NSDI Environment Cross Cutting Strategy and the 2013 Environment Sector Fiche under the EU IPA process. Beyond these immediate priorities it is recommended that a concerted, well-coordinated, and closely monitored policy mainstreaming effort be embarked upon to address the critical adaptation challenges posed to Albania by climate change.

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## Annex 1: Climate Change Adaptation Mainstreaming Resource Guides

The following content was sourced from UNFCCC (2012): Reference materials on steps to integrate climate change considerations into relevant social, economic and environmental policies and actions

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## Annex 2 Recommendations to mainstream climate change at national, regional and commune levels

The recommendations summarised here are drawn from project outputs prepared for the DRMD Project. For further details, refer to:

- Legislation and institutional capacities report: Assessment of institutional needs to better respond to climate risk management and adaptation challenges, including (i) proposals for legal and regulatory amendments to the environmental legislation, and (ii) the institutional changes, short and long term, needed to improve capacities
- Opportunities to mainstream climate change adaptation into regional and local development strategies and plans of the DRMD region.

**Table 4: Recommendations to strengthen institutional capacity at the National scale by mainstreaming climate change adaptation**

<b>Institutional Capacity Strengthening Recommendations</b>
<b><i>National Cross-Sectoral Policy Recommendations</i></b>
Each ministry whose policy and field activity needs to adapt to climate change should appoint at least one permanent focal point on climate change. The focal points should be appointed as members of the Inter-Ministerial Expert Working Group on climate change, and institutionally recognized as the climate permanent network at the central level.
Amend the job description of the people involved with climate/ adaptation issues by incorporating duties regarding climate.
Train staff at central and local level to increase the professionalism when dealing with climate change.
The climate focal points at each ministry, who would be a member of the Inter-Ministerial Expert Working Group on climate change, must be institutionally recognized as a climate permanent network at the central level. This will not be an additional body or structure, but a network of individuals from different ministries who work on an ad hoc basis.
The network should receive regular training in climate change adaptation. Ideally training would extend beyond the focal points to include all staff across ministries, to raise awareness of the importance of climate change mainstreaming. This could be followed by specific training focused on required expertise of the technical focal points.
Conduct detailed technical feasibility studies of the active adaptation measures identified in this UNDP project. Once the feasibility and priority of the measures has been established, specific amendments can be incorporated within national, regional and local strategies and plans.

<b>National Sector Specific Policy Recommendations</b>	
Ministry of Environment, Forests and Water Administration	<p>Draft a <b>new law</b> to ensure the proper implementation of the requirements of ICZM protocol. It should later revise the current coastal zone management plan to transform it into an ICZM plan and draft a special DCM to approve the new ICZM plan.</p> <p>Draft a <b>SEA methodology</b> under the draft Law no. .... dt.28.02.2011 “On strategic environmental assessment” (after it gets approved), article 10 (defining the content of the SEA report), which requests that climate adaptation needs must be included in the SEA reports. Drafting of SEA methodology may happen immediately after the approval of the law on SEA.</p> <p>Draft an <b>EIA methodology</b> under the Law no. 10 440, dt.7.7.2011 “On environmental impact assessment”, article 7, paragraph 4 (EIA procedures), which requests that climate adaptation needs must be included in the EIA reports. Drafting of EIA methodology may happen within 2012.</p> <p>Initiate (in cooperation with other line ministries) the drafting of a cross- cutting <b>National Adaptation Strategy</b> to Climate Change under the Law no.8756, dt.26.3.2001 “On civil emergencies”, Article 8.e. Later it must draft the Decision of Council of Ministers (DCM) to approve such strategy and programs of measures.</p> <p>Draft a <b>DCM under the Law no.10431</b>, dt.9.6.2011 “On environmental protection”, Article 20 (Climate change) to request that adaptation must be mainstreamed into all existing sectorial and inter-sectorial strategies. This DCM can be drafted and approved before the start of revision of strategies, i.e. in the short term, during their subsequent revision, which are planned to occur after 2013. The updated strategies of all other sectors will need to be approved later by other DCMs.</p> <p>Draft an <b>amendment to the Law no.8906</b>, dated 6.6.2002 “On protected areas”, Article 15, by adding that management plans for each protected area take into consideration adaptation to climate change.</p> <p>Draft an <b>amendment to the DCM no.266</b>, dt.24.4.2003 “On the administration of the protected areas”, Point 4, by extending the list of duties of the administration of PAs with requirements related to preventive, protective and adaptation measures to climate change.</p>

	<p>Include climate adaptation issues in the text of the <b>revised biodiversity strategy</b> (supposed to happen soon, since the 10-year legal period under the DCM no.532, dt.05.10.2000, for revision has passed).</p> <p>Obtain 1-2 more experts on staff to exclusively work with adaptation issues (i.e. building on the 1.5 staff that deal with a range of issues, with only 3.3% of time equivalent spent on adaptation).</p> <p>Raise the position of the Climate Sector within the ministry.</p> <p>Introduce the DMRD Integrated monitoring program into the National Monitoring Program and implement it, as already planned under the (SIDA supported) Operational</p> <p>Plan for the period 2012-2014</p> <p>Build capacities for the staff of the PAs, increasing their budget, providing the necessary equipment, linking them to the rest of authorities that deal with climate change or civil emergencies in general.</p>
Agency of Territory Regulation and Planification	<p>Under the <b>Law on territorial planning</b> (amended), Articles 22, 25, and 33.2, should <b>draft Planning Regulations and Construction Regulation</b> that include design standards that reflect the need for adaptation to climate change.</p> <p>Under Article 13.2 (Functions, competencies of the local government) <b>draft local planning instruments</b> that introduce the detailed standards of development control and control the implementation of national and local planning instruments in their administrative territory that include the standards required for adaptation to climate change.</p>
Economy, Trade and Energy	<p>METE should add two full time specialists to deal properly and exclusively with adaptation issues.</p>
Ministry of the Interior	<p>Draft an amendment of the Law no.8756, dt.26.3.2001 “On civil emergencies”, Article 12.1 by adding: Ministry of Interior requests the performance of assessment studies on the climate impact on the physical geography, ecosystems, environment, economic and social aspects</p> <p>Draft an amendment of the Law no.8756, dt.26.3.2001 “On civil emergencies”, Article 8.e saying that:</p> <ul style="list-style-type: none"> <li>• Risk assessments are to be made following the European risk assessment methodologies.</li> <li>• European risk assessment methodologies are adopted upon Guideline of the Minister of Interior.</li> </ul>

	<p>Draft an amendment of the Law no.8756, dt.26.3.2001 “On civil emergencies”, article 11.2.b. by adding:</p> <ul style="list-style-type: none"> <li>• The measures to be taken to prevent and protect against the consequences of natural disasters in the area of responsibility of each ministry are defined based on the best practice.</li> <li>• A definition of what is meant by best practice.</li> <li>• Guidance documents on best practice are to be approved by guidelines of the Minister of Interior.</li> </ul>
<p>Institute of Environment, Water and Energy</p>	<p>Establishment of the Environmental Inter-ministerial Committee; and the Establishment of the Inter-ministerial Expert Group on Climate Change to assist the Environmental Inter-ministerial Committee</p> <p>Each ministry whose policy and field activity needs to adapt to climate change should appoint at least one permanent focal point on climate change. The focal points should be appointed as members of the Inter-Ministerial Expert Working Group on climate change, and institutionally recognized as the climate permanent network at the central level.</p> <p>Train staff at central and local level to increase the professionalism when dealing with climate change.</p> <p>The climate focal points at each ministry, who would be a member of the Inter-Ministerial Expert Working Group on climate change, must be institutionally recognized as a climate permanent network at the central level. This will not be an additional body or structure, but a network of individuals from different ministries who work on an ad hoc basis.</p> <p>The network should receive regular training in climate change adaptation. Ideally training would extend beyond the focal points to include all staff across ministries, to raise awareness of the importance of climate change mainstreaming. This could be followed by specific training focused on required expertise of the technical focal points.</p> <p>Conduct detailed technical feasibility studies of the active adaptation measures identified in this UNDP project. Once the feasibility and priority of the measures has been established, specific amendments can be incorporated within national, regional and local strategies and plans.</p>

Agriculture	<p>Prepare materials, leaflets with simple language to deliver to agricultural extension centers in the communes. The objective will be to enhance awareness of climate impacts and adaptation strategies to all farmers. TV programs at the Albanian TV and/or local TV programs, photos from other countries/ places already suffering the effects of climate change may be adopted to help the farmers understand the problems and the adaptation solutions.</p> <p>MoAFCP has about 4 people at the central level, that potentially deal occasionally with adaptation issues and 17 at the technology transfer centers and regional level (an average of 1 per each). It is considered worthwhile to establish 1 person units in each of the 5 technology transfer centers to dedicate to climate change.</p>
Health	Obtain one full time staff member to address climate change adaptation issues.

**Table 5: Recommendations to mainstream climate change adaptation into regional and commune level strategies and development plans in the DRMD**

<b>Regional and Commune Capacity Building Recommendations</b>	
<i>Regional</i>	
<b>Document</b>	<b>Mainstreaming Recommendation</b>
Regional Development Concept, Lezha Region	<p>5.1. Agriculture, forestry and fishery: Forestation of areas affected by erosion: implement the coastal dune planting measures within the Project; Creation of ‘bio corridors’ to link areas with one another and to enhance the adaptive capacity of the ecosystems of these areas to climatic changes; Ensure climate change factors are integrated into the protected area planning and regional biodiversity management</p> <p>5.1.3. Education in agriculture, forestry and fishery: Awareness raising on climatic changes; Support through the Project public engagement and communication regarding climate change and its potential impacts on agriculture, forestry and fishery</p> <p>5.3. Economic development and infrastructure: Tree planting in public spaces. Promote tree-planting to reduce increase ‘urban heat island’ effect due to climate change. Ensure tree species chosen are tolerant to potential climate changes; Complex study of the main tourism hotspot; Ensure that climate change factors are integrated into development interventions</p> <p>5.4.1. Management of visitors in the protected areas: Projects for the protection of coastal area from erosion and floods through the use of traditional materials: Implement the coastal dune planting measures within the Project.</p>

Note that the recommendations for integration will be dependent upon international action taken in regards to the Post 2015 Development Agenda.

MDG Goal 1 (Eradicating extreme poverty and hunger): Ensure that the outcomes of the Project Report Impact of climate changes in agriculture & livestock in the DMRD (Diku, 2011) are taken into account to enhance productivity in the region in the face of a changing climate.

MDG Goals 2-6: The physical impacts of climate change will impact achievement of the MDGs in education, child health, maternal health and combatting HIV/AIDS, via exposure of facilities, such as education and health care facilities (such as schools, kindergartens, health clinics etc) to inundation and or erosion risk. Ensuring that building design incorporates climate change can reduce these risks. For example, health clinics could be designed to ensure that their floor heights are constructed above the levels of predicted future sea-level rise and that their heating/cooling systems are designed to incorporate future increases in temperature. Importantly, ensuring that water supply and waste-water treatment facilities are also 'climate proofed' will contribute significantly to both the health outcomes in the strategy and directly to the target of increasing the access to clean drinking water (Regional Target 5.2).

MDG Goal 7 (Ensuring environmental sustainability): Many of the project's outputs are of direct relevance in supporting achievement of MDG Goal 7, given a key focus of the project is on promoting biodiversity conservation. Of particular relevance are the project reports on Expected climate change impacts on natural ecosystems (Muçaj, 2011) and Potential Coastal Environmental

Restoration in the Drini-Mati River Deltas (Brew and Vaso, 2012). In particular, climate change considerations should be factored into projects to support Regional Target 5.1 (protection and expansion of forests and project zones) through measures to enhance the Protected Area Plan (see above) and Regional Target 5.3 (incorporating sustainable development principles into the region's policies and programs on development and protection of nature's resources) through the proposed adaptation measure to develop a climate change strategy.

On review - Once the Post 2015 Development Agenda is finalised at a global level, work with UNDP to determine how best to integrate climate change adaptation into any implementation strategy developed in the Lezha region.



Regional Plan for Shkoder-Lezhe 2005-2020 (Detailed recommendations Section 5 – 9)	Additional information capturing climate risks should be incorporated within the Regional Plan. In particular, there are opportunities to ensure the climate proofing of infrastructure investments, reduction in climate risk through informed planning and greater incorporation of ecosystem-based adaptation principles in the delivery of planning outcomes. For further information, refer to detailed recommendations below.
<b><i>Commune</i></b>	
<b>Document</b>	<b>Mainstreaming Recommendation</b>
Local Development Plan of Fushe-Kuqe Commune	<p>Integrate ‘climate proofing’ factors into road design through the provision of a technical annex that provides information on climate change projections and potential commune-specific impacts.</p> <p>On scheduled review in 2013 undertake an in-depth process of mainstreaming climate change considerations in the review of both Plan’s strategic goals and supporting implementation activities, including: agriculture, livestock and ecotourism development; and consideration of the location of infrastructure (to avoid potential climate change impacts) and its design to enhance climate proofing (to mitigate potential impacts).</p>
Local Environmental Action Plan (LEAP) for the Commune of Shengjini& Regional Environmental Action Plan	<p>On review of the plans ensure that there is consistency of the consideration of climate change between all levels of environmental planning (regional to Commune level) through the production of a technical annex on climate change impacts that can be factored into all future environmental plans – including their relation to broader regional development planning.</p>
Local Development Plan for Shenkoll Commune	<p>Integrate ‘climate proofing’ factors into infrastructure design through the provision of a technical annex that provides information on climate change projections and potential commune-specific impacts.</p> <p>On scheduled review in 2013 undertake an in-depth process of mainstreaming climate change considerations in the review of both Plan’s strategic goals and supporting implementation activities, including: agriculture, livestock and ecotourism development; and consideration of the location of infrastructure (to avoid potential climate change impacts) and its design to enhance climate proofing (to mitigate potential impacts).</p>

