

Description of the process of including climate change in PDCs: the example of the rural commune of Hamdallaye



PRESENCES

Projet de Renforcement de la Résilience contre les Chocs Environnementaux et Sociaux au Niger

Table of contents

Summary	4
Introduction	5
Problems to be solved	6
The steps in the process and actors involved	7
Effects/impacts of taking into account the CAAPs in the PDCs	10
Main lessons learned and success factors	11
Recommendations	13
Next steps	14
Contacts	15

List of tables

Constraints, solutions and comments	9
-------------------------------------	---

1. Summary

The BRACED-PRESENCES project supported the commune of Hamdallaye in the process of revising its Plan de Développement Communal (PDC, Communal development plan) to include the climate change dimension. This support was provided following a request by the commune to CARE Niger.

The Community-based Adaptation approach (ABC) used by BRACED-PRESENCES involves making a diagnosis of vulnerabilities to climate risks and community capabilities to adapt, and then identify coping strategies that can feed Commune Adaptation Action Plans (CAAP). The CAAPs are then shared with elected officials and other local community leaders.

This same BRACED-PRESENCES approach was used by the committee developing the Hamdallaye PDC. The PDC development committee received training beforehand on the tools to assess climate vulnerabilities and the ability to adapt to climate change (CVCA). This allowed them to conduct the same process to develop the CAAP in the additional communities sampled for this purpose. The results of the diagnosis by BRACED-PRESENCES in the eight villages (the project area) in the commune of Hamdallaye and the ABC process were taken into account in the work carried out by the PDC review/development committee.

In addition to these tools, documents such as the national PDC development guide which takes climate change (CC) aspects into account, and the checklist that allows for the analysis of PDC's approach to CC were available to the committee. This approach allowed the members of the committee to take ownership of the tools and processes and apply them in additional village communities (not covered by the project) in the commune of Hamdallaye.

According to the Mayor of Hamdallaye, this process was carried out for the following reasons:

- The previous PDC was not sensitive to CC despite CC being a fact in the commune which is very exposed to climate variations, including droughts and floods. Climate crises result in poor agro-sylvo-pastoral production, localized droughts and famines, the loss of agricultural land and other property and assets such as buildings, roads, and communication networks.
- The flood of 2012 affected 11% of the population, namely 5,804 people (2,938 women and 2,866 men) out of the commune's 57,002 inhabitants.
- The previous PDC did not have mechanisms to warn and make already-vulnerable communities more resilient (95% of the population is rural).
- The need to take the real concerns of communities into account through CVCA analyses and include them into the new PDC.

2. Introduction

CARE Niger through CARE International United Kingdom (CIUK) has received funding from DfID (Department for International Development) for the Programme in order to strengthen resilience against climate extremes and disasters through adaptation (BRACED).

The Projet de Renforcement de la Résilience contre les Chocs Environnementaux et Sociaux (PRESENCES) is one of BRACED "NIGER" components. PRESENCES is implemented in Niger by a consortium made up of CARE International au Niger (lead), Tree-Aid, Association pour la Redynamisation de l'Élevage au Niger (Association for the Revitalization of Livestock in Niger - AREN), Fédération des Unions des Groupements Paysans du Niger (The Niger Federation of Farmers' Unions - FUGPN-Mooriben), Initiatives pour le Développement dans l'Équité et la Solidarité (Initiative for Development based on Equity and Solidarity - IDEES Dubara). The Agrhymet Regional Centre (CRA), the Direction Nationale de la Météorologie (National Meteorology Department - DMN) and the Institut

National de la Recherche Agronomique du Niger (National Agricultural Research Institute of Niger - INRAN) are scientific partners in the project.

The BRACED-PRESENCES project began in January 2015 and was officially launched in April 2015. It operates in 103 communities in the Tillabéry region, divided into 23 sites or clusters. Over a period of 3 years, the project seeks to achieve the following three key results:

- Result 1:** Improved access to and use of climate information services, planning and risk management for climate change adaptation (CCA) and disaster risk reduction (DRR).
- Result 2:** Poor and vulnerable women and men benefit from sustainable and climate-resilient livelihood options.
- Result 3:** Fair, sustainable and climate resilient natural resource management is taken into account in governance systems and structures at local, national and regional levels.

CVCA analyses have been carried out in all PRESENCES intervention communities from the start of the project's activities. This enabled the establishment of CAAPs derived from concrete responses/strategies suggested by communities themselves to strengthen their own resilience.

Accordingly, the support provided by the BRACED-PRESENCES project to the commune of Hamdallaye for the revision of their PDC fits into the broader aims of result 3 and forms part of the project specification.

3. Problems to be solved

The real needs of vulnerable groups such as obtaining AGRs for women and young people and the reconstitution of small livestock were not sufficiently taken into account in the commune's previous PDC. In addition, the previous PDC was not sensitive to CC, which does however form a key part of the commune's main concerns.

The process implemented made vulnerable groups visible in the PDC and other communal development plans and instruments. This visibility of the most vulnerable groups in the commune resulted in budget entries that specifically target the needs of these vulnerable groups. By targeting poverty and vulnerability in this way from groups that are most vulnerable to it, the commune is able to create positive dynamics that can gradually extend to all communities.

CARE's support also resulted in the following the following:

- Better preparing the committee developing the new PDC with regards to CC concepts and CVCA and CAAPs, in order to facilitate their application. Taking gender-specific characteristics into account in the new PDC. Only 3% of actions in the previous PDC promoted gender equality. In the new PDC, more than 40% of actions contributed to the promotion of gender equality.
- Enabling Hamdallaye communities to understand and analyse CC phenomena in the management of their livelihoods and suggest appropriate coping strategies through their participation in the CVCA and CAAP processes.
- Encourage local decision-makers to plan and budget in favour of vulnerable groups when deciding on support offered to local communities including support to build resilience, support with prevention and mitigation strategies toward the effects of climate change.
- Establish greater consistency between activities identified and the PDC budget.

4. The steps in the process and actors involved

According to the Mayor of Hamdallaye, the BRACED-PRESENCES support is extremely advantageous because it enabled the process of including the climate change dimension (IDCC) in the PDC to succeed. The BRACED-PRESENCES team developed the CAAPs in two sites comprising eight villages in the commune of Hamdallaye.

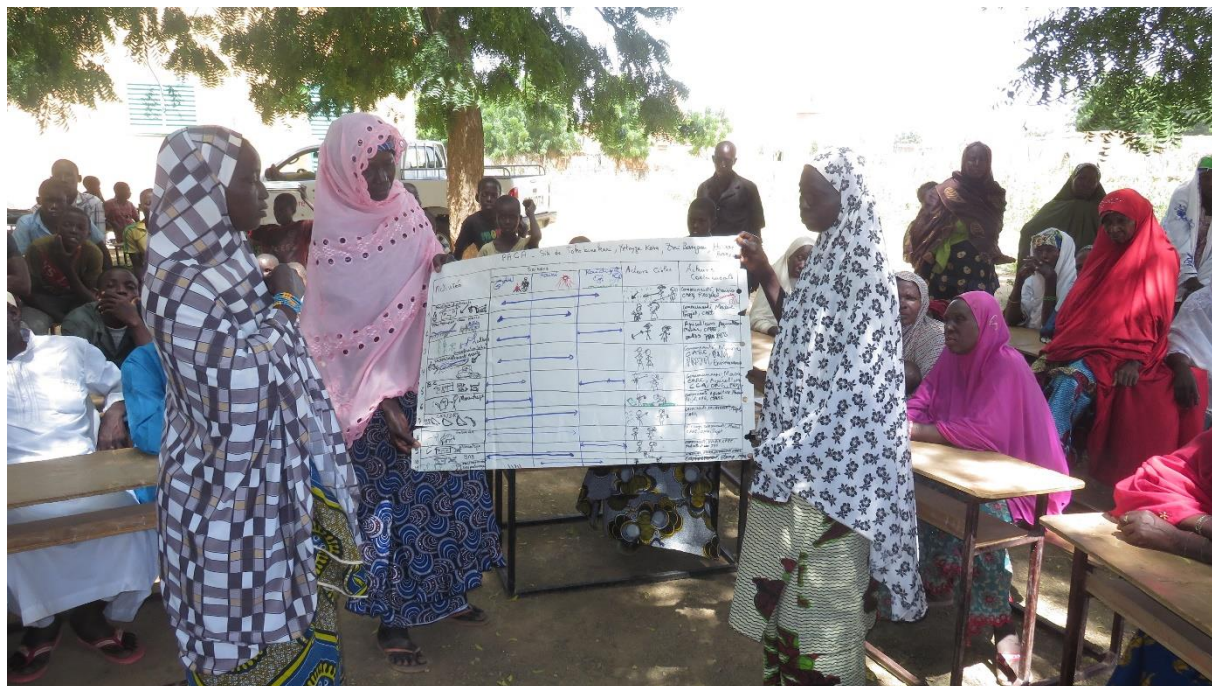


Photo 1: Women in the community of Tokobinkani presenting their CAAP while emphasising the responsibility of women in the CAAP

Community concerns are raised through the participatory diagnosis during CVCA analyses. There is a Nigerian saying; “only somebody who lives in a house knows where the roof leaks”, illustrates this perfectly.

The result of this process was used by the PDC development committee to complete the diagnosis in the villages of the commune not covered by the project. The technical committee was made up of around fifteen people including representatives from decentralised technical services such as agriculture, livestock, environment, education and health; representatives of civil society; a representative of the traditional chieftainship; two local elected officials; a representative of farmer organisations and representatives of the NGO REDED (an NGO designated to review the Hamdallaye PDC). This committee was set up by the commune of Hamdallaye. In the additional diagnosis, the committee involved representatives from the villages and the PRESENCES team.



Photo 2: members of the committee and the CARE team leaving the tools workshop (CVCA, CAAP...)

The following steps have been taken to incorporate the contribution of CAAP elements into the PDC:

- Train the Committee on CAAP development tools;
- Adapt the CVCA-CAAP tools to carry out additional diagnosis;
- Provide the committee with all the CAAPs previously developed by BRACED-PRESENCES.
- Validate strategies (CAAP) resulting from the diagnosis, at commune level, in the presence of representatives of all the villages including BRACED-PRESENCES intervention villages.
- Adopt adaptation strategies (CAAP) at a workshop in the commune's capital in collaboration with projects and NGO partners in the commune, communal technical services, representatives of the Plan's departmental and communal technical services, in particular national radio, the communal authorities from the beneficiary commune and several neighbouring communes.
- Ensure project representation at all stages of PDC development in order to support the commune.

The CAAP elements taken into account in the new 2016-2020 PDC are:

- Construction and equipment of sets of agricultural and zootechnical inputs;
- Recovery of degraded arable land;
- Use of improved seeds.
- Farmer training in the production of improved seeds.
- Phytosanitary ranger training.
- Construction of new cereal banks (CB).
- Restoration of old CBs.
- Support for market gardening (strengthen capacity, support with inputs, small tools, and enclose sites)
- Treat koris.
- Raise producer awareness of mulching and branching techniques.
- Raise awareness and carry out RNA, assisted natural regeneration.
- Create and support grassroots community groups.
- Repair and/or install modern water sources (boreholes, manually-operated pumps (PMH) and small-scale drinking water distribution system (MAEP)).
- Granting credit to women and young people to carry out income-generating activities (AGR).

- Build vaccination stations.
- Build livestock food banks (BAB).
- Train farmers in the manufacture of multifunctional nutritional blocks.
- Seed pastoral rangeland with suitable species.
- Train and equip veterinary para-auxiliaries.
- Train farmers and breeders to use weather information.
- Support the reconstitution of livestock in vulnerable households.
- Raise awareness /training in the management of water points.
- Dredging of pools.

The Annual Investment Plan (PIA) is the backbone of the commune's annual investment. The commune of Hamdallaye's 2016 budget is approximately 400,000,000 FCFA distributed as follows:

- 65% for investments
- 35% for operations

At least 60 percent of this PIA's investment budget is planned to implement adaptation activities from the CAAP (according to the commune's Mayor). The rest of the budget will fund activities such as the construction of classrooms, health huts along with solar power.

In addition to support for the general IDCC process in the PDC, the PRESENCES project aims to support actions contained in the CAAPs, such as sharing content from the new PDC with grassroots communities, supporting local actors to broadcast climate information, training phytosanitary rangers and the socio-economic promotion of women through the funding of AGRs and supporting the use of improved seeds.

5. Effects/impacts of taking the CAAPs into account in the PDCs

Because the revision to the Hamdallaye PDC was finalised this year, effect/impact evaluations have not yet been carried out to establish what changes have resulted from the incorporation of the CAAPs in the PDC. However, the Mayor of the commune of Hamdallaye says that there is already:

- Growing attention to the PDCs due to the fact that voice was given to communities to express their needs, which is embodied in the new PDC.
- The village representatives (including women), members of the PDC validation committee, ensured that their concerns were taken into account in the final document.
- There have already been cases where certain activities were demanded: for example, women called for the purchase of mills that were planned for their village in the PDC.
- Among the commune's administration, there is a greater interest in the opinions of women who now feel more involved in communal councils.

In Dakoro where the same process was conducted in the Adaptation Learning Programme (ALP) project intervention area, examples of changes can be seen, including:

- The IDC process in the Azagor and Soly PDCs in the ALP intervention area allowed for the development of an annual investment plan in a participatory manner with representatives of other communes and projects operating in the Dakoro Department.
- In the communes of Azagor and Soly, the IDCC in the PDC positively influenced the contribution and the way in which communes were assisted.
- Taking account of the CAAPs in the PDCs has influenced the involvement of community players, specifically women, in the implementation and follow-up of the evaluation activities.

- Taking the CAAPs into account in the PDCs influenced the allocation of financial resources which have become increasingly important in community concerns.

6. Main lessons learned and success factors in the IDCC process in the PDC

In this process, one of the key steps was the gender analysis which enabled the gender dimension and other concerns of the communities related to CVCA analyses to be taken into account.

Engaging local actors (communal authorities) facilitated the process. The experience of several Technical and Financial Partners (TFP) enabled a synergy between the actors: GIZ financed the entire PDC revision process and BRACED-PRESENCES provided training to the Committee on the CVCA tools and the development of the CAAPs through the ABC approach. Results sharing and validation workshops were supported by BRACED-PRESENCES. This complementarity made the process participatory and iterative.

The fact that the commune has already used the participatory budget approach for 3 years prior to the project has facilitated the process since communities and committee members were already familiar with the participatory approach.

According to the Mayor of Hamdallaye, his participation in the International Seminar on including climate change in PDC planning and budgeting PDCs in April 2016 in Tunis was useful in several ways, in particular:

- Sharing with seminar participants Hamdallaye's experience of the IDCC process.
- Sharing tools and their benefits in studies to diagnose, identify and analyse adaptation activities and take them into account in the communes' PDCs. The main shared tools are: CVCA, Cristal, ADAPT, CEDRA, GLOBAL ADAPTATION ATLAS. "We have used the CARE CVCA tool that in our opinion was more effective in achieving results compared to the other tools used by other actors taking part at the meeting in Tunis," the Mayor of Hamdallaye testified.
- Raise participant awareness of the fact the CC is a global fact and that it must be taken into account across topics because it influences all areas of the ecosystem. It is not enough to simply assess the needs of the populations when revising PDCs, but the needs of these populations must be transcribed into bankable projects; in other words to set up micro-projects that partners can finance. At this level, actors have been enlightened on the approach which involves operationalising PDC activities through bankable micro-projects from the PDC and that are presented to the communes' technical and financial partners. These micro-projects clearly represent the share of efforts agreed to by the commune and communities.

The Mayor's participation at the Tunis meeting was financed by BRACED-PRESENCES.

The main constraints and challenges encountered during the IDCC process in the PDC as well as the solutions are summarised in the table below:

Constraints, solutions and comments

Challenges/constraints	Solutions	Comments
Unavailability of communities during the agricultural production harvest and storage periods (October-November-December)	Carry out activities during community off-peak hours (afternoon)	Carry out the process taking community availability into account (avoid the winter period)
Limited number of agents from technical services at commune level. This can handicap the establishment of working subgroups during the community diagnosis	Call on other technical skills (community development and planning service at department level)	Empower Plan technical services and other Rural development executives at commune and department level
High rate of illiteracy in communities makes the process slow especially at community diagnosis level	Manage and administer tools in local languages	Take linguistic aspects into account when setting up the central committee to revise/update the PDC
Inaccessibility/isolation of some localities because the commune has less road infrastructure	Relocate some collective centres	Plan the process avoiding the winter period (do it before or after the rainy season)

7. Recommendations

The following recommendations are made to facilitate for other communes the process of taking CC into account in PDCs through the CAAPs.

- Strengthen the technical capacities of the central committee involved in the IDCC process in the PDCs.
- Monitor the critical analysis capabilities of the central committee during the new PDC analysis and formulation phase with greater rigour.
- Allow communes sufficient financial and material resources during the IDCC process so that the process is participatory and with the necessary iterations.

8. Next steps

- Widely share the lessons learned in the process and the results obtained.
- Advocate for CAAPs to be taken into account in the PDCs of other communes in the Tillabéri region and more generally in Niger.
- Encourage scaling of the CAAP approach, its inclusion and its financing in the PDCs.
- Support and encourage communes to develop bankable projects that comply with the PDCs and PIAs sensitive to CC.
- Advocate for sector ministries to base themselves on PDCs to prepare/review their sector development policies.

9. Contacts

For more information on this case study, contact:

Awaiss Yahaya, BRACED-PRESENCES Project Manager. Cel: (+227) 90888945; Email: Awaiss.Yahaya@care.org

Harouna Hama Hama, BRACED-PRESENCES CBA Planning specialist. Cel: (+227) 92191709; Email: Harouna.HamaHama@care.org

Ouma Kaltoume Issoufou, BRACED-PRESENCES Knowledge and Learning Manager. Cel: (+227) 90464488; Email: oumakaltoume.issoufou@care.org

Abdou Hamani, Mayor of Hamdallaye. Cel: (+227) 97424777; Email: hamani20012000@yahoo.fr

This material has been funded by UK aid from the UK government; however the views expressed do not necessarily reflect the UK government's official policies.

This material has been funded by UK aid from the UK government; however the views expressed do not necessarily reflect the UK government's official policies.

