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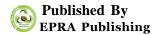
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PERSPECTIVES ON THE PEOPLE'S SURVIVAL FUND: ANALYSIS OF CLIMATE CHANGE ADAPTATION FINANCE POLICY IN THE PHILIPPINES

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ABSTRACT

The People's Survival Fund is the Philippines' pioneer institutionalized climate change adaptation finance policy mechanism. It was created by virtue of Republic Act No. 10174 which was enacted on 2012. The purpose of the fund is to provide long-term finance stream primarily for climate change adaptation activities. As among the first state-financed climate adaptation finance policy mechanism in the Southeast Asian region with focus on adaptation-related activities, the People's Survival Fund is a realization of the country's commitment to climate adaptation actions. This paper assessed the People's Survival Fund policy using the PCI Analytical Framework. Using the PCI Approach, the researcher assessed the policy on the basis of the principles of ease of implementation, legitimacy, coherence and transparency. Analysis disclosed that the existing policy (the People's Survival Fund Law and issuances related to its implementation) is "compliant" in terms of ease of implementation, legitimacy and coherence, but only "partially compliant" in terms of transparency. The researcher recommends that the Climate Change Commission, the local government units and other sectors whose functions are relevant to climate change actions should participate in collaborative and multi-stakeholder engagement in order to strengthen the implementation of the People's Survival Fund Law.

KEYWORDS: climate change; climate change adaptation; climate change finance; climate change policy; People's Survival Fund

1.0 INTRODUCTION

1.1.1 Background

In July 2011, the Climate Change Act of 2009 was amended to create the People's Survival Fund (PSF) Law in the Philippines. The law creating the PSF is embodied in RA 10174, otherwise known as the 'Act Establishing the People's Survival Fund in the Philippines to Provide Long-term Finance Streams to Enable the Government to Effectively Address the Problem of Climate Change'. The Act integrates adaptation and resilience-building measures from national level, through the Philippines Climate Change Commission (CCC), to the local (barangay) level, and integrates poverty reduction with disaster risk reduction and climate change adaptation objectives.

Considered as the Philippine government's flagship climate adaptation finance program, the People's Survival Fund is an offshoot program of the 2012 People's Survival Fund Law (Republic Act 10174). It is designed as a long-term finance stream for climate adaptation programs and projects directly supportive to the objectives of local government units and communities. It has an annual rolling minimum budget allocation of P1 billion (\$23.5 million), which represents 1% of the over-all national budget of P3.767trillion (2018 General Appropriations Act).

In the Philippines, climate appropriations have increased by 2.5 times in real terms and on average 26 percent annually, outpacing the growth of the national budget (around 6 percent). Increase shows government's willingness to increase climate action, but level of funding based on projected needs is still low (about 0.3 percent of GDP), falling below the Stern review recommendations that countries expend at least 2 percent of GDP to implement climate action particularly on adaptation.

Numerous studies exist in scholarly literatures with international climate adaptation fund as the main focus of investigation. However little is known about how national climate change adaptation finance fund works in domestic or local level.

Climate adaptation finance relates to the flow, allocation, utilization, disbursement and management of fund and/or finance intended for initiatives, programs, projects and

activities which are geared towards increasing human ability and capacity to adjust, cope and manage the consequences, damages and impacts of climate change, moderate and/or negate the possible negative repercussions of climactic variability and extremes. This research project deals with an assessment of climate change adaptation fund, the Peoples' Survival Fund, which in reality is a form of "public-led initiatives for climate change adaptation actions and interventions financed by the State."

the 1.2.Objectives

This paper aimed at assessing the People's Survival Fund as a climate adaptation finance mechanism in the Philippines using the PCI Framework Approach.

Specifically, it seeks to attain the following objectives:

- 1. Evaluate the People's Survival Fund in terms of ease of implementation.
- 2. Assess the People's Survival Fund legitimacy as a policy framework for climate adaptation actions.
- 3. Identify coherence between the Philippines national development goals vis-à-vis the goals of the People's Survival Fund
- 4. Assess the People's Survival Fund in terms of transparency of implementation.

1.3. Significance of the study

The Philippines is one of the most natural-hazard prone countries in the world. Bracing communities for the impacts and the consequences of natural disasters requires investments. Finance is crucial to fund adaptation interventions that respond to climate-induced disasters and build community resilience.

The People's Survival Fund aims to financially or technically support adaptation action. Apparently, it is a part of the country's strategy or development plan to drive policy implementation. The PSF envisions to support adaptation activities of local governments and communities. The Fund focuses on local government units with high poverty incidence that are exposed to climate risks and have key biodiversity areas.

Having said that, it is interesting to see how the implementation of PSF plays out vis-àvis the existing policy context upon which it is enacted. How do target beneficiaries access the fund, what difficulties they encounter and how can their participation to the Fund be maximized---these and other questions are just among the queries that this research project envisions to answer. On the basis of the inquiry, the proponent aims to arrive at a policy dialogue framework that reflects the policy interest of the stakeholders for better informed policy implementation as visualized by Adams, et. Al (2012) in the following figure:



Figure 1. Stakeholders' Interaction in a Policy Dialogue Framework (Adams et. Al, 2012)

2.0. LITERATURE REVIEW

This study is anchored along a number of scholarly literatures.

Examining climate adaptation finance delivery in Uganda, Tumushabe, et al (2013) identified climate change relevant public expenditure of the Ugandan government and measured the effectiveness of such spending against an explicit assessment framework. In capsule, they proposed for the following: improving information on climate finance;

planning climate finance delivery; supporting the institutional response for effective climate finance delivery; and climate change actions at the local government level. This study is relevant to the proposed study at hand since both are aimed at showing the nexus between climate finance delivery and existing state policy contexts.

In the Asian context, the study conducted by Khattri et al. (2010) on Asian cities disclosed that adaptation interventions

such as housing, micro-insurance and water management are always context-specific. They argued that small and local businesses are sometimes better able to respond to the needs of the poorest than government bodies or non-governmental organisations (NGOs). Hence, recognizing the importance of small and local businesses for adaptation purposes. Interestingly, my proposed study envisions to look at what areas, to what extent and under what policy instruments can vulnerable sector take part in the People's Survival Fund. Hence, the insights from Khattri, et al. (2010) proves relevant in this study.

Trabacchi and Stadelmann (2013) assessed the private adaptation project by the Pilot Program for Climate Resilience (PPCR) in Nepal, managed by the International Finance Corporation (IFC). In this project, public resources are deployed to promote climate resilience in Nepal's agricultural sector by engaging and developing the capacity of agribusiness firms and local commercial banks to transfer skills and resources to farmers. The researchers argued that farmers could increase their production, and therefore their income by approximately 20% solely by developing more climateresilient production processes. They, however, recognized the fact that social constraints and economic uncertainties can impede implementation such as lack of active participation from farmers and a limited adoption of improved farming practices due to farmers' low literacy levels and competing needs; decreasing market price of crops reduces the interest in investment; and difficulty of engaging local banks in the project because of the low attractiveness to provide loans for climate resilience. This study finds direct bearing to this study primarily because my proposed study aims to unravel the barriers and constraints that impede the effective implementation of the People's Survival Fund in multi-dimensional analytical perspectives: public administration, local government units/communities and the vulnerable sector.

According to a study conducted by Christiansen, et al., 2012, developing countries are heavily dependent on domestic sources for financing their adaptation activities, farmers and small businesses. This is an interesting point considering that in

developing countries, the earnings of about 90% of the population is dependent on the private sector (SER, 2011). This shows the significance of the domestic private sector for the protection of people and livelihoods against climate change. On this note, my proposed study explores the opportunities through which other relevant sectors can take part in the public-led initiatives for climate adaptation activities through policy instruments by removing the barriers or facilitating their entry for participation.

In terms of the perspectives of development sector and the vulnerable segments of the population, Atteridge (2011) states that development sectors such as water and agriculture have either been relatively unattractive to private investment, or seen investment in large-scale export-oriented activities but not in the small-scale production that sustains local populations.

3.0 CONTRIBUTION TO EXISTING RESEARCH GAPS AND RESEARCH PARADIGM

Numerous studies exist in scholarly literatures with international climate adaptation fund as the main focus of investigation. However little is known about how national climate change adaptation finance fund works in domestic or local level.

Empirically, this study can be regarded as among the first studies on climate adaptation finance delivery, with focus on publicly-funded climate change adaptation finance in a developing country which is

significant for two reasons: adaptation is of crucial importance to developing countries such as the Philippines to address one of the biggest challenges of our times, climate change; this study focuses principally on adaptation because the knowledge gap between developing countries and developed countries in terms of climate change adaptation finance is pronounced which makes the conduct of this study even more relevant, significant and timely. My study address this imbalance aims to representation in the epistemic community given the lack of data and recent emergence of climate change as a policy issue.

4.0. METHODOLOGY

4.1. Research Design

A qualitative research design was

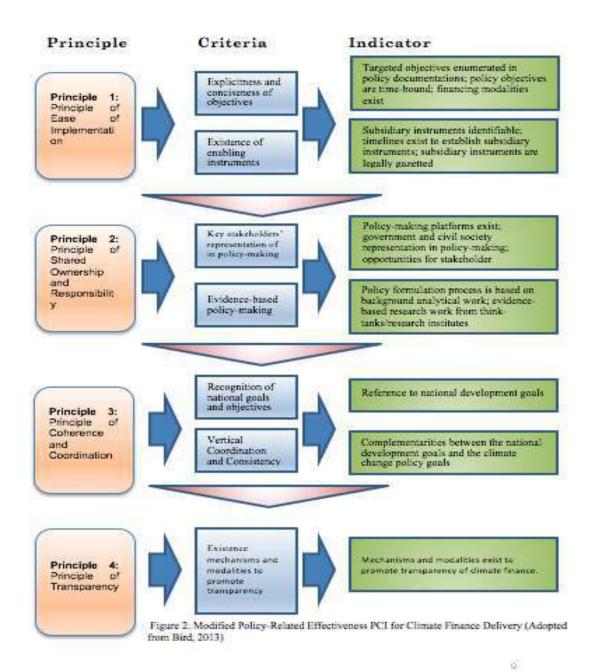
employed in this study. Specifically, the researcher made use of content analysis as a research tool to analyze the policy content of climate change policies and laws in the Philippines that relate to climate change finance with focus on the People's Survival Fund.

4.2. Analytical Framework

Desk review of national level documents that include two (2) national plans, three (3) national strategies), three (3) legislations and two (2) administrative issuances to determine if there is an enabling policy environment for climate change related actions and to determine the effectiveness of the climate change policy using the PCI

Framework (Bird, et al, 2013).

As aptly illustrated in Figure 2, the researcher used the PCI Approach (Principles, Criteria and Indicator) in assessing the effectiveness of the People's Survival Fund. Adopted from Bird, et al (2013), the PCI framework comprises of principles (fundamental laws or truths, expressing a core concept), criteria (operational standards by which to judge the principles) and indicators (information to measure or describe observed trends) (Prabhu et al., 1996). This framework attempts to capture what good governance in the sphere of climate change public financial management should look like (Bird, 2013)



5.0. RESULTS AND DISCUSSION 5.1. On Ease of Implementation

Ease of implementation in this context refers to the clarity of the objectives sought as well as the existence of subsidiary instruments or enabling policies for the implementation of the law. On the basis of the analysis of the People's Survival Fund Law and issuances related to its implementation, the climate change policy

objectives sought to be attained by the law are clearly articulated in the policy documents.

The State's twin policy objectives of mitigation and adaptation are explicitly mentioned in Section 2 of the Climate Change Act of 2009 (RA 9729) and Section 1 of the People's Survival Fund Law (RA 10174).

These objectives were contextualized along identified priority areas with the

timelines clearly expressed in the National Climate Change Action Plan, specifically Annex A (Outcomes, Outputs and Activities for 2011-2028, page 61) of the document.

As to the method of mobilization of fund, both the Climate Change Act of 2009 (RA 9729) and People's Survival Fund Law (RA 10174) has express provisions for funding climate change actions, to wit Section 18 and Section 13 respectively. There is an evident mention of domestic fund, the People's Survival Fund for climate adaptation projects of local government units. Other sources of funding such as donation, grants, endowments, etc. are likewise mentioned.

National policies are facilitated through the development of subsidiary instruments that detail what is needed to achieve policy goals. The National Climate Change Action Plan, the Local Climate Change Action Plan, the Philippine Strategy for Climate Change Adaptation and the People's Survival Fund Manual are among the subsidiary instruments which detail how the policy objectives are to be achieved. Interestingly, these documents are legally gazette which means that they are duly published and therefore legally binding and has the force of law.

With the definiteness, clarity and conciseness of the objectives and the existence of subsidiary instruments to attain such policy objectives, it can be argued that in terms of ease of implementation, the policy on People's Survival Fund is compliant.

5.2. On Legitimacy

Legitimacy in this context refers to the stakeholders' representation in the policymaking process as to make process a shared collaborative effort giving stakeholders' a sense of ownership and responsibility. Very apparently, there exists a national body that administers and supervises climate change actions. The Climate Change Commission is tasked as the lead policymaking body of the government, which coordinates, monitor and evaluate programs and action plans of the government in order to ensure the mainstreaming of climate change into the national, sectoral and local development plans and programs. It is an intergovernmental, multi-sectoral body representation from provides executive departments, local government units, academe, private sector, women sector,

and the civil society (Section 5, RA 10174).

While the National Climate Change Action Plan (NCCAP), which is mandated as an integral document for the implementation of the People's Survival Fund Law, expressed that stakeholders' views were taken into account in the formulation of the plan; it is less clear how the views of the stakeholders were incorporated in the NCCAP.

In the crafting of policies, the Climate Change Commission is assisted by the Climate Change Advisory Board and the National Panel of Technical Experts.

The People's Survival Fund Board is composed of the following members: (a) Secretary of the Department of Finance as Chair; (b) Vice Chairperson Commission; (c) Secretary of the Department of Budget and Management; (d) Director-General of the National Economic and Development Authority; (e) Secretary of the Department of the Interior and Local Government: (f) Chairperson Philippine Commission on Women; (g) a representative from the academe and scientific community; (h) a representative from the business sector; and (i) a representative from the NGOs (Section 21, RA 10174).

The National Climate Chang Action Plan (NCCAP) was drafted by various agencies and organizations which participated in the consultations and workshops. The plan outlines the strategic direction for 2011 to 2028 along identified clusters such as food security, water sufficiency, ecological and environmental stability, human security, climate-smart industries and services. sustainable energy and knowledge and capacity development. The NCCAP indicated that in drafting the NCCAP, the multisectoral processes conducted ensured that the concerns of various sectors are heard and considered. (NCCAP, page 5).

Representative from government agencies with mandates along such cluster, private sector and the civil societies accordingly contributed in the process of drafting the plan. (National Climate Change Action Plan pages 51-60)

The formulation of the Philippine Strategy on Climate Change Adaptation builds on existing institutional processes but gives strong emphasis on collaboration among national agencies, the legislative branch, the academy, business and civil society. Eight technical working groups were organized to tackle needs and concerns in eight major sectors: Agriculture, Biodiversity; Coastal and Marine; Forestry; Water; Health; Energy; and Infrastructure.

In the formulation of the Climate Change Act of 2009 and the People's Survival Fund Law, explicit references to such concepts as climate justice, Common but Differentiated Responsibilities, Precautionary Principle, United Nations Framework Convention on Climate Change (UNFCCC) were made in Section 2 of the law.

The same can be commented on the formulation of the National Climate Change Action Plan where policy think tanks and research institutions provide evidence-based analysis. This is evident in the following: along the area of food security (studies from National Economic Development Authority. UNDP, etc.); water sufficiency (references were made on studies conducted by NEDA and the Greenpeace); sustainable energy (reference to a study conducted by the Renewable Energy Coalition (page 28). In part 8 of the NCCAP relative to cross-cutting strategies, reference was made to a study Centro Saka, done by a Philippine nongovernment organization engaged primarily in policy research, policy advocacy, networking, capability building and economic interconnections of agrarian reform and rural development issues (NCCAP, page 36). On climate financing, the document referred to a conducted by the Resources. study Environment and Economics Center for Studies (NCCAP, page 44) and the National Environmental, Economic and Development Study (NEEDS) for Climate Change, EMB-DENR and REECS (NCCAP, page 45).

Apparently, with adequate democratic representation in the People's Survival Fund Board, stakeholders' representation and engagement in the implementation of the Fund as well as the existence of platform for policy-making, the existing legal-policy framework can be considered to be compliant and adequate vis-à-vis the standards of good governance.

5.3. On Coherence

Coherence as used in this paper

basically refers to the complementarities between the climate change policy goals and the national development goals.

Analysis of the policy disclosed that the People's Survival Fund Law acknowledges sustainable development as a national development goal. Under Section 2 (Declaration of Policy) of RA 10174, the State espouses sustainable development, to fulfill human needs while maintaining the quality of the natural environment for current and future generation.

It also mentioned that the State shall strengthen, integrate, consolidate and institutionalize government initiatives to achieve coordination in the implementation of plans and programs to address climate change in the context of sustainable development.

The law also declares: "...Cognizant of the need to ensure that national and subnational government policies, plans, programs and projects are founded upon sound environmental considerations and the principle of sustainable development, it is hereby declared the policy of the State to systematically integrate the concept of climate change in various phases of policy formulation, development plans, poverty reduction strategies and other development tools and techniques by all agencies and instrumentalities of the government."

It can be commented that under the People's Survival Fund law, policy statements on climate change acknowledge national development policies. Complementarily, the People's Survival Fund Law acknowledges sustainable development as a national development goal. Under Section 2 (Declaration of Policy) of RA 10174, the State espouses sustainable development, to fulfill human needs while maintaining the quality of the natural environment for current and future generation.

Subsidiary instrument such as the National Framework Strategy for Climate Change (2010-2022) in its Framework Context declares that the document shall guide the national and subnational development planning processes, specifically the formulation of the Medium Term Development Plan (MTDP), Medium Term Public Investment Program (MTIP), Medium

Term Regional Development Plan (MTRDP), Medium Term Regional Public Investment Program (MTRIP), etc. (National Framework Strategy for Climate Change, page 8).

The National Climate Change Action Plan adopts the sector approach in integrating national development goals, particularly for those sectors identified as being vulnerable to the impacts of climate change (e.g. agriculture, water and energy).

Part 6 of the Philippine Development Plan (2017-2022) is devoted to Foundations of Sustainable Development which among other things include ensuring ecological integrity, clean and healthy environment, Sustainable integrated area development (SIAD) and participatory environmental governance will be an overarching principle that will be adopted in addressing ecological, economic, political, cultural, societal, human, and spiritual challenges and opportunities in a specific area. Climate change and disaster risks is also seriously considered (Philippine Development Plan, page 42-44).

Complementarities between the climate change policy goals and the national development goals are adequately illustrated on the foregoing examples. With the said, it can be fairly argued that the People's Survival Fund law and related issuances are in harmony with the goals of national development.

5.4. On Transparency

In this paper, transparency is apparent when there exists mechanisms and modalities to promote transparency in the operation of the People's Survival Fund.

Analysis disclosed that there are provisions in the law and policy that mechanisms and modalities to ensure transparency should be secured, the

mechanisms and modalities to promote transparency of the People's Survival Fund itself are not clear and definitive. The law itself, the People's Survival Fund Law, does not have mechanisms and modalities through which transparency in the process of approving project proposals are done, although there were efforts to lend transparency to the process, i.e., the Climate Change Commission published a handbook containing relevant information about the fund.

The People's Survival Fund Proponent's Handbook provides for the eligibility requirements, clear scoring criteria and the processes involved before funding decisions are made, implemented, monitored and evaluated.

However, there is no mechanism through which the public could monitor the approval and delivery of the fund as there is no public database about projects approved, budget allocated, their status of completion, etc.

5.5. Over-all Assessment and Evaluation of the People's Survival Fund

Over-all, the existing policy for the implementation and delivery of the People's Survival Fund is "compliant" with the concept of good governance in public financial management system, at least on the basis of the People's Survival Fund Law and issuances related to its implementation.

PCI Framework Analysis disclosed that it is "compliant" in terms of ease of implementation, legitimacy and coherence, but only "partially compliant" in terms of transparency. Figure 3 below aptly illustrates the over-all assessment of the policy on the People's Survival Fund:

PCI Principles	Assessment	Policy Gaps
Ease of implementation	9	Subsidiary instruments (NCCAP, NFSCC, PSCCA) lacks details on budgeted cost and source of fund for the envisioned objectives
Legitimacy		***
Coherence	0	
Transparency	0	No mechanism through which the public can monitor projects approved for lack of public database

Figure 3. Over-all Assessment of the People's Survival Fund Using the PCI Framework Approach

6.0. CONCLUSIONS

On the basis of the foregoing findings, the researcher arrived at a number of conclusions. Firstly, in terms of ease of implementation, the People's Survival Fund can be considered as compliant in as far as the conciseness of objectives and the existence of subsidiary instruments to implement the policy are concerned. Secondly, in terms of legitimacy, it can be concluded that the policy on the People's Survival Fund allows participation from the stakeholders with adequate democratic representation in its implementation. Thirdly, in terms coherence of the policy with respect to the national development goals, it can be commented that the policy on People's Survival Fund provides complementarities with the country's thrust on development. Fourthly, in terms of transparency, the country's climate adaptation finance policy is only partially compliant for lack of platform through which accountability and

transparency in the operations of the fund are made accessible to the public. Finally, however, it can be concluded that over-all the existing policy implementation and delivery of the People's Survival Fund is compliant with the concept of good governance in public financial management system at least on the basis of the People's Survival Fund Law and issuances related to its implementation.

7.0. RECOMMENDATIONS

The researcher recommends that the Climate Change Commission, the local government units and other sectors whose functions are relevant to climate change actions should participate in collaborative and multi-stakeholder engagement in order to strengthen the implementation of the People's Survival Fund Law.

It is likewise recommended that any flaws in the actual operation and implementation of the Fund that cannot be adequately addressed through some administrative actions be immediately coordinated and communicated to the country's legislative channels to further make the existing policies responsive to concrete situations in the ground.

8.0 Acknowledgements

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