

# EU Adaptation Frameworks and Institutional Interplay in the Baltic Region

**Sirkku Juhola**

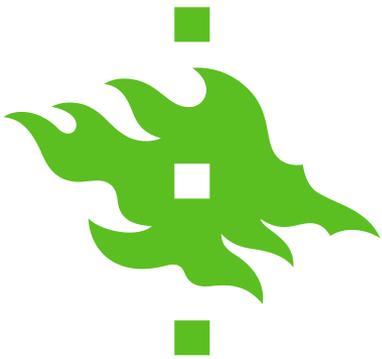
**Department of Environmental Sciences, University of Helsinki**

**Department of Real Estate, Planning and Geoinformatics, Aalto University**

**ENFRA-Estonian IIma**

**Seminar on Capacity Building on Climate Adaptation**

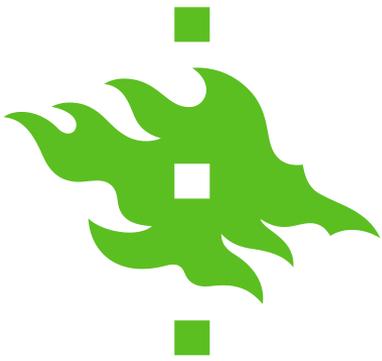
**3-4 March 2015 Tallinn**



# Outline

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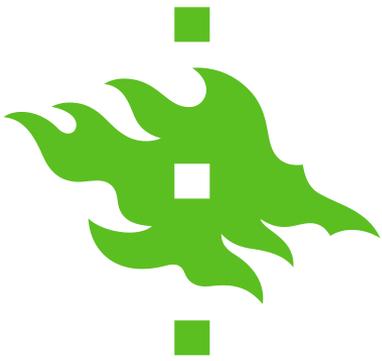
- Institutionalisation of adaptation
- Vertical interplay of institutions
- Strategies on many levels
  - EU, Baltic or Nordic or all of them?
- Conclusions



# Institutionalisation of adaptation?

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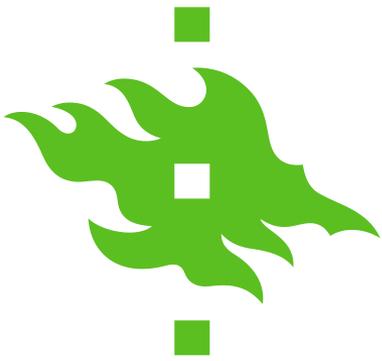
- The institutionalisation of adaptation has been explained as crucial to a country's capacity to adapt to climate change since it provides a structure for adaptation work
- Defined as the process of incorporating adaptive concerns into a nation's official political and administrative regulatory infrastructure guiding societal actors' behaviours regarding specific issues
- Institutionalisation includes setting up systems and criteria's for how to organise adaptation, such as allocation of roles, responsibilities, resources and goals



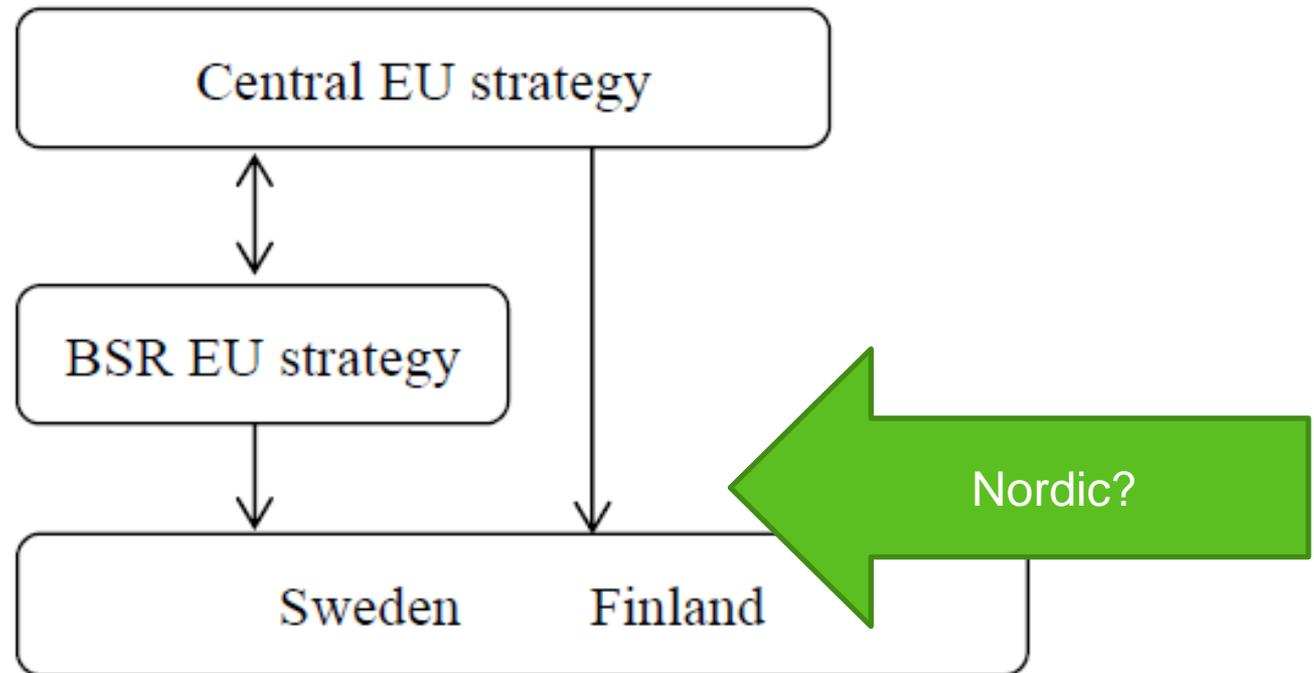
# Why are we concerned about different levels?

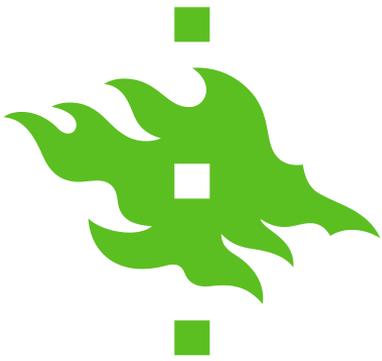
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- The Fifth Assessment Report of the IPCC and the EU adaptation strategy on adaptation both note the importance of understanding how climate impacts do not necessarily correspond with the boundaries of sovereign states (IPCC 2014; European Commission 2007, 2009, 2013)
- Adaptation is a context specific policy problem with climate impacts affecting countries and localities in different ways, depending on their vulnerability and ability to adapt
- Thus much of the adaptation action needs to take place locally, although coordination across levels of decision-making is necessary



**Figure 1.** Vertical institutional interplay.

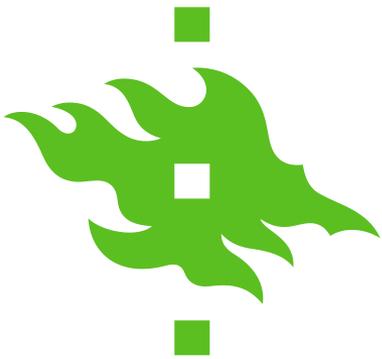




# Vertical but also horizontal?

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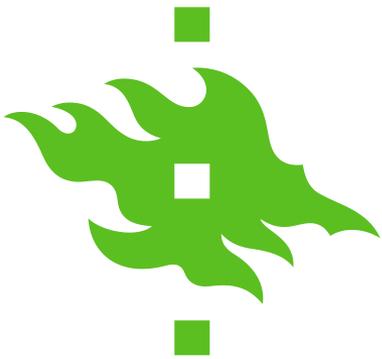
- It is also important to note that a great deal of adaptation will be autonomous and private
- Policy-makers must pay close attention to those processes and tailor public responses accordingly
- Currently there are only a few empirical studies on private sector adaptation
- For mitigation, results show that engagement of private sector and civil society leads to better results



# EU Adaptation Strategy

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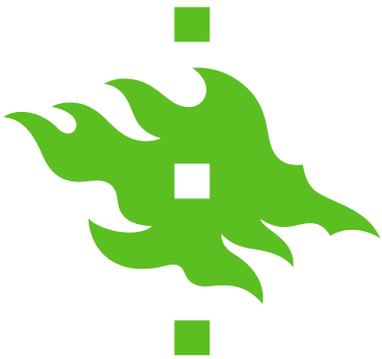
- The FAR notes that in Europe, integrated water management in particular is necessary in order to address the competing demands of water between agriculture, energy conservation, industrial use and human settlements (IPCC 2014)
- EU White Paper titled “Adapting to climate change: Towards a European framework for action” was published in 2009, Strategy published in 2013
- The overall aim of the EU Adaptation Strategy is to contribute to a more climate-resilient Europe
- This means enhancing the preparedness and capacity to respond to the impacts of climate change at local, regional, national and EU levels, developing a coherent approach and improving coordination



# EU Strategy objective areas

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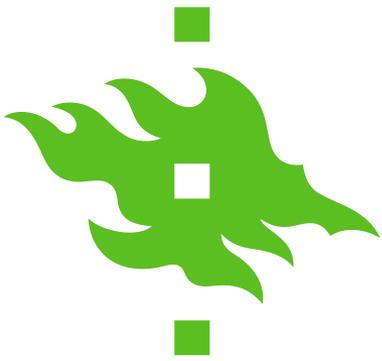
- **Promoting action by Member States**
- Action 1: Encourage all Member States to adopt comprehensive adaptation strategies
- Action 2: Provide LIFE funding to support capacity building and step up adaptation action in Europe. (2013-2020)
- Action 3: Introduce adaptation in the Covenant of Mayors framework (2013/2014)
- **Better informed decision-making**
- Action 4: Bridge the knowledge gap
- Action 5: Further develop Climate-ADAPT as the 'one-stop shop' for adaptation information in Europe



# EU Objective areas

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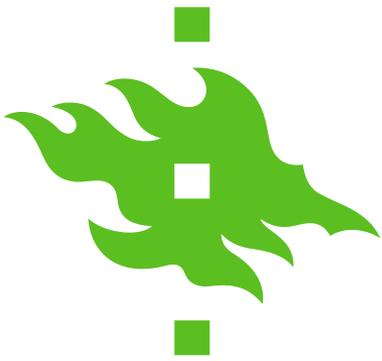
- **Climate-proofing EU action: promoting adaptation in key vulnerable sectors**
- Action 6: Facilitate the climate-proofing of the Common Agricultural Policy (CAP), the Cohesion Policy and the Common Fisheries Policy (CFP)
- Action 7: Ensuring more resilient infrastructure
- Action 8: Promote insurance and other financial products for resilient investment and business decisions
  
- The draft 2014-2020 Multi-annual Financial Framework (MFF) includes a proposal for increasing climate-related expenditure<sup>34</sup> to at least 20 % of the EU budget



# BaltAdapt strategy

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- The overriding objective of the proposal for a BSR-wide Climate Change Adaptation Strategy is a connected region with informed actors on all governance levels responding to climate change in a way that ensures prosperity, competitiveness, as well as clean water and rich and healthy wildlife
- This calls for adaptation integrated with risk management and actions that promote resilience of environmental and societal systems



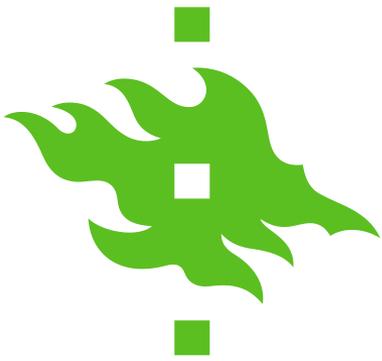
# BaltAdapt strategy

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- The added value of the BaltAdapt Strategy is achieved through cooperation and information sharing in the region, which will assist in the implementation of local, national, and EU strategies and action plans
- The goals of the BaltAdapt Strategy address the eight actions in the EU Strategy from a BSR macro-regional perspective

**Eleven goals of the proposal for a BSR-wide Strategy for Adaptation to Climate Change, including visions for 2020 and links to the EU Strategy for Climate Adaptation and corresponding chapters in the Baltadapt AP**

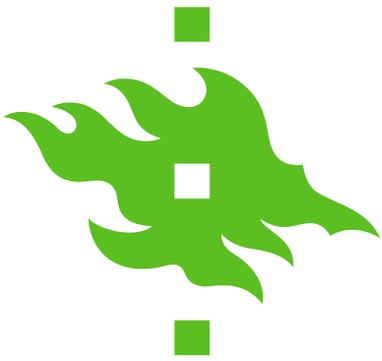
MACRO-REGIONAL GOAL	VISION (TO BE FULFILLED BY 2020)	RELATION TO ACTIONS AND GOALS IN THE EU STRATEGY FOR CLIMATE ADAPTATION (CF. SECTION 5.2).	CHAPTERS IN THE BALTADAPT AP
1. Raised awareness concerning the need for action at all governance levels	Awareness of CC and its potential impacts on society and the environment, as well as awareness of ways to adapt permeates macro-regional agreements, education and training collaborations, as well as co-operation between authorities, researchers and the business sector.	Action 2: Awareness-raising through LIFE funding (2013-2020) Action 3: Awareness-raising activities in cities on the basis of the model of the Covenant of Mayors initiative <sup>1</sup> (2013/2014).	Building and sharing knowledge about climate change adaptation in the BSR
2. Shared macro-regional knowledge bases	A Baltic subsection of the European Climate Adaptation Platform Climate-ADAPT <sup>2</sup> includes common CC open source databases on exposure, impacts, vulnerabilities and adaptation measures, including handling of risks and uncertainties, estimates of costs and benefits and communication of "good practices".	Action 5: 'Climate-ADAPT to be developed into a one-stop shop' for adaptation information in Europe (2013/2014).	Building and sharing knowledge about climate change adaptation in the BSR
3. Research cooperation in order to identify and address knowledge gaps	BSR states and stakeholders have influenced Horizon 2020 programming and researchers have initiated and participated in Horizon 2020 research projects and other programmes that have addressed issues of high relevance for climate adaptation in the BSR.	Action 4: Knowledge gaps to be identified, fed into Horizon 2020 programming (2014-2020) and addressed, so that priority knowledge gaps identified in 2013 are closed by 2020.	Building and sharing knowledge about climate change adaptation in the BSR
4. Facilitated science-policy-business dialogues at and between all governance levels through the provision of web-based	Authority and business decision makers have access to interactive visualisation-based tools for climate adaptation. These are part of a well-developed and frequently used combination of web-based and real-life meeting places for researchers, authorities and the business	Action 4: Horizon 2020 (2014–2020) will address the need for better interfaces between science, policymaking and business. The goal is, by 2020, to have access to communication tools that allow for available information on CC adaptation to be accessible to decision-makers, including Member	Connecting the BSR for climate change adaptation



# BaltAdapt strategy: Implementation?

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- BaltAdapt Strategy recommends that CBSS establishes a transnational BSR Climate Change Adaptation Working Group (referred to as the WG in this document) with national representatives from all BSR states
- The WG members are suggested to have the responsibility of communicating and coordinating with their national climate adaptation networks, including authorities, NGOs, the private sector and research, in order to be able to represent the climate adaptation agenda of the state at the macro-regional level



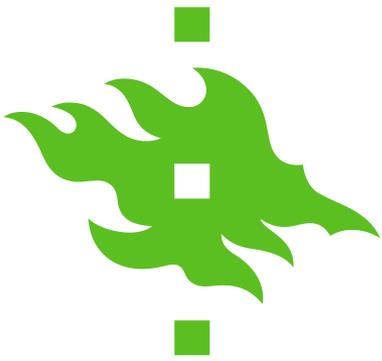
# A Nordic Strategy?

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- Nordic strategy would have to add value to those efforts, and certainly not hinder them
- Another key condition is that the countries have enough in common to be able to benefit from regional cooperation
- There are many shared climate risks: concerns about sea-level rise; about torrential rains, floods and landslides; about the potential impacts (positive and negative) of warming weather; and about the fragile and rapidly changing Arctic region

**Table 1** SWOT analysis of addressing adaptation at different levels

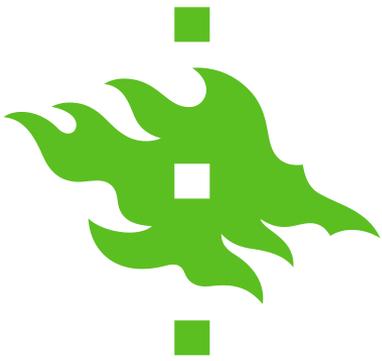
SWOT analysis	Strengths	Weaknesses	Opportunities	Threats
Local	Local knowledge of potential inputs and vulnerabilities	Weak local adaptive capacity or lack of resources to invest in or support adaptation	Merge adaptation concerns with other policy objectives for effective mainstreaming	Adaptation is marginalised or not considered important locally
Sub-regional	Pooling of resources can lead to higher adaptive capacity	Weak regional adaptive capacity, particularly in terms of institutional capacity	Tackle regional vulnerabilities, pursue larger projects, collaboration possibilities	Regional level can have limited political/economic significance
National	Greater political bargaining power; benefit from existing capacities/experience, existing political institutions	Capacity to implement may be limited by disconnect between national and local levels	Ability to centralise/learn from other national Plans; develop common administrative structure	Conflict with other national priorities, lack of local ownership
Nordic	Potential to relate to other Nordic institutions, stronger Nordic capacity for responding to adaptation needs; increased bargaining power at an international level	Additional level of bureaucracy for adaptation policy, no direct political power	Synergetic effects can give better cost-effectiveness; collaboration and sharing of information can increase adaptive capacity	Political barriers to implementation, conflicting national objectives
EU	Resources and ability to address trans-boundary issues	Adaptation strategies are too broadly defined for implementation	Break gridlock in EU adaptation policies; tackling of cross-border vulnerabilities; sharing of information	Disrupt the functioning of EU adaptation policies, unbalancing the EU power structure



# A Nordic Strategy?

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1. Involve relevant stakeholders in reviewing the adaptation strategy
2. Assess potential for positive synergies between the member countries' adaptation activities, to make the most efficient use of resources
3. Allow for new national initiatives, which are not covered under the joint strategy
4. Coordinate with other regional strategies that the member countries may be part of, such as the Baltic Adaptation Strategy (BaltAdapt) as well as the EU strategy on adaptation



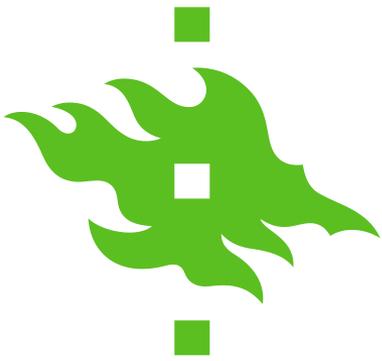
# How does this all affect the national level?

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- All countries around the Baltic Sea Region have engaged in adaptation strategy process
- In many cases these processes begun before the upper levels started
- Finland published its first strategy in 2005
  - Evaluation in 2009, Climate Act passed today?!?
- Sweden published its assessment in 2007
  - Evaluation currently taking place, new direction?

**Table 1.** Framework for analyzing the organization/institutionalization of climate adaptation and the related institutional interplay [20, pp. 98–101].

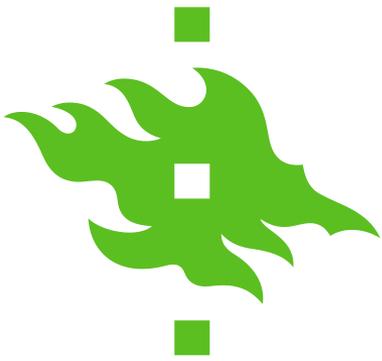
Factor	Meaning	Organization/ institutionalization mapping	Institutional interplay analysis
Competence	Legal authority to implement supra-national commitments	Analyze the institutional buildup process of adaptation and the allocation of authority	How does the allocation of authority affect the possibility of implementing EU strategies? What are the potentials of the supra-national strategies to support national adaptation?
Capacity	Resources for implementing supra-national commitments	Analyze the allocation of resources needed for implementation	How does the allocation of resources affect the ability to implement EU strategies?
Compatibility	Fit between supra-national and national institutional arrangements	Analyze the aims of adaptation, divided into prioritized issues and policy instruments used	How does the compatibility of the national and supra-national aims for adaptation affect the ability to implement EU strategies? What are the potentials of the supra-national strategies to support national adaptation?



# Competence, capacity and compatability

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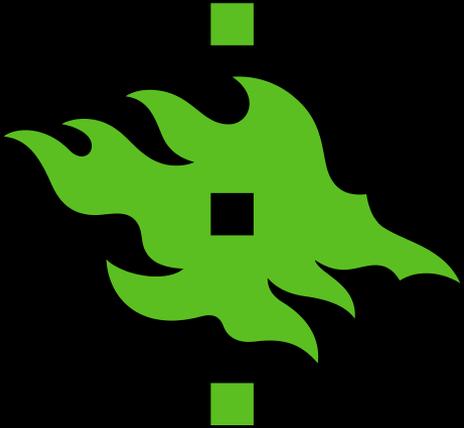
- Authority responsible for coordination of adaptation clear (FIN) affects the implmentation, whereas the lack can hinder it (SWE)
- Resources for local adaptation flow through national agencies or through EU macro regional cooperation
- Compatability is fairly high, as sectoral approaches often taken in adaptation



# Conclusions

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- Institutional overcrowding?
- How many strategies are necessary and what are the important levels for different actions?
- What level of coordination is taking place and how can this be improved?
- Are there grounds for thinking about a Baltic strategy?



**Thank you for your attention!**

**[sirkku.juhola@helsinki.fi](mailto:sirkku.juhola@helsinki.fi)**