
The EU Climate Adaptation Strategy: An evaluation of its ‘programme theory’

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EU Climate Adaptation Strategy

- Aims at ensuring that **adaptation** considerations are addressed **in all relevant EU policies**
- **Vertical integration** of different levels of governance (European, national, regional, local)
- **Horizontal integration** between different sectors of the economy and society

Aim of the paper

Analysis of how **policy integration** is conceptualised in the EU Strategy

- What particular integration does the EU Strategy wish to achieve?
- How does the strategy aim to change the thinking in the target sectors?
- What is **the underlying ‘programme theory’** of integrating climate goals into different policy sectors and across governance levels?

Policy integration – Definition

- The **incorporation** of environmental objectives into all stages of policy making in other policy sectors;
- an attempt to **aggregate** expected environmental consequences into an overall evaluation of policy;
- A commitment to **minimise contradictions** between environmental and sectoral policies.

From: Lafferty, W./Hovden, E. (2003), Environmental policy integration: Towards an analytical framework, in: *Environmental Politics* 12(3), pp. 1-12.

Climate policy integration (CPI) – Analytical framework

- 1. Interpretations of climate policy integration**
- 2. Governance of climate policy integration**
- 3. Outputs and outcomes**

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1. Interpretations of climate policy integration

- CPI as normative vs. rational concept
- Weak vs. strong integration

2. Governance of climate policy integration

- CPI as a process vs. an output/outcome
- Soft vs. hard policy instruments
- Policy integration vs. sectoral integration
- (Integration at different policy making levels)
- Policy integration and participatory policy making

3. Outputs and outcomes

- Monitoring and evaluation

EU Climate Adaptation Strategy – Objectives

Contribute to a **climate resilient Europe**, through

- Better informed decision making
- Increasing the resilience of the EU territory
- Increasing the resilience of key vulnerable sectors
 - ↳ A comprehensive and consistent **mainstreaming of adaptation** in EU policies
 - ↳ Climate proofing of major **infrastructure investments**

Options for increasing resilience of key sectors

Objective	Operational objective	Preferred options		
		Information and guidelines	Direct intervention	Regulatory approach
Increasing the resilience of key vulnerable sectors	Mainstreaming of adaptation in EU policies	3A: Guidance on how to climate proof cohesion policy and CAP	3B: Listing mainstreaming priorities in EU policies and engaging with key stakeholders	
	Climate-proof infrastructure investments	3D: Guidelines for climate proofing vulnerable investments	3E: Promote inclusion of climate change adaptation considerations in infrastructure standards	

Source: Impact Assessment on EU Climate Adaptation Strategy, Part 1, p. 53

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Analysis I: Interpretations of climate policy integration (CPI)

CPI as normative vs. rational concept:

- **Rational** approach in the EU Adaptation Strategy
- E.g.: “[I]t is cheaper to cheaper to take early, planned adaptation action than to pay the price of not adapting.” (p. 2)
- No normative stance

Weak vs. strong integration:

- EU Strategy adopts a **weak** integration approach
- Emphasis on coordination and co-benefits, avoidance of conflicts

Analysis II: Governance of climate policy integration (CPI)

CPI as process vs. output/outcome:

- EU Strategy clearly takes a **procedural approach**
- “Mainstreaming of adaptation by 2020” as rather vague output

Hard vs. soft policy instruments:

- EU Strategy relies on rather **soft instruments**
- Regulatory policy instruments discarded in the IA

Policy integration vs. sectoral integration:

- EU Strategy states **sectoral integration** as one of its primary goals
- No cross-sectoral approach

Policy integration and participation:

- EU Strategy mentions **stakeholder dialogues**

Analysis III: Outputs and outcomes of CPI

Monitoring and evaluation:

- Development of **indicators** for evaluating adaptation action and its effectiveness

Conclusion

- The EU Climate Adaptation Strategy approach can be characterised as
 - a **rational, weak** form of policy integration,
 - achieved through a **procedural** approach that uses **soft policy instruments**.
 - Focus on **sectoral** integration.
- It is left to the sectors to deal with integration of climate adaptation and to handle the arising conflicts in that process.

Thank you.

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