

# Loss and Damage: Experiences from the ground

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An assessment of  
DanChurchAid projects  
addressing loss and  
damage, September 2024

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## Acknowledgements

DanChurchAid (DCA) is a Danish humanitarian, faith-based NGO operating across the humanitarian-development-peace nexus with a strong commitment towards climate justice. DCA has roots in the Danish Evangelical-Lutheran Church and is a part of the ACT Alliance, a global faith-based coalition with more than 140 members and operations in more than 120 countries. DCA invests in local leadership and works in partnership with around 200 partner organisations in 19 countries, with the majority of project funding being implemented by or in cooperation with local partners.

For more information about DCA, visit [www.danchurchaid.org](http://www.danchurchaid.org)

This assessment report was produced by Alma Garcia, Mattias Söderberg and Sidsel Koordt Vogensen. The assessment report was first published in 2022 based on a detailed assessment of DCAs project portfolio of 2021. The report has been updated in August 2024 based on an overall assessment of DCAs project portfolio from 2021-2023 and case studies. Veronika Bauer and Camilla Juul Petersen have contributed to data collection and analysis in previous editions.

# An assessment of DanChurchAid projects addressing loss and damage

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## Introduction

Since 2019, DanChurchAid (DCA) has assessed the climate focus of its project portfolio using the OECD Rio Markers on climate change adaptation and mitigation<sup>1</sup>. However, as responses to climate related losses and damages are not captured in the current set of Rio Markers, DCA has developed a complementary loss and damage marker to monitor the share of finance channelled to interventions that address loss and damage. The monitoring of loss and damage related projects has been important to identify good practices and gaps in our current responses to loss and damage. The monitoring is complemented with case studies that gather in-depth learnings from the implementation of loss and damage responses on the ground to improve the ability to develop projects with an aim to address loss and damage. Moreover, learnings from this monitoring also inform advocacy work and messages in the political debate.

The report starts by introducing the **methodological considerations** around the DCA loss and damage marker, then provides **an overview of loss and damage dimensions in DCAs projects** and important learnings. This is followed by a discussion on **funding and financing modalities** and ends with **conclusions**.

## Methodological considerations

The monitoring of the portfolio of projects funded through DCA has been conducted from 2019 through to 2023 with a detailed analysis of the focus of loss and damage related projects in 2021 and 2023. While the monitoring efforts have been led by DCA, many of the analysed projects are designed and implemented by or in cooperation with local and national partners, reflecting a commitment to locally led adaptation and localised humanitarian response to loss and damage. In 2023, DCA worked with 198 partners with a total of 387 cooperation agreements involving transfer of funding or assets. As per the guidance of the OECD DAC Rio Markers, the monitoring is done on the basis of project documents. It is complemented by annual reports from DCA country offices and partner organisations as well as case studies.

The OECD DAC Rio Marker on adaptation focuses on actions to adapt to and to minimize the impacts of climate change. While it includes some activities which could be labelled actions to address losses and damages it does not capture the full array of responses to loss and damage. This implies that while some actions to

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<sup>1</sup> The OECD DAC Rio Markers are used to monitor development finance in support of environmental objectives, including climate adaptation and mitigation.

address loss and damage are currently counted as adaptation, others are likely not reported as climate related finance at all.

For example, according to the Rio Marker methodology regarding the ‘reconstruction, relief, and rehabilitation’ sector: *‘in the aftermath of a natural disaster caused or hardened by climate change, the improvement of capabilities to cope with natural disasters caused by climate change can be marked as adaptation’*<sup>2</sup>. This implies that an early recovery intervention, which aims to improve the capabilities to cope with future disasters caused by climate change could be marked as an adaptation action. However, a humanitarian emergency response, which aims to save lives would likely not be accounted for as climate finance as per the guidance provided on Rio Markers. Similarly, actions addressing long term loss and damage, including related to social cohesion and wellbeing, may not be accounted for.

The DCA loss and damage marker seeks to provide clarity on how to define loss and damage related activities and account for finance flows - and complements the Rio marker on adaptation. While the Rio Marker on adaptation focuses on actions to minimize risk (and associated loss and damage) before or after an extreme weather event or in anticipation of slow onset changes, the loss and damage marker applied by DCA captures the actions that address loss and damage that has occurred besides adaptation efforts. This includes humanitarian response and recovery following a climate related disaster, rebuilding, relocation as well as actions to address irreversible losses and support social cohesion and healing. It recognizes economic as well as non-economic loss and damage.

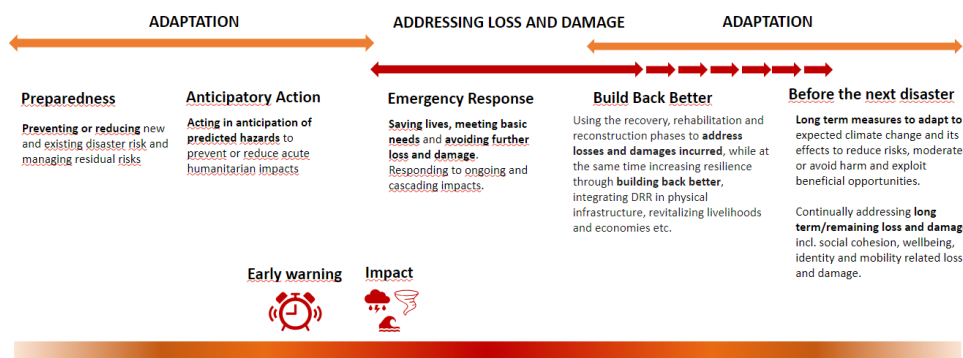


Figure 1. The application of DCAs loss and damage marker in relation to the OECD DAC adaptation marker. A project is scored as cross-cutting if it addresses loss and damage as well as adaptation.

The figure above illustrates how DCA applies the loss and damage marker complementary to the OECD DAC Rio Marker on adaptation in the event of a

<sup>2</sup> OECD DAC Rio Markers for Climate: Handbook. DCA aligns with the guidance provided by the Danish Ministry of Foreign Affairs in the publication: “Tracking green objectives and green development finance in Strategic Partnerships with civil society and multi-project mechanisms: A guide to the Rio marker method and green development finance tracking” (2022), INKA Consult.

sudden onset extreme weather event, such as a tropical cyclone and flash floods. An action is marked as ‘adaptation’ if it contributes to minimize risk and impacts, such as disaster risk reduction, design of anticipatory action mechanisms and anticipatory action taken before the event occurs, as well as the actions to build back better in the recovery post disaster and adapt to climate change in the long run. An action is understood to address loss and damage if it responds to the losses and damages incurred in the event – immediately after the impact in the form of emergency response, but some actions in the recovery and building back better phase also qualify. For instance, support to overcome trauma and facilitate mental and physical healing is defined as an action to address loss and damage, but is also a foundation for being able to adapt in the longer term. A list of actions eligible for the DCA loss and damage marker is included in annex I.

In the case of extreme weather events such as drought, that unfold over longer time periods than for instance a cyclone, and slow onset processes, such as desertification, actions to adapt are likely integrated with actions to address loss and damage, as the extended timescale allows for more deliberate and integrated approaches that combine adaptation and loss and damage measures. For instance, while supporting people displaced by climate related disasters to engage in diversified livelihood activities in their new location can be seen as an adaptation strategy, it may also come with a loss of traditions, knowledge and identity, and psychological and social challenges.

In cases, where an action is seen to contribute to both addressing loss and damage and adaptation the action is reported as cross-cutting, with a marker of adaptation and loss and damage simultaneously. We also consider if the weight of the project is higher on loss and damage response or adaptation, differentiating between a marker of 1 (significant element) or 2 (fundamental in the design of or motivation of the project).

The direct attribution to climate change is sometimes difficult to establish. DCAs assessment of each climate change related disaster or hazard, to which the projects responded, has been based on the best available science. We base our analysis on the climate projections for the relevant contexts, we consult with peer reviewed studies of extreme weather event attribution for the specific location or region, we take into account context and needs assessments and we take a conservative approach to climate change as a driver or cause of loss and damage. We therefore refer to climate related loss and damage rather than climate induced loss and damage.

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*The direct attribution to climate change is sometimes difficult to establish*

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For instance, in the case of scoring our humanitarian responses to drought on the Horn of Africa as loss and damage response, we have based our scoring on climate projections for the region as well as recent attribution studies, that argue that

climate change has made droughts significantly more likely and more severe.<sup>3</sup> In these projects the humanitarian responses to drought-related food insecurity have been characterised as responses to loss and damage. In some cases, elements of adapting to the recurring droughts in terms of changing agricultural practices, enhancing soil and water conservation and working with crops suited for an arid climate are integrated in the humanitarian responses and these interventions are therefore also concurrently scored as adaptation.

We also consider complex conflict dynamics and governance issues shaping vulnerabilities and impacts, and we differentiate our marking of a project's relation to loss and damage based on the multiple factors that have contributed to loss and damage occurring and the types of responses delivered in the context of DCA's projects. For instance, in the case of a community led integrated resilience and social cohesion project for conflict affected communities in the Amhara region in Ethiopia, the expansion of the northern Ethiopia conflict to the area increased the vulnerabilities of the community to weather extremes. We made the assessment that climate change related weather extremes (heavy rains, landslides) had clearly contributed to harvest losses and livelihoods stress. While the food insecurity and disruption of livelihoods in combination with violent conflict increased women's vulnerability to and risk of gender-based-violence, we made a conservative assessment that the GBV impacts were more directly related to the conflict. Therefore, while we work on better understanding the multiple and complex pathways through which climate change and conflict interlink, we score projects that address food insecurity and restoration and diversification of livelihoods in this context with a marker of 1 on loss and damage and 1 on adaptation, keeping in consideration that, in some instances, these projects should include complementary activities aimed at supporting conflict management and social cohesion efforts, as well as protection, mental health and psychosocial support.

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*We also consider complex conflict dynamics and governance issues shaping vulnerabilities and impacts*

It is key that humanitarian response is provided fast regardless of whether a disaster can be attributed to climate change or not – and to a larger or smaller extent. Attribution studies take time to develop, and it is important to consider how finance for climate-related emergencies can be delivered effectively so that humanitarian response to disasters related to weather extremes is not made dependent on climate change attribution studies.

While we acknowledge the criticism and shortcomings of the Rio Markers as a rough monitoring tool for assessing the flows of development finance to climate action, we also see great value in monitoring trends and tendencies over time and

<sup>3</sup> <https://www.worldweatherattribution.org/human-induced-climate-change-increased-drought-severity-in-southern-horn-of-africa/>

enhancing the quality and accuracy of reporting. We discuss our methodology and findings with peers in the international humanitarian and development community, contributing to improved practices and complement the shortcomings of the rough Rio marker assessments, with qualitative case studies and more in-depth research. We have also contributed to processes in Denmark, led by the Danish Ministry of Foreign Affairs to enhance consistency and quality of application of the Rio Markers<sup>4</sup>.

## Overview of loss and damage dimensions in DCA projects

The assessment of DCA's project portfolio from 2019 up to 2023 shows a rise in the share of DCA projects addressing climate related loss and damage. This is likely both related to an increased need to address loss and damage in the communities where DCA and partners are present and a greater focus on this theme in programming among DCA and partners.

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...a rise in the share of DCA projects addressing climate related loss and damage

Looking at the analysis of DCA projects implemented from 2021-2023, the projects mainly addressed sudden onset disasters triggered by extreme weather events, such as drought, variable rainfall, extreme rainfall induced floodings and landslides – and often a mix of these were addressed simultaneously. In many cases however, our response often links to slow onset events, such as trends towards desertification and increasing temperatures.

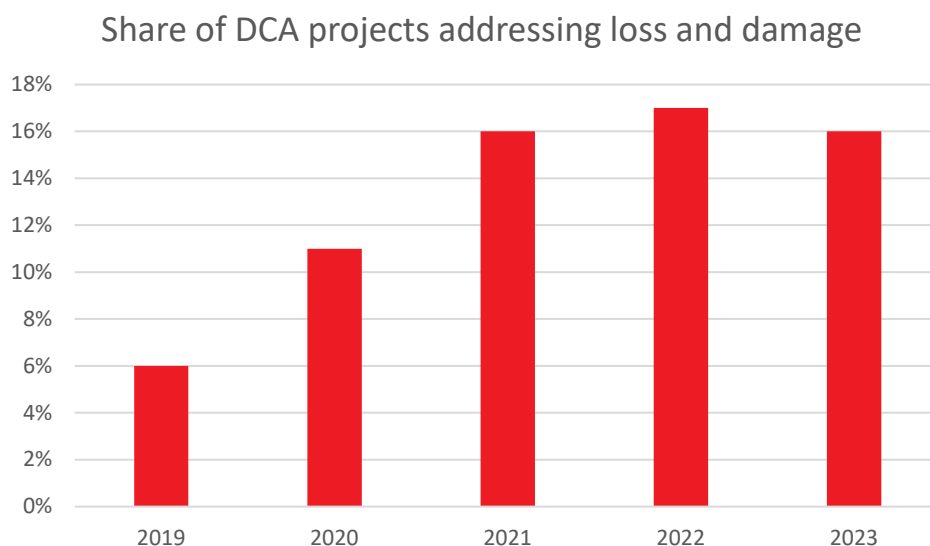


Figure 2. Percentage of DCA projects related to loss and damage (2019-2023)

<sup>4</sup> DCA aligns with the guidance provided by the Danish Ministry of Foreign Affairs in the publication and has contributed to dialogue about the application of the marker: “Tracking green objectives and green development finance in Strategic Partnerships with civil society and multi-project mechanisms: A guide to the Rio marker method and green development finance tracking” (2022), INKA Consult.

### Share of loss and damage related projects in 2023 with an economic or non-economic response or a mix of both.

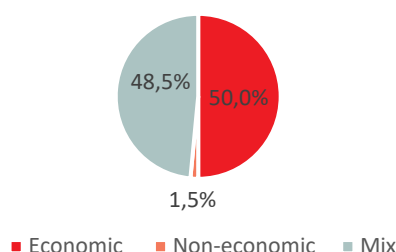


Figure 3. Share of DCA loss and damage related projects delivering economic, non-economic or mixed responses to loss and damage in 2023.

While extreme weather events may inflict both economic and non-economic losses and damages, DCA responses have a stronger emphasis on addressing the economic dimensions of disasters, e.g., by providing rapid humanitarian response following a disaster in the form of emergency cash assistance, distribution of items or support to rehabilitation and reconstruction of important infrastructure. However, half of the projects in 2023 addressed loss and damage more holistically, integrating efforts to address non-economic and economic loss and damage. For instance, in some cases protection elements to support survivors of gender-based violence exacerbated by climate change had been integrated and in other cases conflict prevention and peacebuilding measures featured as a strategy to tackle conflicts, which included dimensions exacerbated by extreme weather events, such as added pressure on natural resources. DCA is working to integrate conflict sensitivity measures in projects addressing loss and damage to ensure that projects do not contribute to start or exacerbate conflict in the communities we work with and that they contribute positively to conflict prevention and social cohesion. DCA is also committed to integrating protection and gender equality dimensions and is increasing its attention to the complex social dynamics that shape climate vulnerabilities and impacts.

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” DCA responses have a stronger emphasis on addressing the economic dimensions of disasters

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Exemplifying how projects have addressed both economic and non-economic losses, DCA and partners have supported pastoralists in the Turkana region in Kenya, who have lost livelihoods, abandoned their culture, and been forced to relocate due to recurrent and increasingly severe droughts, to take up new livelihoods and shape a new identity in urban centres and areas around refugee camps.<sup>5</sup> Moreover, DCA has supported the Turkana lake zone communities to

<sup>5</sup> The case is documented in detail in the publication: Loss and damage case studies from the frontline: a resource to support practice and policy (IIED) 2021. <https://www.iied.org/sites/default/files/pdfs/2021-10/20551iied.pdf>



address the prevalence of child labour and child exploitation and abuse in the fish value chains and improve children's access to education, which is an indirect effect of displacement and livelihood stress related to climate change.

Conventional quantification of loss and damage has often focused on economic losses and damages, missing out on non-economic dimensions. To support a more nuanced understanding of loss and damage, in Mali, DCA is working with the local partner TASSAGHT and the International Institute for Environment and Development (IIED) to test a participatory research methodology to assess economic and non-economic loss and damage and co-design appropriate responses with communities.

Most projects in DCAs portfolio are addressing losses and damages as an element of more comprehensive approaches. From 2021 through to 2023, the majority of all projects have had a mixed focus, integrating loss and damage response with adaptation and mitigation dimensions (Figure 4). Namely the integration of loss and damage response with long term adaptation stems from DCAs multi-mandated approach of working across the humanitarian-development nexus. In 2023, 27% of projects related to loss and damage response integrated actions to minimize risks before an extreme weather event (e.g. multihazard and vulnerability mapping, contingency planning and DRR, early warning, early action and anticipatory action systems). 47% of the projects integrated actions to enhance adaptive capacities, incl. alternative, diversified and resilient livelihoods and restored food production as part of responses to alleviating food insecurity. 42% of projects included transformative measures, mainly capacity strengthening of community structures, capacity building of institutions and advocacy for improved national and local policies and models for disaster risk reduction and loss and damage response.

Our project design is informed by on-the-ground needs assessments and consultations with populations experiencing loss and damage, we are working to further integrate climate aspects into our project design tools so that we can design more meaningful responses that factor in both the short-term emergency responses as well as linking to resilience building for the future.

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*Most projects in DCAs portfolio are addressing losses and damages as an element of more comprehensive approaches*

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## Focus of loss and damage related projects, 2023

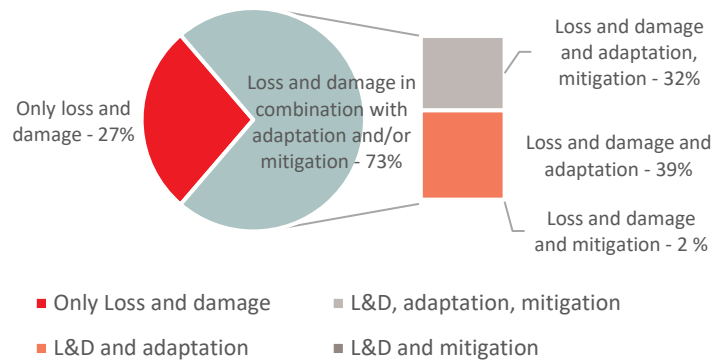


Figure 4. The figure shows the share of DCA projects that combine responses to loss and damage with adaptation and mitigation elements, 2023.

## Conflict sensitivity and gender responsiveness

Many of the contexts, in which DCA and partners work are characterized by social tensions and protracted conflict. While conflict dynamics are complex and context-specific, climate change may compound existing vulnerabilities and inequalities and may multiply risks to peace and stability in a particular setting. It is therefore important to consider how losses and damages may interact with conflicts by exacerbating existing tensions. Recent research by DCA in Mali and Somalia documents how climate change adds pressure on natural resources. In situations where the management and distribution of natural resources are already the subject of contention, climate change related issues around their access or availability may fuel further tensions within and between stakeholder groups.<sup>6</sup> The research indicates that, if designed in a gender and conflict sensitive way, adaptation measures could reduce the risk for loss and damage to exacerbate situations of conflict, and offer strategies to navigate these. Conflict sensitivity assessments and conflict prevention and peacebuilding activities can help projects achieve a more well-rounded impact, notably on non-economic loss and damage aspects, which can be elusive to observe and quantify. This points to the value of adopting integrated responses to address loss and damage and minimize future risks through adaptive measures. Exemplifying this, in the Karamoja region, crossing

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*... if designed in a gender and conflict sensitive way, adaptation measures could reduce the risk for loss and damage to exacerbate situations of conflict*

<sup>6</sup> Winning the Peace: Peacebuilding and Climate Change in Mali and Somalia (2020) DCA, NCA, Act Alliance. [https://actalliance.org/wp-content/uploads/2020/06/PeaceAndClimate\\_Report\\_FINAL-2020.pdf](https://actalliance.org/wp-content/uploads/2020/06/PeaceAndClimate_Report_FINAL-2020.pdf); and Two Challenges: One Solution. Lessons learned about Integrating Development and Climate Adaptation (2024), DCA.

the borders of South Sudan, Ethiopia and Kenya, DCA and partners are currently undertaking gender sensitive conflict analysis and a mapping of peace infrastructure to inform the design of a resilience building intervention, which will jointly address climate related shocks and stresses, gender equality and women empowerment as well as conflict prevention and peace building.

Due to structural inequalities, marginalised groups including women and girls are rendered more vulnerable to the impacts of climate change and are often also left out of decision-making processes. It is key to understand the gendered dimensions of loss and damage and ensuring that assessments as well as responses to loss and damage include gender dimensions and are gender responsive.

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*It is key to understand the gendered dimensions of loss and damage*

A recent project from South Sudan highlights how floodings have resulted in displacements, which in the context of conflict and deep gender inequalities has rendered women and girls more at risk of Sexual and Gender Based Violence (SGBV), see case study from South Sudan in annex. DCA and local partners have addressed households' immediate basic needs and supported livelihoods recovery. This has been integrated with support to local peacebuilding groups and women-led protection groups providing psycho-social support and counseling for survivors of SGBV and raising the issue of SGBV to decision makers.

Similarly, projects in Ethiopia and Mali have addressed gendered impacts by promoting women's role in facilitating and leading conflict resolution and peacebuilding dialogues. In another example, DCA in Nepal has observed how women in some communities are responsible for agricultural production, while men have migrated for job opportunities. Women are blamed for the loss of harvests, when extreme weather events like flooding hit and experience heightened levels of Gender-Based Violence (GBV), including intimate partner violence. In addition to addressing the need to restore livelihoods after floodings, DCA Nepal and partners have worked to promote positive masculinities as well as female participation and leadership in decision making to support a change in gender relationships and consequently in minimizing the risk that losses and damages result in knock-on effects in the form of GBV.

The cases illustrate that integration of conflict sensitivity dimensions as well as gender perspectives is important to design quality responses to loss and damage, which address root causes of vulnerabilities – and avoid maladaptation risks of rebounding, shifting or exacerbating inequalities and vulnerabilities.

## Funding

Within the DCA 2021 project portfolio, a total of DKK 96.327.586 (approximately 12,9 million EUR) was channelled to 45 projects that integrated a loss and damage response dimension. In 2022, 67 projects to the tune of DKK 146.421.198 (approximately 19,6 million EUR) were related to loss and damage, while in 2023, 62 projects to the tune of DKK 154.718.907 (approximately 20,7 million EUR) related to loss and damage. The growing number of projects and financial support to addressing loss and damage may reflect increasing needs to address loss and damage in communities as well as increased attention and capacity on this from DCA and partners as well as donors.

Different back donors have financed different types of projects. In general humanitarian funds have been used for sudden onset events, while long term development aid has allowed to further link the responses to adaptation to also address slow onset changes.

In our experience, a great degree of donor flexibility is useful for addressing loss and damage quickly and in an integrated manner. For instance, DCA is in a Strategic Partnership with Danida, Denmark's development cooperation agency, and manages a frame grant, which allows for flexibility to respond fast in the case of climate related disasters. This is an example of some donors being open to and interested in programming flexibly, e.g., by including a budget reserve for early actions to address an expected crisis. Even with flexibility from the donors, we find that funding does not correspond with needs on the ground, as some reports point out, there is an estimated need for L&D funding in a range between U.S. \$20–580 billion in 2030 per decade rising to U.S. \$1.1–1.7 trillion in 2050 per decade.<sup>7</sup>

The need for flexibility to address loss and damage in an integrated manner spurs considerations on how humanitarian, development and climate finance will be distinguished, interact and complement each other. On the ground it may not make sense for affected communities to differ between response to loss and damage and building back better to counter future shocks and stresses – or to differ between humanitarian finance and climate finance.

It is however important to distinguish types of financing to ensure the global tracking of new and additional climate finance towards meeting climate funding targets and commitments. The separate loss and damage marker, complementary to the Rio marker on adaptation, was developed by DCA in an attempt to monitor and report on climate finance more accurately. This can be illustrated with the previously mentioned case of support to diversifying livelihoods of pastoralists

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*A great degree of donor flexibility is useful for addressing loss and damage quickly*

<sup>7</sup> Center for Climate and Energy Solutions - A Gap Analysis of Finance Flows for Addressing Loss and Damage, Technical Paper, June 2023. <https://www.c2es.org/wp-content/uploads/2023/06/LD-Funding-Arrangements-Gap-Analysis.pdf>

populations in Northern Kenya, who have relocated to urban centres and refugee camps following loss of livelihoods due to recurrent droughts. If the focus is only on supporting and monitoring the forward-looking adaptation actions of diversifying livelihoods, there is a risk of missing out on understanding and addressing what was lost and damaged, which is often a prerequisite to making adaptation a success. The loss of identity, culture and customs associated with traditional livelihoods, the loss of resources and social networks and the elevated risks of child labour and sexual exploitation, needs to be addressed both from a justice perspective, but also from the perspective of making adaptation efforts effective.

While more accurate monitoring of climate finance is important, it is also imperative that global loss and damage programming connects to adaptation programming for effective actions. For instance, immediate humanitarian assistance and support to recovery from a flooding or drought should ideally also link to reduction of risks to a community from expected future floodings and droughts. The recurring and worsening food insecurity experienced in many contexts is in some cases related to insufficient finance and action to adapt agricultural production in the context of increasingly frequent and severe weather conditions.

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*While more accurate monitoring of climate finance is important, it is also imperative that global loss and damage programming connects to adaptation*

In order to address loss and damage in an effective way there needs to be a stronger connection and synergizing between humanitarian and loss and damage finance to respond effectively to emergencies and address loss and damage incurred - as well as with adaptation finance to minimize risks, support recovery, building back better and long-term adaptation. It is key to explore complementarities and links between humanitarian, development and other climate financing mechanisms in the design of funding modalities and windows to address loss and damage, for example possible connections between the Fund for addressing Loss and Damage with existing funding mechanisms including the Green Climate Fund, the Global Environment Facility and the Adaptation Fund. The Santiago Network could have a role in harvesting learnings from monitoring of loss and damage responses, compiling evidence and developing advice on how loss and damage, adaptation, humanitarian and development finance may best be connected and how to ensure quality of interventions.

### Share of finance - per type of response to loss and damage and per donor, 2023

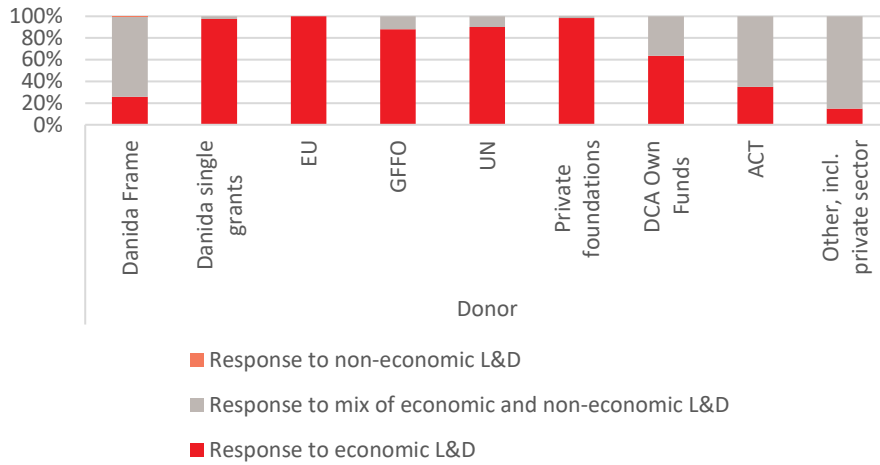


Figure 5. Share of finance dedicated to economic, non-economic and mixed responses per donor in 2023.

## Limitations of funding

Recent DCA research on loss and damage incurred from floodings and landslides in Nepal identified financial and institutional gaps in terms of recovery actions as well as preventive measures.<sup>8</sup> The study found that less than 10% of respondents had been able to recover quickly from the disasters, many had relocated permanently and had taken loans to enable recovery and reconstruction. This finding highlights how addressing loss and damage is central to successful long-term adaptation. None of the families had received international aid, and the study highlighted the importance of ensuring additional finance for loss and damage as well as adequate technical and financial support channelled to local government and communities, who are first responders and central to reconstruction and rehabilitation actions as well as longer term resilience building.

A recent compilation of case stories from the work of DCA and local partners in Kenya and South Sudan also underline the importance of adequate support to address loss and damage (Annex: Case Studies). In South Sudan, a large proportion of the population depend on humanitarian assistance due to a complex crisis, which climate change contributes to. However, over the past years, humanitarian response plans have fallen short of funding, despite increasingly severe floodings. In Turkana County in Kenya, pastoral communities are struggling with severe drought conditions. While financial instruments like crop and livestock insurance mechanisms have been trialed and have been able to provide some level of

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... addressing loss and damage is central to successful long-term adaptation

<sup>8</sup> DCA (2021) When Climate becomes a Threat, Evidence of Climate Change Induced Loss and Damage in Nepal.

cushioning, they are not viable as the reoccurrence of droughts has changed incentives for private insurers. As limits of adaptation are being hit, migration is unavoidable for the survival of many pastoralists. To help communities cope with these existing and anticipated climate losses and damages, both economic and non-economic support are needed.

These cases illustrate chronic underfunding in terms of addressing both economic and non-economic loss and damage and underscores the need for additional finance, effective funding modalities and effective responses. It is also worth noting that within DCAs own portfolio, almost half of the loss and damage related projects only delivered economic responses to losses and damages and mostly in response to sudden onset extreme weather events. If this is representative of a wider tendency, it highlights the need to ensure strengthened focus and adequate finance to address non-economic loss and damage specifically – as well as addressing loss and damage associated with slow onset processes.

## Localisation of loss and damage response and funding

The limited localisation of decision making and funding modalities to address loss and damage is a key issue. While local actors are first responders to climate-fueled crises, know their context and needs and are deeply invested in addressing loss and damage and developing adaptation solutions, they are hugely underfunded and often left out of decision-making processes on humanitarian aid, development aid and climate finance. DCA is a signatory to the Grand Bargain (GB), Charter 4 Change (C4C) and the Locally Led Adaptation principles (LLA) and work in close collaboration with local partners. A key commitment in the GB and C4C is the target to transfer 25% of total humanitarian funding to local actors.

In 2023, 51% of projects addressing loss and damage were implemented by DCA itself, while 49% were designed and implemented by local partners. DCA annually reports on the percentage of global funding transferred to local and national partners as part of the Charter 4 Change commitments - covering the entire humanitarian and development portfolio of programming and not only loss and damage related projects. In 2023, 24% of DCAs total humanitarian funding was transferred to local and national partners, while 30% of the development funding was transferred to local and national partners.

DCA employs various funding modalities with a focus on localisation, including the 'survivor and community-led response (sclr)' as well as Group Cash Transfer modalities. These modalities transfer power to crisis affected communities by providing cash transfers to community groups to implement community led, community designed initiatives, enabling quick, contextualized and locally driven responses. The GCT modality has been used in Kenya to support community led responses to drought and in Malawi to respond to the impacts of Cyclone Freddy.

In addition to this, DCA works to develop consortium structures for climate action projects, which positions and supports local actors in leadership and decision making, including Women's Rights Organizations in coordination mechanisms, e.g. on disaster risk reduction and humanitarian response in contexts highly impacted by climate change.

## Conclusions

### Programming modalities

- Many DCA projects are both addressing loss and damage and promoting adaptation simultaneously, bridging across the humanitarian-development-peace nexus. The cross-cutting approach ensures that communities have a chance to both recover and to prepare for future climate related hazards.
- While conflict dynamics are complex and context-specific, climate change may compound existing vulnerabilities and inequalities, and may multiply risks to peace and stability in a particular setting. There is a need to consider how losses and damages may interact with conflicts by exacerbating existing tensions. Adopting a gender and conflict sensitive lens to designing integrated loss and damage and adaptation measures on the other hand could reduce the risk for loss and damage to exacerbate situations of conflict, and offer strategies to navigate these risks.
- Conventional quantification of loss and damage and associated responses are often focused on economic losses and damages and may miss non-economic dimensions as well as inequality dimensions shaping vulnerabilities, incl. gender perspectives. Investing in research and learning to better understand non-economic loss and damage and conditions shaping vulnerabilities is key to design effective loss and damage responses as well as financing modalities.
- While DCA is increasingly addressing economic and non-economic loss and damage in an integrated manner, almost half of the loss and damage related projects are focused only on responses to economic losses and damages. This highlights a need to strengthen the focus on non-economic loss and damage and integrated solutions.
- Recognizing the disproportionate impacts of climate change on women and girls as well as their important role as change actors, it is key to integrate a focus on gender equality and women's empowerment. While there are good cases to build on for future programming, it is important to systematically monitor and assess strategies to address loss and damage in a gender responsive way.

### Finance to address loss and damage

- As shown in the DCA studies from Nepal, Mali and Somalia and the cases from South Sudan and Kenya, it is also clear that there is a financing gap – both in terms of ensuring sufficient finance to address the loss and damage faced by



communities and to support adaptation to minimize the risk for communities to face loss and damage.

- There is a need to ensure that local leadership and access to funding is prioritised. While DCA has piloted effective modalities to enhance localisation of funding, these models may be scaled up and inform localisation efforts beyond DCA.
- This analysis shows that DCA responses to loss and damage have mainly been triggered by extreme events, furthermore responses have mainly focused on addressing economic losses. Thus, additional focus is needed to finance actions to minimize risk of and address losses and damages associated with slow onset processes as well as to increase attention to non-economic losses and damages, which might require the development of alternative approaches.
- The funds which have been used to address loss and damage within DCA projects were part of the general ODA. In principle, these funds could have been used to address a broad range of humanitarian and development needs for instance the work to advance democracy and the rule of law, gender equality and education. In other words, the funding was not additional. Losses and damages from climate related disasters are not satisfactorily addressed through existing funding, and with growing risks of human and natural systems reaching adaptation limits there is an urgent need for new and additional funding to address loss and damage. In addition to securing new and additional funding to address loss and damage specifically, it will be important that funding modalities are designed with the necessary flexibility to address loss and damage in an integrated and timely manner, considering both economic and non-economic dimensions of loss and damage as well as the full spectrum of extreme events and slow-onset processes.

### **Monitoring of climate finance to address loss and damage**

- The monitoring of loss and damage financing based on a clear definition is key to ensure consistent and transparent tracking of global climate finance towards meeting climate funding targets and commitments made. The use of DCAs separate loss and damage marker, complementary to the Rio marker on adaptation, in our monitoring of our projects has strengthened DCAs own understanding of to what extent we direct finance towards addressing loss and damage, how loss and damage plays out for the communities we work with and how we can improve our work to adequately address loss and damage.
- It is not always easy to directly attribute the loss and damage that communities face to climate change. In some situations, the link may be indirect (e.g. connected to a complex situation of conflict) and in other situations it may be difficult to assess if and to what extent a weather event is worsened by or linked to climate change, or part of a natural weather pattern. The DCA assessment is based on scientific projections, peer reviewed studies as well as context and needs assessments and consultations with stakeholders. Based on learnings from DCAs assessment, we believe that it is important that dedicated loss and damage funding mechanisms determine attribution criteria in a pragmatic way, that ensures that people facing loss and damage are not left behind, neither due to unclear or too strict funding criteria.

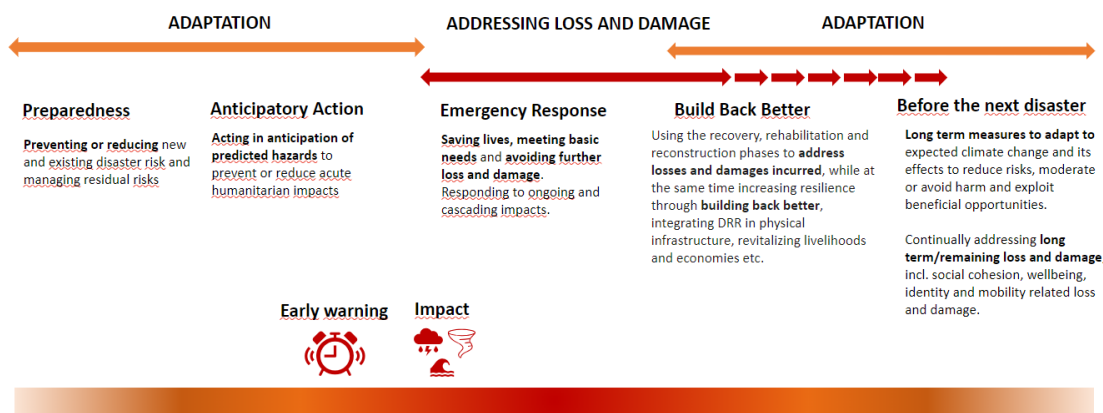
## Annex 1: The DCA loss and damage marker

The DCA loss & damage marker is based on the same logic as the Rio marker scorings of 0, 1 and 2 to allow for comparison between the markers. The activities need to address climate related loss and damage and while they may be also supporting adaptation objectives to minimize future losses and damages, they are distinctively addressing loss and damage that has already occurred.

The list of actions is not exhaustive, and the definition is up for discussion.

Definition of the DCA marker on loss and damage	
<p>An activity should be classified as <b>loss and damage-related (score Principal or Significant)</b> if:</p>	<p>It intends to support human or natural systems in coping with, responding to and recovering from negative impacts that have occurred or are occurring as a result of extreme weather events or slow-onset events, i.e., climate change related economic and non-economic losses and damages. This includes addressing both immediate and long-term losses and damages including non-economic losses and damages such as social cohesion, well-being, identity and mobility.</p> <p>This encompasses a range of activities from post disaster needs assessment, information and knowledge generation on how best to respond to loss and damage, capacity development and advocacy for addressing loss and damage, planning and implementation of loss and damage related response actions.</p>
<p>Criteria for eligibility</p>	<p>To guide scoring, a three-step approach is recommended as a “best practice”, in particular to justify for a principal score:</p> <ul style="list-style-type: none"> <li>• For a project to be considered as one that addresses loss and damage, this has to be justified by science-based considerations on risks, vulnerabilities and economic and non-economic impacts related to climate variability and climate change. This could take a variety of forms, including use of material from existing climate risk and vulnerability analyses and reports, post disaster assessment of economic and non-economic loss and damage, scientific analysis of climate change attribution.</li> <li>• Stating the intent to address the identified economic and non-economic loss and damage in project documentation: The project should set out how it intends to address the context- and location- specific loss and damage related to climate change as set out in existing analyses, reports or the project’s needs assessment.</li> </ul>

- Demonstrating a clear and direct link between the identified impacts and the specific project activities: the project should explicitly address current and long-term loss and damage as identified in the project documentation.
- Carrying out an assessment of climate related non-economic and economic losses and damages, either separately or as an integral part of standard procedures, such as needs assessments, facilitates this approach.



The figure above shows the application of DCAs loss and damage marker in relation to the OECD DAC adaptation marker. A project is scored as cross-cutting if it addresses loss and damage as well as adaptation.

## List of activities addressing loss and damage

Sector	Rationale for scoring	Examples of qualifying activities. The list is not exhaustive
<b>WATER AND SANITATION</b>	<p>Activities in this sector can be scored against the loss and damage marker if the provision of water and/or sanitation, for example through the installation and/or reparation of grey, green or brown infrastructure, aims to support affected people to restore access to water and/or sanitation lost due to climate related impacts.</p> <p>Loss and damage related WASH solutions may also score on adaptation, if they consider sustainable management, restoration and protection of water sources for long term resilience.</p>	<p><b>Loss and damage response</b></p> <p>Repair or reconstruction of WASH infrastructure damaged by extreme weather events.</p> <p>Infrastructure for water treatment, water source protection or switching to alternative sources of water needed as a result of outbreaks of water-borne diseases or salinization related to climate impacts. Water provision for people, livestock, productive purposes, management of human-wildlife conflict, to address water stress related to climate change, when losses and damages have been incurred.</p>
<b>AGRICULTURE</b>  <b>Agricultural production</b>	<p>Activities in this sector can be scored against the loss and damage marker if they respond directly to losses and damages to crops and/or livestock related to climate change. Losses and damages can range from decreased productivity due to slow-onset events such as gradual long-term temperature change or desertification to losses due to rapid events such as droughts, floods, storms, etc. and associated impacts such as crop pests or animal diseases.</p>	<p><b>Loss and damage response</b></p> <p>Restocking of animals following a climate related event</p> <p>Emergency response, e.g. in the form of Cash and Voucher Assistance to counter food insecurity from loss of harvest due to climate related event</p> <p>Insurance payout for loss of harvest or livestock due to climate related event. If payouts are conditioned to the implementation of adaptation measures, e.g. in the case of some index-based insurance mechanisms, then the</p>

	<p>Loss and damage responses in the agricultural sector, may also score on adaptation if linked to adaptive measures.</p>	<p>activity can be scored both as loss and damage and adaptation.</p> <p>Financial and/or technical support to address loss of productivity due to slow on set events. If support integrates the adoption of adaptation measures, then the activity can be scored both as adaptation and loss and damage.</p>
<p><b>LIVELIHOODS</b> <b>Livelihoods and way of life</b></p>	<p>Promotion and support for alternative, diversified, livelihoods can be classified as having a principal focus on adaptation, when the new livelihoods are climate resilient, and a significant marker on loss and damage under the rationale that when new livelihoods are adopted and old ones are abandoned, people lose a way of life, a traditional livelihood (non-economic) or production of harvests, livestock, fisheries, etc. (economic).</p> <p>In cases where people have lost traditional livelihoods up to the extent where it has caused social and psychological distress, support to address this may qualify for a stronger emphasis on the loss and damage marker.</p>	<p><b>Loss and damage response</b></p> <p>Psychosocial support (PSS) to cope with loss of way of life, loss of identity, loss of community, loss of status and resources due to climate related events</p> <p>Alternative, diversified, climate resilient livelihoods, incl. Facilitation of training, input, financial services, start-up investments for change of livelihoods score principal on adaptation and significant on loss and damage if climate-related impacts have already affected the target group, e.g. by having lost resources and savings.</p>
<p><b>ENVIRONMENTAL PROTECTION</b></p>	<p>Activities in this sector can be scored against the loss and damage marker if they respond to impacts on ecosystems induced or enhanced as a result of climate change related events. Ecosystem restoration can be seen as a loss and damage response, which likely also entails adaptation and mitigation effects.</p>	<p><b>Loss and damage response</b></p> <p>Restoration of damaged or lost ecosystems, e.g. mangroves following a tropical cyclone or forests following wildfire related to climate change.</p>

		<p>Clean up after pollution, e.g. oil spills, resulting from a climate related disaster.</p> <p>Ecosystem restoration in itself often entails adaptation effects. Climate resilience elements may also be integrated. Thus, an adaptation marker would also be included.</p>
<p><b>HUMANITARIAN RESPONSE</b></p> <p>Emergency food aid/food security assistance</p> <p>Emergency cash and voucher assistance</p>	<p>Activities in this sector can be categorized as loss and damage when responding to direct (principal) and indirect (significant) impacts of climate-related events.</p> <p>If the aid supports an adaptation response, e.g. cash for work related to adaptive measures, it may also score on adaptation.</p> <p>If a cash and voucher initiative links to building back better, e.g. through cash for work to climate proof community assets, it may also score on adaptation</p>	<p><b>Loss and damage response</b></p> <p>Emergency food aid or food voucher support post climate related disaster</p> <p>Emergency unconditional and conditional cash support post climate related disaster</p> <p>(Emergency) Cash and voucher assistance for work</p> <p>Cash and voucher assistance with a component to address adaptation, e.g., cash for agroecology would be scored both as adaptation and loss and damage.</p>
<p><b>HUMANITARIAN RESPONSE</b></p> <p>Psychosocial support in or post emergency</p>	<p>Activities in this sector can be categorized as loss and damage when responding to direct (principal) and indirect (significant) impacts of climate-related events.</p> <p>If psychosocial support is related to both supporting people to cope with and bounce back from economic and non-economic loss and damage and adapt to climate change, it may be scored on adaptation</p>	<p><b>Loss and damage response</b></p> <p>Mental health and psychosocial support to cope with losses and damages, for example loss of loved ones, loss of way of life, loss of identity, loss of community, loss of resources, etc., due to climate related events. If the support in a longer term also aims at supporting people to rebuild their lives and adapt to changed conditions, it can also be scored as adaptation.</p>

		Community protection groups, referral pathways, support to GBV survivors in cases where GBV is linked to climate related events
<b>HUMANITARIAN RESPONSE</b> Shelter - temporary & durable solutions	Scored as related to loss and damage when responding to direct (principal) and indirect (significant) impacts of climate-related events. If build back better for climate resilience measures are included, it may be scored on adaptation.	<b>Loss and damage response</b>  (Re-)construction of shelter following a climate related event. If temporary and/or long-term shelters are designed and built considering climate proofing elements, the response can also be marked as adaptation.
<b>HUMANITARIAN RESPONSE</b> Reconstruction of infrastructure	Scored as related to loss and damage when responding to losses and damages on infrastructure caused directly by the impacts of climate-related events.  If build back better for climate resilience measures are included, it may be scored on adaptation	<b>Loss and damage response</b>  Reconstruction, rehabilitation of infrastructure following a climate related event.  Climate proofing as part of rehabilitation of infrastructure can also be marked as adaptation.
<b>HUMANITARIAN RESPONSE</b> Rebuilding / recovery of basic services provision	Scored as related to loss and damage when responding to losses and damages on infrastructure caused directly by the impacts of climate-related events.  If build back better for climate resilience measures are included, it may be scored on adaptation	<b>Loss and damage response</b>  Health systems and infrastructure rebuilding/recovery following a climate related event.  Education systems and infrastructure rebuilding/recovery following a climate related event.

<p><b>DISASTER PREVENTION AND PREPAREDNESS</b></p> <p>DRR and preparedness, Early Warning, Early Action</p>	<p>This is categorized mainly as <b>an adaptation effort</b>, but may be scored on loss and damage if action to respond to loss and damage is triggered post disaster.</p>	<p><b>Loss and damage response</b></p> <p>Cash and Voucher assistance, social protection pay outs, Non-Food Items (NFI) distribution</p> <p>Support communities in the event of evacuations.</p> <p><b>Adaptation</b></p> <p>Design and effective use of early warning systems incl. investments in infrastructure, capacity building, information services.</p> <p>Hazard and vulnerability mappings, design of shock responsive protection schemes and mechanisms, enhancing shock responsive social protection schemes.</p> <p>Contingency plans, flexible/contingency finance, e.g. crisis modifier. Prepositioning of goods for disaster response</p> <p>Nature based solutions for disaster risk reduction, e.g., wetland restoration to reduce future impacts of sea level rise, wave surges, cyclones, coastal erosion, saltwater intrusion and coastal flooding.</p> <p>Anticipatory action</p> <p>Forecast based financing and action</p> <p>Enhancing disaster planning &amp; preparedness post disaster</p>
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<p><b>HUMAN MOBILITY</b></p> <p>Support to people and communities being temporarily displaced.</p> <p>Return and sustainable re-integration at home post disaster displacement</p>	<p>Activities supporting people being temporary displaced as a response to direct (principal) and indirect (significant) impacts of climate-related events are characterized as loss and damage responses. They may be scored also on adaptation, if connected to longer term adaptation either at place of origin (return) or in new location.</p>	<p><b>Loss and damage response</b></p> <p>Return and sustainable re-integration at home post disaster displacement.</p> <p>Reconstruction and support to rebuild lives and livelihoods.</p> <p>PSS to support people that experiences stress, loss of identity, etc., as a result of the temporary displacement.</p> <p>Support to people that have experienced loss of hope and faith, for example through support from faith-based actors.</p> <p>These responses can also be scored as adaptation if they include, for example elements of Building Back Better of infrastructure, alternative, diversified, climate adapted livelihoods, etc.</p>
<p><b>HUMAN MOBILITY</b></p>	<p>Long term displacement to refugee settlements is characterized as loss and damage and responses to this may be scored on adaptation, if connected to longer term adaptation and integration in local host communities.</p> <p>Given that refugee camps are often placed in areas which</p>	<p><b>Loss and damage response</b></p>

<p>Refugee settlements and integration in local host communities</p>	<p>are impacted by climate shocks and stresses, adaptation components should feature in or be linked to loss and damage responses.</p>	<p>Refugee camp post disaster displacement. Emergency cash and voucher and NFI assistance, shelter assistance, livelihoods, PSS.</p> <p>If activities also support integration into host communities, and/or alternative, diversified, climate adapted livelihoods and community infrastructure, activities can also be scored as adaptation.</p>
<p><b>HUMAN MOBILITY</b> Planned relocation</p>	<p>Relocation as a response to direct (principal) and indirect (significant) impacts of climate-related events and processes is categorized as a response to climate related loss and damage. Proactive, anticipatory relocation may also be scored as an adaptation action, if the relocation is done in a voluntary, well-planned, rights-based and financially well-resourced manner and enhances the capacity of the community to withstand climate shocks and stresses.</p>	<p><b>Loss and damage response</b></p> <p>Planned relocation. Support to rebuild lives and livelihoods. PSS. Support to address cultural and social loss.</p> <p><b>Adaptation</b></p> <p>Sustainable and rights-based integration in new host communities. Enhancing adaptive capacity.</p>

**References consulted to complement DCA’s analysis of its project portfolio:**

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Human Rights Council, 2024, Planned relocations of people in the context of disasters and the adverse effects of climate change. Report of the Special Rapporteur on the human rights of internally displaced persons, Paula Gaviria Betancur, <https://www.ohchr.org/en/documents/thematic-reports/ahrc5647-planned-relocations-people-context-adverse-effects-climate>

# Annex: Case studies

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## Case study - Kenya

### Location

Turkana, Kenya.

### Geography

North-Eastern Africa, Land-locked. Greater Upper Nile – Rift Valley Drainage Area, Lake Turkana Basin. Sub-saharan Afrotropics.

### Major ecosystem types

Bush/woodland, savanna/grassland.

### Climate Hazards

Slow onset: increase in drought frequency, water stress, increase in evapotranspiration because of higher temperature.

Rapid onset: flash flooding

### Vulnerable groups

Pastoralist communities, refugees, women, youth and children.

### Response mechanisms

Moving livestock to access pasture and water, keeping mixed livestock herds, adopting sustainable livelihood alternatives, business skills training.

### Context

Turkana is the largest county located in northwest Kenya, it accounts for 13.5% of the total land area in the country. It is bordered by Uganda to the west; South Sudan and Ethiopia to the north and northeast; and Lake Turkana to the east. It is home to 926,976 people, of which more than half are below the age of 19. This youth-dominated population profile indicates the need for urgent investments in education, nutrition, water, and health. Due to its location, Turkana County has been receiving refugees from neighbouring countries to the Kakuma refugee camp, established in the early 1990s, and the Kalobeyei settlement, established in 2016. Population growth, the expansion of the youth population and the adverse impact of recurrent droughts upon pastoralist communities have resulted in rapid levels of urbanisation in Turkana.

### Climate hazards

Kenya has experienced an increase in drought frequency from once in every ten years in the 1960s and 1970s to once in every two to three years in the 1990s. Since 2000, drought occurrence has

become increasingly unpredictable. Turkana County is among the most vulnerable arid and semi-arid land (ASAL) regions in Kenya. Here, higher temperatures and an increase in evapotranspiration are expected to cause more frequent extreme climate events, increased aridity, increased water stress, diminished yields from rainfed agriculture, and increased food insecurity and malnutrition.

Turkana County has been facing years of low rainfall, resulting in a lack of adequate water and pasture for livestock, inaccessibility of proper farm inputs for agriculture and low livestock production avenues. Communities are also vulnerable to drought, waterborne epidemics, food shortages in the market and livestock pests and diseases.

On the other hand, communities encounter floodings which often lead to crop destruction and the washing away of livelihood assets, including irrigation infrastructure. Due to increase of water in the lake, schools, health, sanitation facilities and other premises were submerged, rendering communities vulnerable as they lost sources of income, as well as access to health and education.

### **Impacts of climate hazards**

Turkana County's economy is dependent on its natural resources and is highly vulnerable to climate variability. Rising temperatures and changing rainfall patterns result in increased frequency and intensity of extreme weather events such as droughts and flooding. Despite exposure and sensitivity to frequent droughts, the pastoral economy accounts for 90% of the employment opportunities and 95% of family income and livelihood security in Kenya's Arid and Semi-Arid Lands (ASALs). These extreme conditions pose a major challenge to livelihood activities. The livelihoods of pastoralists have been damaged due to recurrent drought, resulting in reduced forage availability and increased incidences of disease, heightening livestock morbidity and mortality.

Consequently, food security has been a threat to the Turkana community following years of low rainfall, lack of adequate water and pasture for livestock, inaccessibility of proper farm inputs for agriculture, low livestock production avenues coupled with low illiteracy levels. Poor forage availability also leads to lower milk production, and consequently to malnutrition and poor health among children since milk is one of the staple foods for the people in Turkana.

Moreover, rising water levels in lake Turkana had led to reduced fishing activities along the lake, displacement of households and destruction of farms.

Seasonal mobility forms a critical element of pastoral communities' livelihoods in Kenya's ASALs. But with climate change, rural communities are faced with increasing competition and conflict over limited water and pastoral resources. Increased incidences of human-wildlife conflicts threaten their lifestyles and trigger internal migration. In addition to pastoral migration, the refugee population represents some 15% of Turkana County's total population. Nearly 80% of the refugee population (approximately 148,000 people) is made up of women and children.

### **Compounding risks and impacts**

Given the negative impacts of increased drought frequency on livelihoods, communities are increasingly drawn towards environmentally unfriendly alternatives. These include charcoal burning and unsustainable land management practices, such as over-grazing, and illegal and excessive

fuelwood collection. All these activities further exacerbate the environmental degradation of the already fragile dryland ecosystems. Moreover, coping mechanisms such as charcoal sales are not normally sufficient to compensate for the deficit in production. This has been compounded by poor resource governance, often due to institutional or tenurial barriers, poorly conceived policy enforcement and ineffective climate governance practices.

Traditionally, Turkana pastoralists have adopted risk-diversifying strategies. These include moving livestock to access the best quality pasture and water available and keeping mixed livestock species herds to prevent total loss of livestock in case of drought. However, because of high poverty rates, changing socioeconomic and political circumstances, and population growth, coupled with the increased frequency of extreme climate events, traditional coping strategies have increasingly proven insufficient. This has led to the migration of rural communities to urban areas and regions around refugee camps, as an attempt to access basic services like water, sanitation, education, health, as well as job opportunities.

Decreasing animal herds have led to what community members refer to as a 'state of despair' and in turn this has led to susceptibility to addiction, anxiety, and emotional distress among Turkana's pastoralist communities. Increasing number of community members, especially young men and women, are abusing alcohol to cope with stress and depression. There are no established health and social systems for people to receive support for mental health issues and abuse of substances. This could be seen as non-economic loss caused by their transition from pastoralists to a settled community.

Migration to urban areas has also led to an increase of other social vices and increased exposure to sexual and gender-based violence. Cultural beliefs and customs that people relied on and provided a sense of protection from physical and social harm are being eroded. Social and community structures that provided protection tend to disintegrate as people migrate.

Furthermore, access to education for children is very poor, with malnutrition, displacement and migration preventing children from attending school. With increased competition over natural resources, pastoral communities have in some cases resorted to stealing livestock from neighboring communities. This has resulted in suspicion and fear among the communities, leading to increased revenge and counter revenge among pastoral communities.

## **Loss and damage response**

### **Communities' own response**

Measures being employed by households and communities to deal with climate impacts and minimise loss and damage risks include adopting alternative livelihoods systems, such as growing vegetables or getting involved in entrepreneurship. Communities prefer keeping goats and camels to cattle as they can withstand harsher climate conditions. For those who have cattle, another coping strategy is to migrate to neighbouring countries, like South Sudan and Uganda. Some communities still practise age-old traditions, like engaging the services of traditional seers, who often conduct rituals to appease their God to bring rain.

### Response supported by DCA and local partners

DCA is engaged in multiple projects in Kenya, using a conflict sensitive approach to support alternative sustainable livelihoods to enhance resilience of communities. DCA and partners distribute unconditional multi-purpose cash transfers (MPCTs) as emergency response, facilitates disaster risk reduction (DRR) and support local market actors to strengthen market functionality.

DCA and partners have promoted a Survivor and Community-Led Response approach through which cash is transferred to groups in the communities to support the implementation of long-term solutions that are defined by the communities themselves. Through this approach, communities also receive capacity strengthening. Communities were trained to adopt alternative and sustainable livelihoods and farmer groups had their capacity strengthened on innovative approaches for agriculture based on agroecological practices. This included the introduction of low-tech irrigation to increase the efficiency of water utilization, household income and nutrition status. Farmers were also provided with inputs to increase production to promote market access and sales.

The projects connected host community producers and refugee populations through markets and developed the value chain. That meant market inclusion for Lake Turkana fishermen's associations, improved the catch through provision of fishing boats and nets, and enabled access to nutritious, protein-rich food for refugee communities. Interventions included organizing market days in the camp to promote business interactions between the fisher folks and the refugee retail fish traders, capacity building of the traders through entrepreneurship and business skills training.

Additionally, a transport subsidy was offered to the refugee fish traders to reduce the cost burden at the initial stages of business establishment. DCA and local partners supported the local actors by providing fish display platforms to promote hygienic handling of fish in the market and by facilitating business meetings for fish traders and fisher-folk to discuss matter of mutual interest, including trust building in the value chain.

A DCA local partner acted as an intermediary between the traders and fishermen to foster a trusting relationship between them. The partner provided technical know-how and farm inputs to engage in fish trade and equipped the local actors with fishing boats and nets. In addition, they implemented sustainable market-driven interventions, such as the provision of essential agricultural inputs through input vouchers, training on crop husbandry and poultry production, and capacity building on businesses. Communities and women fish traders were also equipped with essential skills to manage their businesses.

The projects also supported inter-community meetings with kraal elders, youths, security forces and other partners to deliberate on contested natural resource areas (i.e., hotspots) such as disputed grazing lands, and water resources. During this peace meeting, the kraal leaders shared achievements, challenges, and recommendations for going forward as the traditional neighbors in the respective borders. The peace actors were required to draw resolutions and document scenarios to guide the community to better understand and address the challenges that can paralyze the rule of law. The peace actors discussed better ways of teaming up with other stakeholders during the implementation and shared information on peacebuilding.

### Support needed in the future

Although insurance mechanisms have shown to be useful as response measures to loss and damage, the recurrence of droughts has changed incentives for private insurers to provide the support needed by the communities. With higher frequency and severity of droughts, there is a need for other financial support that is quickly accessible and does not require multiple stages of bureaucratic hurdles. At the same time, limits to adaptation are reached. For example, for pastoralists, migration has become an inevitable measure to survive.

To help communities cope with these existing and anticipated climate losses and damages, both economic and non-economic support are needed. Recommendations include:

- Provide essential training to communities on climate resilient agriculture, agroecology, livelihoods diversification, water resource management and economic empowerment. This will inform them of various aspects of climate change adaptation and disaster risk mitigation.
- Promote access to climate-resilient technology such as shade nets, efficient irrigation equipment, solar-powered energy sources, etc., as well as to climate-resilient seeds.
- Establish structures at county level to promote local community participation in the design of climate-relevant policies and programmes.
- Develop policies to enable investment of more resources to counties most affected by climate change.
- Develop multi-stakeholder (government, NGOs, faith-based organisations, etc.) initiatives to provide psychosocial support to help with non-economic losses related to culture and tradition, as well as resettlement.

## Case study – South Sudan

### Location

South Sudan. DCA and partners are operating in several areas impacted by flooding, including Fashoda, Ulang (Upper Nile State), Akobo (Jonglei state), Greater Pibor Administrative area.

### Geography

North-Eastern Africa, Greater Upper Nile, Land-locked. Sub-Saharan Afrotropics.

### Major ecosystem types

Savannah grasslands, floodplains, wetlands

### Climate Hazards

Rapid Onset: Extreme rainfall and flooding

### Vulnerable groups

Rural communities, women and children

### Response mechanism

Traditional coping mechanisms are falling short and communities depend on humanitarian aid. DCA and local partners support communities through a mix of emergency cash response and long-term interventions, including Disaster Risk Reduction measures, support to local market actors on strengthening market functionality, rehabilitation of community assets and protection activities.

### Context

Following the independence of South Sudan in 2011, the young nation experienced outbreaks of civil war and violence which have undermined development gains. The country faces many socio-economic, environmental and political challenges that affect all sectors of society, including infrastructure, health and livelihoods of the people. As a result, the country is unable to support its people adequately and requires assistance from humanitarian actors.

About 80% of the population live below the poverty line. Over 2.5 million people have migrated out of the country to refugee settlements in neighbouring countries, 2 million are internally displaced and over 2 million children are out of school, of whom 75% are girls. Women and girls in South Sudan face deep gender inequalities and are exposed to high risks of sexual and gender-based violence. Women and girls also shoulder disproportionate responsibilities as caregivers and breadwinners in a country severely affected by conflict and natural hazards.

### Climate hazards

In the past four years, South Sudan has been hit by unprecedented heavy rains and floods, with water levels exceeding the levels reported in earlier years and more areas being affected by



flooding. The increase in intense precipitation can be linked to climate change with high confidence and the present hazard level is expected to increase in the future.

### Impacts of climate hazards

In 2022, over 900,000 people across the country were affected by floods. Floodings resulted in massive displacement, loss of livelihoods and property due to the submersion of houses, grasslands and farmlands. According to FAO, in 2021, about 800,000 livestock were lost due to floods and 65,107 hectares of cultivated land were destroyed. This led to severe consequences on food security for the vulnerable population, as food stocks were small and prices increased due to limited supply. Given that the majority of communities depend mainly on subsistence farming and cattle rearing, the loss of cattle and crops under submerged farmlands has heavily impacted community food and income security.

Not only have local communities lost most of their productive assets and failed to harvest from their fields, buildings and road infrastructure were also damaged, crippling emergency response and delivery of basic education and health services. For the past two years, DCA and partners have not been able to reach many of the flooded locations by road, because of inaccessible and disrupted road conditions. Continued high levels of floodwater also expose people to waterborne diseases.

The cumulative effects of flooding and associated population displacements, localized conflict and insecurity, economic crisis and prolonged years of asset depletion continue to drive the high levels of acute food insecurity in the country. For the lean season 2023, according to the South Sudan Food Security Cluster, the country was experiencing severe food insecurity and 7.72 million or 62.7% of the population face crisis levels (IPC 3) of food insecurity or worse.

Emergency preparedness, primarily in parts of southern Upper Nile and northern Jonglei states, continues to be necessary to enable rapid response to crises like flooding.

### Compounding risks and impacts

The reoccurring floodings expose local communities to repeated sufferings of losses and damages, which impact their existential basis and daily lives. It also erodes the capacities of communities to withstand future shocks and stresses.

With areas for grazing livestock and food production being flooded for the past three to four years, people have not been able to grow food or graze livestock. Due to damages to infrastructure and flooding of schools, youth cannot attend school and higher education facilities, leading to their systemic exclusion. Communities and livestock that survived from floodings also suffer from the damaging or washing away of WASH facilities, which had led to a lack of access to clean water and an increase in waterborne diseases.

Floodings have also caused native wildlife to be displaced. As venomous snakes, livestock and people compete for dry land away from the flooded areas, there has been a massive increase in snakebite incidences. At the same time, access to health facilities has been restricted by flooding and many are out of anti-snake venom. This can be seen in the increase in numbers of self-amputations as a response to the many snakebite incidents.

South Sudan has a history of intercommunal violence. Most often, people fight for the rights to land and access to resources. The floodings have contributed to heightened tension levels among communities because the space and land available for habitation, agriculture and grazing have diminished. This has knock-on effects on the safety of women and girls, who are especially at risk to sexual and gender-based violence. This has been exacerbated by the lack of state government support, creating a vacuum in security and increasing incidents of cattle raiding, intercommunal fighting, gender-based violence and child abduction amongst tribes in the Greater Upper Nile Region.

Traditionally, a significant share of household burdens rests on the shoulders of women and while women are resourceful and demonstrate extreme resilience in the face of floodings, they also have less control and decision-making power on issues that could help counter negative coping mechanisms. This has resulted in many protection concerns for women and girls. Insecurity and violence impede access to basic services in many areas of the project locations.

DCA conducted a Gender and Protection Analysis in 2019 and the results showed in Panyikang, 61-80% of assessed settlements report having safety concerns or fears when accessing their preferred water source, while 44% indicate that health services are not accessible due to insecurity and 11% fear for their safety when accessing educational services. While in some areas like Fashoda and Kapoeta East, the main concerns focused on military presence, water shortage, lack of infrastructure and limited access to services, respondents in Panyikang were much more concerned with inter-community and government-opposition conflicts but also with limited access to services. In all areas, early and forced marriage and sexual abuse and exploitation are perceived as major threats to women and girls, while forced recruitment and lack of job and business opportunities are seen as major threats to men and boys. In all areas, people report not feeling safe at night.

### **Loss and damage response of DCA and communities**

#### **Communities' own response**

Floodings are not unusual in the areas that have been hit hard, but the level and intensity of flooding is unprecedented. Church committees have been helpful in negotiating around conflicts, opening passing and access to routes to the affected communities. Local communities have their own coping mechanisms, which include only eating one meal a day, eating water lilies and becoming more migratory, which can increase the risk of conflict and protection issues. There has also been an increase in looting and stealing in some areas. Some of these coping mechanisms can be seen as climate related damages as they present no long-term solution and create more problems in the longer run.

#### **Response provided by or supported by DCA and partners**

DCA is engaged in multiple projects in South Sudan, all using a conflict sensitive approach. Projects are a mix of emergency response and long-term interventions. For example, DCA and partners distribute unconditional multi-purpose cash transfers (MPCTs) for immediate food support, while also support local food production and market actors on strengthening market functionality. DCA also provides conditional, unrestricted transfers (Cash for Work) that is utilized to rehabilitate community assets and facilitate protection activities.

The DCA country office conducts advocacy work through local partners to empower local communities. Local partners teach communities how to invoke demands to the government and hold duty bearers accountable. Partners have also facilitated visits by members of parliament to create communication with local groups. Local partners and communities are also at the forefront of peacebuilding initiatives. DCA and local partners also support women-led protection groups in collectively voicing and raising awareness about gender-based violence issues and ensure that these initiatives are linked to referral pathways.

DCA tries to approach drivers of conflict by addressing households' basic needs, supporting livelihoods and by integrating protection for women through providing psycho-social support and counseling. An emergency response mechanism provides rapid cash-based response to crisis/shock to help affected communities access food. The cash assistance is also accompanied by the provision of agricultural inputs for food production, fishing kits and small livestock. The local market infrastructure is supported and financial inclusion is facilitated. DRR initiatives include support to DRR committees, preparedness planning and awareness raising on waterborne diseases. To minimize tension, peacebuilding efforts among youth are made to avoid cattle raiding and intercommunal conflict.

### Support needed in the future

In the current situation, the local communities, the local partners and the DCA country office have a good understanding of how floods affect people on the ground. But with increased frequency and severity of flooding events, more support is needed to address both economic and non-economic losses and damages and bridge to longer term adaptation. Recommendations include:

- Strengthen Early Warning Information Systems and action. This includes the provision of tailored, accessible and actionable early warning information to communities at risk. To be better able to anticipate and react adequately to coming floods, local mappings of projected flooding risk and vulnerabilities to flooding is needed. This should inform community level measures for preparedness and adaptation, integrating community-led disaster risk reduction methods and rights-based relocation.
- Ensure adequate, timely and predictable funding, which reaches local communities in need and support their own leadership and response. Over the past years, humanitarian response plans have fallen short of funding while 80% of the South Sudanese depend on humanitarian assistance to some extent.
- Provide essential support to communities on climate resilient food production, including agroecology, livelihoods diversification, water resource management and economic empowerment.
- Ensure that emergency funding to alleviate loss and damage connects to longer term adaptation and broader resilience building. A crucial point will be to empower local communities to drive longer term adaptation initiatives, which are designed in a conflict sensitive way to also contribute to peacebuilding efforts.
- Provide response to non-economic losses related to gendered vulnerabilities. Design loss and damage response and adaptation measures in a gender transformative manner.