



Climate Action Network International

Adaptation and Loss & Damage Under the ADP

June 2, 2014

Climate Action Network International (CAN-I) is the world's largest network of civil society organizations working together to promote government action to address the climate crisis, with more than 900 members in over 100 countries. www.climatenetwork.org

The recently released installments of the Fifth Assessment Report of the IPCC, the increasingly occurring extreme weather events and their devastating humanitarian impacts, and multiple studies clearly underline: the world community will fail in eliminating poverty and delivering on major sustainable development objectives without taking adequate action on all fronts - adaptation, mitigation, and increasingly loss and damage where mitigation and adaptation is not sufficient. We would like to remind governments that they agreed that **“adaptation to climate change represents an immediate and urgent global priority.”**¹

A 2015 deal, which governments are expected to agree as a landmark agreement, will fail in the eyes of the world public if it does not contribute in scaling up adaptation action for developing countries and the protection of the most vulnerable, often those who have contributed least to the growing threat of climate change. This is even more so the case in light of the continued lack of mitigation ambition required by science, with a world still on track into dangerous climate change, despite many positive developments in areas such as renewable energies and growing resistance against fossil fuel exploration and use. Reaffirmation and strengthening of the global goal in order to limit global warming to 1.5 degrees Celsius should guide Parties' Nationally Determined Contributions on mitigation, and the support provided by developed countries to developing countries.

Against this background, this submission outlines the current views of Climate Action Network on the role of adaptation and loss and damage in the 2015 agreement, and provides input into the discussions under Workstream 1 of the ADP. These negotiations should be underpinned by a clear determination to implement existing commitments and obligations. In this context we would also like to note that significantly scaling up international financial support by developed countries to vulnerable communities and countries will be central, and without this, architectural advancements under the UNFCCC will have a rather miniscule and insufficient effect.

For practical reasons, this submission follows the section structuring applied by the co-chairs of the ADP in their “Reflections” document.² **CAN is looking forward to engaging further in discussions with Parties during the June 2014 ADP session.**

On “General”:

The 2015 agreement must make a significant contribution to delivering an adaptation approach that adequately responds to the immediate needs and future threats for particularly the most vulnerable

¹ Rio+20, 2012: The Future We Want. Rio+20 outcome document. Para 190.

² <http://unfccc.int/resource/docs/2014/adp2/eng/3infnot.pdf>

developing countries, communities and ecosystems. Adaptation must be treated with the same priority as mitigation in the agreement. Also, its inherent equity dimensions need to be taken into account, such as an **equitable distribution of adaptation finance according to risks and needs** with particular attention to the most vulnerable people and countries and strengthening the resilience of vulnerable ecosystems.

The 2015 agreement must **uplift and strengthen Parties' dedication to pursuing principles** agreed in the Cancun Adaptation Framework (CAF), in particular, through

- a clear expression of the will to **promote equity in adaptation and to pay particular attention to the needs of those “segments of the population that are already vulnerable** owing to geography, age, indigenous or minority status, or disability”³.
- a strong acknowledgement of the **“resolution 10/4 of the United Nations Human Rights Council on human rights and climate change**, which recognizes that the adverse effects of climate change have a range of direct and indirect implications for the effective enjoyment of human rights”⁴.
- a **strong commitment to follow a “country-driven, gender-sensitive, participatory and fully transparent approach” and making use of and promoting “traditional and indigenous knowledge”**⁵.
- a **strong recognition that adaptation needs and loss and damage, to a significant extent, depend on the level of mitigation**, and that those most responsible for climate change have the responsibility to assist and help those most vulnerable in adapting and managing loss and damage.
- a **renewed commitment by all Parties to promote the integration of climate change adaptation** across the whole government/into different sectoral policies in order to build climate resilience societies and ecosystems.
- an **acknowledgement that successful adaptation and climate-resilience will also require tackling the underlying causes of vulnerability and inequity.**

On “Links with mitigation”:

An important task of the agreement is to correct the absence of recognition in past agreements that lack of mitigation ambition directly increases the risks to, as well as adaptation needs of, the poorest and most vulnerable people and ecosystems in the developing world. Clearer/stronger articulation/recognition of the mitigation-adaptation-loss and damage continuum in future agreements is important not only from an equity perspective but also to take into account the growing risks from climate change inherent in the mitigation ambition gap.

Furthermore, a **systematic approach to better explore the linkages between mitigation and adaptation** is needed in the sense that if more mitigation can be achieved, then less adaptation will be needed. The proposals on an “adaptation goal” as well as for a mechanism to link mitigation and adaptation institutionally, should therefore be considered in more depth. For that purpose, Parties may also explore whether this problem could be addressed through the Periodic Review, or other options (including new institutional approaches).

On “Long-term and collective aspects of adaptation”:

Full development and implementation of NAPs should be a key element for the 2015 agreement coming into force in 2020. Substantive progress must be made well before 2020 in developing effective NAPs based on the key principles contained in the CAF. Also an effective implementation of NAPAs in LDCs in order to increase resilience immediately is crucial, and the financial and technical support required for that. What is

³ Quotation from Decision 1/CP.16, preamble

⁴ Quotation from Decision 1/CP.16, preamble

⁵ Decision 1/CP.16, para 12

learned from the development and implementation of NAPAs and NAPs will also provide valuable inputs on the post-2020 adaptation needs.

Exploring options, benefits and limitations of global adaptation goals: Some Parties have recently proposed to elaborate specific global goals related to adaptation action and finance, including taking into account the progress in light of different expected global temperature increases. CAN is of the view that exploring options for such goals should be pursued by the ADP, as a means to help steering action in developing countries, but also assessing whether the global community is sufficiently advancing (or failing) adaptation to the increasing threats of climate change impacts. Such exploration would have to include its benefits and limitations, as well as potential architectural needs to allow monitoring the milestones of these global goals.

Options to include in an adaptation goal might, for example, be a goal on scale and speed of adaptation support (finance, technology, capacity building) based on different global temperature scenarios, commitment to increase adaptive capacity. One approach might also be to develop commensurate goals on the national level, and regularly assess the progress achieved. Parties should seek to obtain clarity on which approach to follow by COP20 in order to be able to further detail it.

On “Commitments”:

Further increasing adaptation finance: Scaling up new and additional adaptation finance has to be a crucial outcome of the ADP negotiations. **At least \$50 billion of public finance, or half, out of the \$100 billion commitment is needed**, and estimates of adaptation finance needs suggests even this amount will not be enough. The decision at COP19, in Warsaw calling for the allocation of at least 50% of public finance to adaptation will take us in the right direction as long as climate finance is scaled-up towards \$100 billion, annually. In this context, CAN also welcomes the COP19 decision to call on developed countries to channel a substantial share of public climate funds to adaptation activities, and that the Board of the Green Climate Fund has recently agreed to aim for an initial 50/50 allocation between adaptation and mitigation and to allocate at least 25% of its resources to particularly vulnerable countries. The provision of these resources shall be based on the responsibilities for the cause of the problem. This may also include, in addition to funding obligations by Parties, generating finance from other sources, such as international transport.

It is also important to highlight that the current practice by donor countries to count climate finance towards their commitments of Official Development Assistance, without increasing these commitments in light of the additional costs of climate change, is highly problematic. Some countries even increase climate finance (as a share of ODA) while ODA finance as a whole decreases (often far below the committed 0.7%). This undermines efforts to fight poverty and address the needs of the poorest and could therefore contribute to maladaptation. Thus, **finance for adaptation and loss and damage should be new and additional to existing ODA commitments.**

On “Institutional arrangements, cooperation and coordination”:

It is important that the ADP **strengthens the existing international adaptation regime and structures**, to advance implementation of the Cancun Adaptation Framework at the earliest, including through specific COP decisions on the road to the 2015 agreement, as stated above.

The implementation and adequacy of the **Cancun Adaptation Framework (CAF) must be regularly reviewed**, including in light of mitigation ambition, and the needs of, and support provided to, the developing countries. This can be the basis for further advancing the way that the UNFCCC provides a framework for promoting effective adaptation action.

Strengthening of the Nairobi Work Programme (NWP) and transforming it into a true knowledge hub to allow sharing of experiences and best practices, and to addressing key strategic knowledge gaps should be envisaged.

The NWP has an important role to play in informing adaptation action on the ground and closing knowledge gaps, including the development and implementation of National Adaptation Plans.

The agreement may also help in scaling-up and harnessing **regional synergies and coherence with existing knowledge and experience at all levels**. While the CAF contained language on strengthening regional cooperation, to date this has not resulted in real additional action. The further work of the Adaptation Committee on that matter may contribute to progress here.

Efforts and cooperation for monitoring and evaluation should be increased (and specifically supported through climate finance), primarily, in order to allow vulnerable countries and communities to benefit from lessons learned, and for recipient governments to be accountable to their citizens.

The agreement should also further strengthen the need for cooperation between relevant institutions inside and outside the UNFCCC.

On “Cooperation and stakeholder engagement”:

The agreement should contain a clear commitment to

- strengthen stakeholder engagement at all levels,
- promote participatory, community-led implementation and monitoring of adaptation activities, and
- promote the improved and more effective participation of stakeholders in relevant decision-making bodies.

Parties should explore further in the course of the negotiations useful provisions for appropriate engagement of local and other subnational governments under the new agreement, especially local governments of cities and urban areas.

On “Loss and Damage”:

CAN is of the opinion that in principle loss and damage must also have a place in the ADP Workstream 1 discussions. The ADP outcomes with regard to mitigation ambition, adaptation and finance will also determine, to a significant extent, the loss and damage to be incurred in the future. Therefore, **loss and damage in cases where adaptation and mitigation will not be sufficient must form an integral part of the ADP.** It will be of particular importance to ensure that additional resources are made available to tackle the increasing loss and damage, without undermining poor communities’ and countries’ ability to scale-up their adaptation efforts, which can help reduce loss and damage. Again, such resources should be provided that take into account responsibilities for the causes of climate change.

CAN welcomes the establishment of the Warsaw International Mechanism on Loss and Damage (WIM) as an important outcome of COP19, although the decision fell short of clearly recognising the “beyond adaptation” elements of loss and damage. In order to remedy this and strengthen the WIM, agreeing on the modalities and an ambitious two year work plan must be a central outcome of the upcoming COP20 in Lima. It should contain elements, which can inform the work of the ADP to elaborate an agreement in 2015 coming into effect for the time beyond 2020.

CAN suggests that a key task for 2014 is for the ADP to consider these areas in more depth and potential implications for the 2015 agreement. Given the fact that some of the existing bodies, in particular the Adaptation Committee, are already undertaking work on some of these areas, the ADP should continue with the practice of interaction, e.g. through presentations from these bodies in the upcoming ADP session in June 2014.