

Adaptation in Climate Talks

Developments since the Paris Agreement



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Authored by:

Fredrick Ouma

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CUTS INTERNATIONAL, GENEVA

Rue de Vermont 37-39
1202 Geneva, Switzerland
www.cuts-geneva.org

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Table of Contents

Abbreviations	4
Abstract	5
Background and Introduction.....	6
1. Background	6
2. Introduction	8
Major Developments Since the Paris Agreement in 2015.....	10
1. Agriculture	11
2. Adaptation under the Enhanced Transparency Framework.....	12
Interests of Developing and Least Developed Countries.....	13
Way Forward.....	15
References.....	18

Abbreviations

SBs	Subsidiary Bodies
SBSTA	Subsidiary Body for Scientific and Technological Advice
UNFCCC	United Nations Framework Convention on Climate Change
DCs	Developing Countries
LDCs	Least Developed Countries
COP	Conference of the Parties
KP	Kyoto Protocol
NAPA	National Adaptation Programme of Action
LDCF	Least Developed Countries Fund
LEG	Least developed Countries Expert Group
NWP	Nairobi Work Programme
AC	Adaptation Committee
TEP-A	Technical Examination Process on Adaptation
GGA	Global Goal on Adaptation
PA	Paris Agreement
NAPs	National Adaptation Plans
NDCs	Nationally Determined Contributions
INDCs	Intended Nationally Determined Contributions
KJW	Koronivia Joint Work on Agriculture
IPCC	Intergovernmental Panel on Climate Change

Abstract

According to the UNFCCC Secretariat, adaptation refers to adjustments in ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects or impacts.¹ In his reflections note for the 50th session of the Subsidiary Body for Scientific and Technological Advice (SBSTA)², the Chair Mr. Paul Watkinson noted that, in 1995 when the first SBSTA session was opened in Geneva on 28th August, weekly Carbon dioxide (CO₂) concentrations in the atmosphere were 359.29ppm.³

It has been reported in the few past few days that the average daily CO₂ concentration on 11 May 2019 was above 415ppm for the first time in human history.⁴ If this is true, then countries efforts in line with Article 4 paragraph 1(b) of the United Nations Framework Convention on Climate Change (UNFCCC), which states that all Parties shall ‘formulate, implement, publish and regularly update national and, where appropriate, regional programmes containing measures to mitigate climate change by addressing anthropogenic emissions by sources and removals by sinks of all greenhouse gases not controlled by the Montreal Protocol, and measures to facilitate adequate adaptation to climate change’⁵ have not yielded much. In Article 4 paragraph 1(e) of the UNFCCC, all Parties, taking into account the convention principles, shall

‘cooperate in preparing for adaptation to the impacts of climate change; develop and elaborate appropriate and integrated plans for coastal zone management, water resources and agriculture, and for the protection and rehabilitation of areas, particularly in Africa, affected by drought and desertification, as well as floods.

It is on the basis of these provisions together with the requirement for the developed Country Parties to assist the developing country Parties that are particularly vulnerable to the adverse impacts of climate change in meeting costs of adaptation to those adverse effects, that Parties have been negotiating adaptation elements under the convention, and later under the Paris Agreement.

This paper looks at the background and introduction to adaptation in the context of climate change negotiations; major developments since Paris Agreement in 2015 to the 24th Conference of the Parties (COP24); interests of Developing Countries (DCs) and the Least Developed Countries (LDCs) in the adaptation negotiations; conclusions; and recommendations in order to support stakeholders, including policy makers and negotiators, to take more informed and coherent actions and positions.

¹ <https://unfccc.int/topics/adaptation-and-resilience/the-big-picture/what-do-adaptation-to-climate-change-and-climate-resilience-mean#eq-6>

² https://unfccc.int/sites/default/files/resource/SBSTA50reflection_snote.pdf

³ Average weekly CO₂ concentration at Mauna Loa Observatory, Hawaii (representative of the concentration in the

Northern Hemisphere) from data set accessed at http://scrippsco2.ucsd.edu/assets/data/atmospheric/stations/in_situ_co2/weekly/weekly_in_situ_co2_mlo.csv

⁴ As reported by the Keeling Curve twitter account on 12 May 2019

https://twitter.com/Keeling_curve/status/1127614826081964038

⁵ <https://unfccc.int/resource/docs/convkp/conveng.pdf>

Background and Introduction

1. Background

The UNFCCC recognizes two major ways to address the negative impacts of climate change, that is, adaptation and mitigation. These two terms have different levels of interests for all countries in the world based on national circumstances and level of emissions. For Africa and other DCs, avoiding the fossil fuel intense development pathways while adapting to the negative effects of climate change arising from the emissions of the developed countries, has been the main focus. The UNFCCC demands of the developed country Parties to assist the developing country Parties that are particularly vulnerable to the adverse effects of climate change in meeting costs of adaptation to the adverse effects. This is premised on the fact that, though many DCs continue to face these adverse effects, while few or none have the required technical and financial capacity to effectively adapt. Parties therefore have to negotiate the global legal and policy frameworks under the UNFCCC to create an overarching policy, legal and institutional frameworks that can inform countries to do the same domestically while also ensuring they adequately domesticate the international legal instruments.

Since the convention came into force in 1994, Parties have negotiated two further legal instruments to speed up the implementation of the convention, that is, the Kyoto Protocol (KP) whose mandate officially ends in 2020, and the Paris Agreement which is supposed to take over from the KP. All these instruments together with the accompanying means of implementation – finance, technology and capacity building – have ensured that the conversation on adaptation is not lost and that Parties are able to negotiate the required approach. There have been four ways through which Parties address adaptation, that are, assessing impacts, vulnerability and risks; plan for adaptation; implementation of adaptation measures; and monitoring and evaluation of adaptation.

In the development of the adaptation thematic area under the UN climate change regime, Parties carry out adaptation-related activities in a number of workstreams, through work programmes and in specialized groups and committees which include:

National Adaptation Programmes of Action (NAPA)

In the 7th COP to the UNFCCC held in Marrakesh in 2001, it was acknowledged that LDCs were the least capable of dealing with the adverse effects of climate change. This informed the adoption of a dedicated package of decisions to support them to meet these needs. The package was called the LDC work programme which included among other things, the National Adaptation Programme of Action (NAPA). The NAPAs were to help the LDCs identify priority activities that correspond with their immediate adaptation needs. To execute the programme, a fund, the Least Developed Countries Fund (LDCF) was established for the programmes' implementation. This was also to be supported by an expert group for the provision of technical support and advice, the Least Developed Countries Expert Group (LEG) that provides technical support and advice.

The Nairobi Work Programme on impacts, vulnerability and adaptation to climate change (NWP)

NWP was established at the 11th COP in 2005 to facilitate and catalyse the development and dissemination of information and knowledge that would inform and support adaptation policies and practices. NWP provide unique opportunities for linking relevant institutions, processes, resources and expertise outside the Convention to respond to adaptation knowledge needs arising from the implementation of the various workstreams under the

Convention and identified by Parties⁶. The programme has one overall mandate which is to provide knowledge support to the Parties and Constituted Bodies to advance adaptation action. This is done by: engaging a growing network of non-Party stakeholders in sharing their experience and expertise; capturing and synthesizing the latest information and knowledge on key adaptation issues; enhancing the science-policy-practice interface to close identified knowledge gaps; and disseminating knowledge and fostering learning to boost adaptation activity by all stakeholders.⁷ The NWP works with a network of over 360 partner organizations which include public entities, academic and research institutions, private sector entities, non-governmental and civil society organizations, regional centres or networks, and United Nations and affiliated organizations.⁶ The partners help to identify and bridge adaptation knowledge gaps at the local, subnational, national, and regional level.

Cancun Adaptation Framework

The 16th COP in 2010, established the Cancun Adaptation Framework to strengthen action on adaptation in DCs through international cooperation. It was also aimed at supporting better planning and implementation of adaptation measures through increased financial and technical support, and through strengthening and/or establishing regional centres and networks. The framework was expected to boost research, assessments and technology cooperation on adaptation, as well as strengthen education and public awareness.⁸ The Cancun Adaptation Framework called for adaptation to be addressed with the same priority as mitigation, and included the following elements:

Adaptation Committee (AC)

The AC was established to promote the implementation of enhanced action on adaptation in a coherent manner under the Convention. The functions of the committee include: providing technical support and guidance to the Parties; sharing relevant

information, knowledge, experience and good practices; promoting synergy and strengthening engagement; providing information and recommendations for consideration by the COP; and considering information communicated by Parties on their monitoring and review of adaptation actions.⁹

National Adaptation Plans (NAPs)

The NAP process was established as a continuous, progressive, and interactive process to identify medium and long-term adaptation needs; and develop and implement strategies and programmes to address those needs. The NAP process was initially limited to the LDCs to build on their experience with NAPAs, but other DCs were also invited to use the NAP modalities for their adaptation planning efforts in 2011.¹⁰ The NAP process is expected to follow a country-driven, gender-sensitive, participatory, and transparent approach; and facilitate the integration of adaptation into national policies, programmes and activities.

Technical Examination Process on Adaptation (TEP-A)

As part of the enhanced action prior to 2020, The TEP-A was established at COP 21 (2015). The timeline for the TEP-A is 2016-2020, and features technical expert meetings, technical papers and other events, with the objective to identify concrete opportunities for strengthening resilience, reducing vulnerabilities, and increasing the understanding and implementation of adaptation actions. Since this is international cooperation on adaptation, it also includes financial, technology, and capacity-building support for adaptation.

⁶ <https://unfccc.int/topics/adaptation-and-resilience/the-big-picture/what-do-adaptation-to-climate-change-and-climate-resilience-mean#eq-5>

⁷ <https://unfccc.int/topics/adaptation-and-resilience/workstreams/nairobi-work-programme-on-impacts-vulnerability-and-adaptation-to-climate-change#eq-3>

⁸ <https://unfccc.int/tools/cancun/adaptation/index.html>

⁹ <https://unfccc.int/process/bodies/constituted-bodies/adaptation-committee-ac>

¹⁰ UNFCCC (2012). National adaptation plans. Decision 5/CP.17. FCCC/CP/2011/9/Add.1.

2. Introduction

In addition to the definition above, adaptation refers to changes in processes, practices, and structures to moderate potential damages or to benefit from opportunities associated with climate change. In simple terms, countries and communities need to develop adaptation solution and implement action to respond to the impacts of climate change that are already happening, as well as prepare for future impacts.⁵

According to UNFCCC's report on Impacts, Vulnerabilities and Adaptation in DCs, human beings have been adapting to the variable climate around them for centuries. The report notes that the effects of climate change imply that the local climate variability that people have previously experienced and have adapted to is changing and changing at relatively great speed. Climate change is already having wide-ranging effects on the environment, on socio-economic and related sectors, including agriculture and food security, water resources, human health, terrestrial ecosystems and biodiversity, as well as coastal zones. Changes in rainfall pattern are already causing water shortages and/or flooding.

Rising temperatures is causing shifts in crop growing seasons which affects food security. In Kenya for example, delayed long rains which normally come in March-April has left the country staring at one of the worst food insecurity issues in decades. The Southern Africa region is also recovering from one of the worst cyclones to ever hit the region, not to forget the drought that has recently hit the entire Horn of Africa. Adapting to climate change therefore entails taking the right measures to reduce the negative effects of climate change (or exploit the positive ones) by making the appropriate adjustments and changes.¹¹

The enhanced action to address the impacts of climate change is therefore urgently needed in Africa to save lives and livelihoods. According to the 2013 Africa Adaptation Gap Report as referenced in the 2018 Africa Adaptation Gap Report, the costs of adaptation will be between USD 7 billion and 15 billion per year by 2020, increasing thereafter. Of more concern is that

lower mitigation ambition will translate into even higher adaptation costs and more losses and damages. It is on this background that the Paris Agreement Article 7 focused just on adaptation.

The Paris Agreement (PA) established a notional and aspirational Global Goal on Adaptation (GGA) which is "enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring an adequate adaptation response in the context of the temperature goal" According to the PA, adaptation action should follow a country-driven, gender-responsive, participatory and transparent approach that takes into account the interests of vulnerable groups, communities and ecosystems. Paragraph 5 of Article 7 notes that adaptation action should be guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions, where appropriate.¹² Individually, according to the Paris Agreement, each Party is required, as appropriate, to engage in adaptation planning processes and the implementation of actions, plans and policies such as, for example, formulating NAPs, assessing climate change impacts and vulnerability, and building resilience.

Another milestone in the PA is the Adaptation Communication. The PA states that Parties should submit an adaptation communication on adaptation priorities, needs, plans and actions. This communication must be submitted and updated periodically, as appropriate, as a component of, or in conjunction with, other communications such as NAPs, NDCs or national communications which will be housed in a public registry maintained by the UNFCCC Secretariat. The other important aspect in the PA is adaptation in the light of the global stocktake. The global stocktake is expected to: recognize adaptation efforts of DCs; enhance the implementation of adaptation action; review the adequacy and effectiveness of adaptation and support provided; and review overall progress in achieving the global adaptation goal.

¹¹ UNFCCC report on the climate change impacts, vulnerabilities and adaptation in developing countries

¹² The Paris Agreement

Finally, to achieve successful implementation of adaptation actions, the need for support cannot be understated. In order to facilitate this, the decision that adopted the PA tasks the AC and the LEG of jointly developing methodologies and making recommendations on facilitating the mobilization of support; and reviewing the adequacy and effectiveness of adaptation and support, in connection with the global stocktake. In addition, the AC is also tasked to review the work of adaptation-related institutional arrangements under the UNFCCC to identify ways to enhance coherence and consider methodologies to assess adaptation needs. For targeted support from the relevant institutions, the Green Climate Fund (GCF) was asked to make the financial support available to

the LDCs and other DCs for formulating NAPs and for their subsequent implementation.

Under the PA, the NDCs and the NAPs are going to play significant roles in the implementation of adaptation action. While the initial thought behind the NDCs defined them as mitigation documents, DCs have ensured that adaptation comes out very strongly in their NDCs, especially since they are going to form a primary basis for the global stocktake. In the implementation of the PA which has already started, important decisions are about to be made on how to report on, and take stock of, progress towards the GGA.

Major Developments Since the Paris Agreement in 2015

From 2015 to 2018, Parties were tasked to develop the Paris Rulebook for the implementation of the PA. This work ended in 2018 in Katowice Poland where the work programme was adopted with the exception of article 6 which is still being negotiated for adoption in COP 25, Chile. Parties have also been revising their Intended Nationally Determined Contributions (INDCs) where need be and those that had not submitted theirs, making the submissions. This is because after the adoption of the PA, the INDCs automatically became the Nationally Determined Contributions (NDCs) for the implementation of the PA. As of November 2018, adaptation information from DCs included 132 adaptation components of NDCs and 11 NAPs (Neufeldt, H, *et al*, 2018).

Since 2015, there have been four TEP-A with the fifth convened at the 50th Subsidiary Bodies (SBs) Meeting. These events are organised by the SBs, conducted by the AC and supported by the Secretariat. As described in the introductory part, the event is very instrumental in advancing adaptation work. For each of the TEP-A events, the secretariat prepares technical papers on the agreed topic to guide the discussions¹³. Relevant stakeholders are also invited to make presentations based on their experience and expertise. For example, the 2019 TEP-A was on the topic 'Adaptation Finance, including the Private Sector.' If countries are going to advance in-country adaptation actions, these events are very important. Most of the LDCs and DCs still lack an elaborate policy, legal and institutional frameworks on adaptation that can also facilitated advancements in science and practice which makes the events convened at the SBs Meetings very key in informing the work they do back in their countries.

There are also linkages between adaptation and other related agenda items like Loss and Damage; and

Support which are very key. To advance any adaptation work, one needs finances, related to technologies and capacity building. On finance, there have been challenges in achieving the 50/50 balance under the climate financing regime since there is more appetite for mitigation related projects as opposed to adaptation related projects. According to UNEP, adaptation finance needs for the DCs stands at \$300 billion annually by 2050. Within the UNFCCC, the only major dedicated fund for adaptation is the Adaptation Fund whose financing has not been at the level of other funds and is way below the adaptation finance needs. Developed and DCs are therefore left to respond to climate threats by committing increasing amounts of public finance to adapt to climate change. There has also been progress on this since 2015 with improvements in adaptation financing by the multilateral channels, and most important, the decision made by Parties for Adaptation Fund to serve the PA.

Of all the above progress, the most important was the Paris Rulebook. In COP 24, countries sought to address two questions: what information should be included in the adaptation communications; and how adaptation communications should be presented. Countries adopted the necessary guidelines for developing their adaptation communications. Countries also decided on the specific purposes of adaptation communications, including to serve as an input to the global stocktake. Countries decided that adaptation communications should focus on forward-looking information, including:

- A country's climate impacts, risks and vulnerabilities
- A country's national circumstances, institutional arrangements and legal frameworks

¹³ Available at <https://unfccc.int/topics/adaptation-and-resilience/workstreams/technical-examination-process-on-adaptation-tep-a>

- Developing country support and implementation needs
- A country's national adaptation priorities, strategies, policies, plans, goals and actions.

According to the Katowice package, countries can also share additional information as they feel appropriate. Countries also restated the flexibility provided to submit adaptation communications as a part of other documents. For example, countries can submit their adaptation communication as part of an NDC, a national communication, a national adaptation plan, or another document. The only requirement is that countries must clearly indicate that their submission includes the adaptation communication under the PA.

For the DCs, especially African countries, there are key focus areas that were of interest. The purpose of the adaptation communications is:

- a) Increase the visibility and profile of adaptation and its balance with mitigation;
- b) Strengthen adaptation action and support for DCs;
- c) Provide input to the global stocktake;
- d) Enhance learning and understanding of adaptation needs and actions.

It is important to note in the African perspective that adaptation communication is not a basis for comparison between Parties and is not subject to a review. The Global Environment Facility is invited, in line with its existing mandate, to consider channelling support to developing country Parties for the preparation and submission of their adaptation communications. This is very important because it addresses the question on the finance support needed to prepare the adaptation communications.

Of relevance to the adaptation work, is the decision by countries that the AC and the LEG will also operate under the PA. Yet to be clear, is how the Consultative Group of Experts could contribute to adaptation, under its new mandate under the PA in ensuring efficiency and consistency, to work together on a training programme for assessing vulnerability and other aspects of adaptation.

1. Agriculture

Though agriculture is an independent agenda item under the SBs, it still fits under the adaptation thematic

area. Work under agriculture has advanced significantly. Since a decision was reached during the 23rd COP, famously known as the Koronivia Joint Work on Agriculture (KJWA), work has advanced significantly under the Koronivia Roadmap. Under the Roadmap, workshops are being held to elaborate different technical aspects and to inform implementation of agriculture related activities. Towards the 50th SBs meeting in June 2019, Countries for example were invited to share their views on two topics: Methods and approaches for assessing adaptation, adaptation co-benefits (means food security for the Africa region) and resilience; and Improved soil carbon, soil health and soil fertility under grassland and cropland as well as integrated systems, including water management. In their submission, especially under the topic on the methods and approaches for assessing adaptation which is at the core of adaptation work, the Africa Group, which has both DCs and LDCs as its members highlighted the need to:

1. Take stock and identify the gaps of the existing methods and approaches for assessing adaptation, adaptation co-benefits (e.g. increasing or stabilizing average yields, which reduces the necessity of land use change) and resilience.
2. Develop an appropriate framework/methods or guidance for tracking adaptation, adaptation co-benefits and resilience in the agriculture sector across scales for effective implementation of NDCs and that also would make it possible to assess the progress, adequacy and effectiveness of adaptation efforts at a global level – GGA - in a way that is systematic, rigorous and transparent.
3. Develop an appropriate framework or guidance to deal with regional, trans boundary adaptation challenges aiming at enhancing coordination and impacts and avoiding negative implications and contain any potential source of maladaptation
4. Facilitate international cooperation and support with regards to financial resources and transfer of Agro-technologies and environmental technologies to Africa. Also, capacity building on the application of the framework/methods or guidance for tracking adaptation, adaptation co-benefits and resilience in order to enhance implementation of the NDCs, NAPs and climate policies in accordance with the principals, provisions and decisions of the UNFCCC, in particular on provision of full cost and

full incremental cost for adaptation climate actions by Annex II Parties for Non-Annex I Parties.

In order to strengthen adaptation, the Africa group has been pushing for a link between the KJWA and the NAPs. These are already working documents for countries that have already developed their NAPs and therefore the synergy between the two could significantly advance adaptation efforts.

opportunity for the DCs and LDCs to define loss and damage in their context and provide the relevant data. It is only by doing this and reporting on the same that this significant aspect of adaptation will get the necessary attention and start attracting support. Whether the support comes as subsidies for insurance premiums or compensation for affected communities support is support, as long as it is not a loan.

2. Adaptation under the Enhanced Transparency Framework

The PA sets up an enhanced transparency framework for action and support that builds on existing arrangements under the UNFCCC. Section IV of the modalities, procedures and guidelines for the enhanced transparency framework, requires countries to report information related to climate change impacts and adaptation under Article 7 of the PA. Though the whole section is voluntary, it provides an opportunity for both DCs and LDCs to: establish the relevant policy, legal and institutional frameworks for the implementation of adaptation actions; put in place the relevant infrastructure to facilitate data collection, and analysis, especially on impacts, risks and vulnerabilities; build the relevant expertise to facilitate reporting; and put in place monitoring and evaluation systems that meet the global standards.

For the most vulnerable DCs and LDCs, the section in part G call for the provision of information related to averting, minimizing and addressing loss and damage associated with climate change impacts. This was one of the key battle fronts for the DCs as the developed countries did not want anything to do with loss and damage in the transparency framework. The United States, for example was categorical that loss and damage is not mentioned anywhere else in the PA other than its own article, Article 8 and therefore there are no linkages with the enhanced transparency framework in Article 13. They were also not convinced that there should be a provision for support for Loss and Damage as difference between normal disasters and disasters arising from the effects of climate change was not yet clear. In the spirit of give and take, we got loss and damage in the transparency framework but without explicit reference to support. This provides an

Section 3

Interests of Developing and Least Developed Countries

For twenty-five years, the science on climate change has been evolving. Coupled with the continuous negotiations convened under the guidance of the UNFCCC, it has become clearer that climate change is no longer a science subject but a reality that is already impacting the world. Different parts of the world continue to experience climate related disasters with the intensity never experienced before. While the developed countries have the resources to address these disasters within their countries, DCs and LDCs can only stare as lives and livelihoods are lost. With very little if any progress being made to reduce the global emissions, adaptation has become more urgent than never before.

The DCs and LDCs interest is therefore to ensure adaptation is given priority and all the tools of implementation mobilized to provide the much-needed support. The five-year NDC update cycle provides an opportunity for LDCs and DCs to clearly articulate their adaptation strategies and demonstrate the need for international support. Some of the specific interests include: enhanced flows of support to adaptation actions of DCs; operationalization of the adaptation communication with clear and consistent information that will enable assessment of overall progress towards the achievement of the global goal for adaptation (there is comfort that countries may also submit and update their adaptation communication as a component of or in conjunction with the report on impacts and adaptation); the need for the adaptation communication to be forward looking; full scope NDCs; and effective linkage between the NDC registry and public registry of adaptation.

Also, of interest is the need for support for the DCs, both financially and technologically to prepare and implement their adaptation communication to facilitate further technical work that will enable African countries

to collect clear information under the elements agreed upon to enable the synthesis of adaptation communication in relation to the global goal on adaptation. On the report of the Adaptation committee, DCs underscores the importance of the work on the mandates give to the AC and the LEG in conjunction with the standing committee on finance as an important area of work to enable the implementation of the PA. Further work under the ways of improving the applicability of a suite of methodologies to identify adaptation needs is very important and will enable DCs to undertake a comprehensive needs assessment. It is therefore in the best interest of the DCs for the work on the methodologies to be completed. The necessary steps to mobilize financial support should be led by the Standing Committee on Finance which has the necessary expertise to make clear recommendations.

DCs have also been pushing for global processes for assessment which conflicts with the position of the developed countries. The region believes that limiting adaptation assessment to the national level as is being pushed by developed countries dwarfs the ability of countries to assess the progress on the realization of the GGA. This is therefore something that the Africa Group remains keen on. The attempt to include the private sector is also something that DCs have been opposing and continue to oppose. The private sector is interested in business and DCs and LDCs are not yet at a stage where they can transact on adaptation activities. The Group is therefore keen to ensure adaptation is only funded through the public sector.

Related Issues for Consideration at the 25th COP

In line with the outcome of the 24th COP, different issues were scheduled for consideration at the Intercessional meeting (SBs50) linking up with the

25th COP. Issues for consideration at the intercessional meeting on adaptation included: TEP-A; NWP on impacts, vulnerability and adaptation to climate change; ToRs for the review of the WIM; public registry event for the presentation of the public registry prototype; and KJWA.

The topic for the 2019 TEP-A was, 'adaptation finance, including the private sector.' The concern for the DCs is the strong emphasis being placed on the private sector without a clear understanding of the role and definition of the private sector in financing adaptation. The position of the DCs remains that adaptation finance is essentially grant based and there are still some challenges for African countries to access these funds which is where the focus should be.

On the NWP, SBSTA requested the secretariat to collaborate with partners and relevant organizations in the thematic area of oceans, including on organizing the 13th NWP Focal Point Forum, on the topic of oceans, in conjunction with SBSTA 51 at COP 25.

The ToRs for the review of the WIM was also finalised during the intercessional meeting with the actual review expected to be undertaken at COP 25. Of importance to the DCs is the full implementation of all the function of the Mechanism, particularly the third function *'enhancement of support, including finance, technology and capacity building, to strengthen existing approaches and, where necessary, facilitate the development and implementation of additional approaches to address loss and damage associated with climate change impacts, including extreme*

weather events and slow onset events.' An essential next step is the development of adequate institutional arrangements and mechanisms for mobilizing and providing adequate levels of finance and support to meet the needs of DCs in addressing loss and damage.

For the KJWA, the SBI and SBSTA requested the secretariat to organize, in addition to the workshops mandated in the Koronivia roadmap and subject to the availability of supplementary funds, an intercessional workshop between SB 51 at COP 25 and SB 52 to contribute to delivering the outcomes of the KJWA. Parties and observers were also invited to make submissions on topic 2(d) of the Koronivia roadmap (improved nutrient use and manure management towards sustainable and resilient agricultural systems), on which a workshop will be held at COP 25. While these workshops are important, the DCs should be keen to ensure work under agriculture does not evolve into an academic talk show. What is important is the availability of the necessary support needed for agricultural practices with the potential to address the food security issue in the developing world. More African experts should also have an opportunity to participate in the workshops to share relevant information from an African perspective.

At the upcoming COP 25, Parties will consider and conclude whether the prototype presented at the intercessional meeting shall serve as the public registry. According to the DCs, there should be no advanced search, hyperlink to documents containing the adaptation communication to ensure the full scope NDCs.

Section 4

Way Forward

Conclusions

In June 2019, IIED published a briefing ‘LDC NDCs: adaptation priorities and gaps to address.’ In the paper¹⁴, which analysed NDCs from 47 LDCs, agriculture and food security was ranked as adaptation priority number one followed by crops and cropping systems. This means that for the DCs, adaptation is at the core of their survival. The approach must therefore blend both policy and practice. Negotiations under the UNFCCC are important because they look at the bigger picture and define a global approach that ensures resources are available when and where they are needed. Though all adaptation issues have been pushed to the Adaptation Committee, DCs and LDCs must engage effectively as the most affected to ensure their issues are on the table. It is clear developed countries are not keen on adaptation because there is no business case for it, the need for these resources must be reiterated and the access modalities simplified for ease of access. DCs are not comfortable with the way a lot of mandate on adaptation has been given to the AC and yet the bulk of the budget is coming from the supplementary budget. This is worrying because it threatens the future of this important issue as it is not clear whether the AC will be able to execute the mandate in a timely manner especially if there are financial constraints.

Countries that have not developed their NAPs must do so to get a picture of the support needed to implement their action plan. Without the relevant policy, legal and institutional frameworks, implementation of adaptation actions is going to remain a challenge. At the regional level, countries should come up with adaptation initiatives that are transformational and transferable to help communities adapt to the negative impacts of climate change. Africa has already taken lead through the Africa Adaptation Initiative (AAI). The Africa Adaptation Initiative was developed in response to a

mandate from the Committee of African Heads of State and Government on Climate Change (CAHOSCC) – the highest authority on climate change in the continent – to enhance action on both adaptation and implementing approaches to address loss and damage in the continent. AAI was formally launched at the 21st COP in 2015 and is being further developed by African Ministerial Conference on Environment (AMCEN) and the AGN under the guidance of a Technical Working Group (TWG) established in a decision by the African Heads of State and Government in January 2016.

AAI is one of the initiatives the Adaptation and resilience track of the United Nations Secretary General’s 2019 Summit has taken up as one of the initiatives that can transform the continent. It is expected to facilitate partnerships among organizations working on the continent to scale up, replicate, and implement new initiatives and activities to address the impacts of climate change in Africa. The PA together with its Rulebook presents a rare opportunity, if taken up proactively at the country level, with a focus on practice, that can make a significant change in the wake of the intense and frequent disasters associated with the negative impacts of climate change.

Recommendations

There is a lot of work scheduled that will be significant in determining the future of climate change adaptation which the DCs must engage in proactively for the next three to four years. Though most of this work will be executed by the AC, the DCs must be strategic to ensure that their issues are given due consideration. Some of these deliverables include:

¹⁴ <https://pubs.iied.org/pdfs/17709IIED.pdf>

Development with the engagement of the IPCC Working Group II, the draft supplementary guidance for voluntary use by Parties in communicating information, using relevant existing guidance as a starting point by November 2022.

The DCs should work on practical ways to unlock the process of initiating the AC engagement with IPCC. They should ensure that progress on COP 24 mandate are included in the AC report to SBSTA. They should also outline clearly the expected/desired modalities of engagement with the IPCC and expected long term vision on support for adaptation work.

Development by June 2020, and to regularly update an inventory of relevant methodologies for assessing adaptation needs

This is supposed to be done by AC, in collaboration with the LEG, partner organizations of the NWP, users and developers of relevant methodologies, including academia and the private sector. The AC with the engagement of the IPCC Working Group II drawing on the above inventory is supposed to prepare a technical paper on methodologies for assessing adaptation needs and their application, as well as on the related gaps, good practices, lessons learned and guidelines for consideration in COP 28. The DCs should actively participate in these processes to ensure their special circumstances are significantly covered and given due consideration.

While the developed countries are still taking DCs round and round on the definition of adaptation and resilience, despite the fact that there has been an adaptation fund for many years, DCs should apply for the multilateral funds as provided for, to put in place structures and systems for adaptation. Though reporting under the enhanced transparency framework is voluntary for LDCs, it is the only opportunity to have tangible data that can demonstrate the support needed for adaptation.

Before considering adaptation negotiations, countries must determine their vulnerability as countries which is only possible when there is relevant expertise and systems in place. At this point, DCs and LDCs must be careful not to be preoccupied with the discussions on indicators, co-benefits and other technical terms being introduced every year at the expense of the implementation of actual adaptation actions. If they fall into the bait, every year there will be workshops and presentations on new terminologies and assessment methods with nothing to be assessed on the ground.

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