



Climate Action Network International

Submission on The Workplan of The Warsaw International Mechanism on Loss & Damage

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

CAN International's working group on adaptation and loss & damage welcomes the invitation by the ExCom of the Warsaw International Mechanism (WIM) on Loss and Damage to submit suggestions for the work plan of the WIM for 2015 and 2016, which the ExCom is tasked to prepare for approval by COP20.

CAN stressed the importance of meaningfully addressing loss and damage in previous inputs to the UNFCCC process, including recently on the ADP¹ and in policy positions related to COP18² and COP19³. Increasing mitigation ambition and rapidly scaling up adaptation action in order to reduce the avoidable loss and damage as soon as possible is crucial. But this will no longer be enough due to decades of inadequate mitigation action by developed countries. In addition to this, approaches must be developed to deal with the unavoidable loss and damage and residual impacts caused by sea level rise, ocean acidification, loss of biodiversity, glacial retreat and other climate change impacts.

CAN is of the view that the initial establishment of the WIM must now be followed-up with an ambitious while realistic work plan. This work plan must allow using 2015 and 2016 for building up the WIM into an operational mechanism aiming to make a real difference for vulnerable people and countries in their efforts to manage the increasing loss and damage associated with climate change impacts.

Members of CAN have also participated in the initial meeting of the ExCom and followed and contributed to the discussions in the March meeting. The below suggestions for key areas of work reflect our views of priorities the WIM should pursue in the next two years. It is important to note that the decisions on modalities which the WIM can employ, discussed by SBI/SBSTA, and also to be approved by the COP, may also have implications on the WIM's work plan and may require dedicated work to operationalize the specific modalities. However, since the decisions on the modalities cannot yet be foreseen, we are not in a position to make detailed suggestions in this regard, and also assume that they will be rather crosscutting and not necessarily impact on the proposed work areas as such.

Guiding aspects for the 2-year work plan

Apart from the specific areas of work, we think that the following aspects should guide the overall design of the work plan and the decision on specific activities:

- An important element in the decision 2/CP.19 has been the recognition that **loss and damage in some cases involves more than which can be reduced through adaptation;**

¹ <http://www.climatenetwork.org/publication/can-submission-adaptation-and-loss-damage-under-adp-2-june-2014>

² http://www.climatenetwork.org/sites/default/files/warsaw_final_web.pdf

³ http://www.climatenetwork.org/sites/default/files/doha_final_web.pdf

- The first two years should not be seen as a specific period of work to be concluded in 2016, but should **lay the groundwork for the future full operationalization of the mechanism**, and the activities should be designed with a long-term vision cognizant of the fact that L&D is rather expected to grow with climate change and inadequately low mitigation ambition. That is why we generally suggest that this time period should also be used in the suggested work areas to map out more clearly the tasks of the mechanism beyond 2016;
- It is also important to note that the WIM has to be **more than the ExCom** undertaking certain activities; building up the WIM effectively needs to involve expertise and institutions beyond the ExCom, but potentially also additional modalities;
- Activities of the work plan should not only generate knowledge and enhance understanding but must envisage to **promote implementation of approaches to address loss and damage** to help vulnerable communities and countries in facing the immediate and long-term threats of loss and damage;
- The WIM in exercising its functions should in principle seek to **build on existing work** (both already undertaken in the previous L&D work programme, as well as outside activities) and avoid duplication of activities to the extent possible, since this can also allow the WIM to immediately focus on those actions which are most needed, building on the basis and knowledge that is already available; this also includes the need for **effective coordination and cooperation** with other institutions, in particular those under the Convention (such as the Adaptation Committee, the Standing Committee on Finance etc.); however, the **WIM is the lead body** to address specific questions of loss and damage, and the need to coordinate with others should not be used to slow down its work;
- The WIM should use **innovative and multiple ways to effectively involve various stakeholders**, including involvement vulnerable communities and populations, and civil society, the private sector and other relevant stakeholders, in the assessment of and response to loss and damage;
- The work plan should also seek to **horizontally integrate certain issues** which are of cross-cutting relevance, such as how to address particularly vulnerable segments of the population; gender equity and human rights; bio-physical and socio-economic aspects of limits to adaptation; financial support needs and options;
- The work plan should also be guided by the need to **promote progress in the overall negotiations** under the UNFCCC, both with regard to the implications of progress (and lack thereof) related to the ultimate objective of the Convention (incl. the necessary ambition in mitigation efforts), as well as related to other relevant work streams in particular related to implementation issues.

Priority work areas and activities

CAN regards the following areas as particularly important for the work of the WIM, guided by the relevant COP decisions, and the work plan to be approved this year should lay the groundwork for the future operation of the mechanism.

CAN suggests that the work of the WIM could generally be clustered in two major work areas, a) technical analysis and support, and b) mobilization of financial and other implementation support, based on the mandates of the relevant COP decisions.

A. Technical aspects and support

1. Enhance the understanding of how L&D affects those segments of the population that are already vulnerable owing to geography, gender, age, indigenous or minority status or disability, and how the implementation of approaches to address L&D can benefit those segments of the population (response to Para 7 a) iii of Decision 3/CP.18)

Suggested activities:

Stocktaking and recommendations on how L&D affects particularly vulnerable populations and on how implementation of approaches to address L&D can benefit those populations, incl. in the fulfillment of their human rights, as it relates in particular to slow onset and extreme events; non-economic losses; social protection; migration, displacement and human mobility; and resilience, recovery, and rehabilitation;

- Call for submissions from relevant institutions related to the above aspects;
- Conduct case studies of these kinds of impacts already happening in vulnerable countries.
- Summary report and recommendations for next steps related to vulnerable populations, including how this information can feed into other work included in this plan;
- Horizontal integration of this aspect in all other work areas and activities of the WIM.

Timeframe: 2015, recommendations for next actions for the time beyond 2016

2. Promoting research to define the thresholds and tipping points in both biophysical and socio-economic systems where adaptation is no longer feasible (in response to Para 5a of 3/CP.18)

Suggested activities:

- Prepare a technical paper, based inter alia on IPCC AR5, presentations and expertise shared at the Structured Expert Dialogue (SED) on the first periodic review, and additional open and transparent expert consultations, summarising the state of the debate with regard to the methodologies, tools and needs for understanding and defining thresholds and tipping points in both biophysical and socio-economic systems where adaptation is no longer feasible;
- Conduct an expert exchange (potentially as part of or back to back with an ExCom meeting) in 2015 to consider the findings of the technical paper;
- Horizontal integration of this aspect in all other work areas and activities of the WIM;
- Elaborate recommendations for next steps (incl. to the COP and including on aspects related to required mitigation ambition, where appropriate).

Timeframe: 2015/2016, recommendations for next actions for the time beyond 2016

3. Enhance the understanding of, and promote the functioning of social protection systems

Assess how loss and damage associated with climate change impact on the functioning of social protection and social safety mechanisms (incl. with regard to their limitations), review existing and possible initiatives, best practices, gaps in understanding, on use of these instruments and their role in climate risk management and in building long-term resilience of vulnerable populations and communities against slow onset and extreme events.

And **Identify how social protection systems can be maintained improved and made resilient** to the impacts of climate change, including slow onset and extreme events, including through external financial support.

Suggested activities:

- Invitation to relevant experts and institutions, incl. with experience on the local and community level in developing countries;
- Convening an expert meeting plus virtual consultations with key stakeholders;
- Recommendations and invitations to relevant stakeholders (i.e, COP, key institutions), including through identification of good practices, pilot approaches and support needs.

Timeframe: 2015/16, recommendations for next actions for the time beyond 2016

4. Enhance data, knowledge and understanding on slow onset events and their impacts (incl. non-economic losses), and assess and address gaps and promote the implementation of approaches to address slow onset events with specific focus on potential impacts within regions, communities and ecosystems.

Suggested activities:

- Invite relevant organizations and experts to provide scientific information on occurred and projected impacts at various temperature increase levels in vulnerable regions, communities and ecosystems, including methodologies for assessing those impacts;
- Establish a working group on developing a slow onset knowledge base, including through encouraging and spurring collaboration between relevant actors, to enhance assessment, knowledge and understanding of slow onset events and its occurred and projected impacts, and approaches to address them; engaging relevant agencies and initiatives on different levels;
- Establish an online platform for collecting info/database and Identification of databases, indicators, and methodologies to track L&D (in particular for slow-onset events, and collaborate with existing databases in the area of extreme weather events, where appropriate), including to the extent possible promoting guided, but open access to relevant data;
- Technical meeting to assess state of knowledge and develop recommendations to address needs (incl. how to reduce the risk of and address losses and including how to factor these into planning and elaboration of measures to address loss and damage), and
- Make recommendations on the above aspects (incl. to relevant sub-bodies/processes of the Convention, such as the periodic review, national communications etc.) and identify follow-up actions.

Timeframe: 2015/2016, recommendations and follow-up actions for beyond 2016

5. Enhance understanding of capacity and coordination needs to prepare for, respond to, and build resilience, including through recovery, rehabilitation and redress, against losses and damages associated with extreme and slow onset events.

Suggested activities:

- Invite Parties and relevant organization to develop and conduct country specific analysis of potential losses and damages due to climate change in different sectors (e.g food security and other social and economic impacts related to loss and damage associated with the adverse effects of climate change) and of the institutional requirements to manage these losses and damages, taking into account slow onset and extremes, with a view toward comprehensive climate risk management;
- Invite and collaborate with Parties and relevant organizations to assess the emergency preparedness and response capacity needs of the humanitarian and disaster risk management systems, as well as capacities to reduce vulnerability by building overall climate resilience through adaptation actions before shock occur and throughout the post-disaster recovery and rehabilitation process;

- Consider activities at major meetings of other processes relevant to this discussion (such as HFA2 in 2015, World Humanitarian Summit in 2016) to bring in the WIM's specific climate change perspective in support of an effective coordination;
- Assess the functioning and good practice in domestic rehabilitation and redress mechanisms, incl. with regard to the needs of particularly vulnerable segments of the population;
- Prepare a technical paper which consolidates experiences and lessons from these processes based on previous activities;
- Make recommendations and identify follow-up actions.

Timeframe: 2015/2016, recommendations and follow-up actions for beyond 2016

6. Enhance understanding and expertise and its application on how impacts of climate change are affecting patterns of migration, displacement and human mobility

Identify and summarize, based on relevant chapters of IPCC AR5 and more recent literature, emerging issues in the context of climate change impacts and migration, displacement and human mobility, including those which imply the need for international and cross-border cooperation (incl. on legal aspects) and support for vulnerable developing countries and communities, and propose next steps

Suggested activities:

- Undertaking transparent and open online consultations plus an expert meeting on the above issue;
- Establishing a working group on migration, displacement and human mobility, encouraging the collaboration with inter alia the UN Global Migration Group, its members and the Nansen Initiative, the Global Forum on Migration and Development as well as migrants' organisations, expert bodies, and other relevant initiatives to understand their activities, distil relevant information, lessons, good practices (incl. for supporting vulnerable communities in their efforts);
- Convene an expert meeting in the margins of the World Humanitarian Summit on the above matters (May 2016);
- Make recommendations and identify follow-up actions.

Timeframe: 2015/2016, recommendations and follow-up actions for beyond 2016

B. Financial support

In response to Para 5c of decision 2/CP.19, the WIM is also tasked to promote action and support on approaches to address loss and damage. The following areas of work are suggested:

- Explore sources of financial support for vulnerable countries to deal with loss and damage at an adequate scale, and which generate resources in addition to those committed by developed countries as part of the USD 100 billion goal, including those which result in contributions according to historic and recent responsibilities for greenhouse gas emissions;
- Explore financial sources which can support domestic mechanisms providing assistance to affected people and communities, including for recovery, rehabilitation and redress;
- Explore mechanisms which facilitate direct access to resources of communities and individuals affected by loss and damage;
- Explore options for emergency funds which can be released before the emergency situations occur in order to reduce loss and damage;
- Cooperate with the Standing Committee on Finance in the exploration of potential finance sources that can facilitate vulnerable countries' actions to address loss and damage.

Suggested activities:

- The above could be addressed e.g. through a technical paper, and/or a specific expert meeting, potentially in collaboration with the SCF;
- Address as crosscutting issue also in other WIM work areas.