

Emerging paradigms of understanding on climate change adaptation issues: *the 360° approach*

**Submission by South Africa to the workshop of the ‘Dialogue on long-term cooperative action
to address climate change by enhancing implementation of the Convention’**

Bonn, 17 May 2007



Purpose: To offer a developing country perspective on multilateral approaches to adaptation

- Background on current status of the adaptation issue in the multilateral context
- Key perceptions of the scope of adaptation needs and consequent approaches to adaptation
- Possible way forward & issues/questions for further development



Current status

- Adaptation has been treated in a piece-meal fashion across the UNFCCC agenda and deliberations are institutionally fragmented
- Scientific and socio-economic aspects are separated from the policy domain
- Capacity building and technology transfer elements are part of broader, cross-cutting frameworks focused primarily on mitigation
- There is no single expert group or body to provide coordination & in-depth deliberations on adaptation



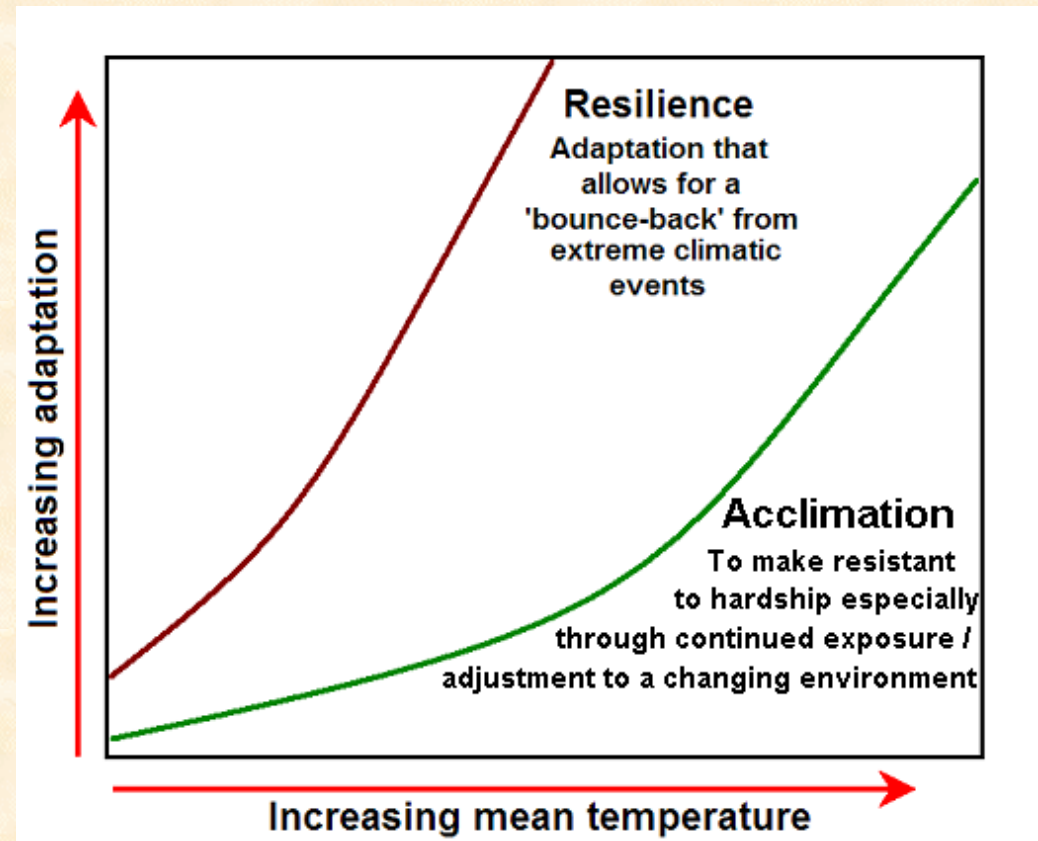
Current status

- The focus remains largely on studies and planning, rather than implementation of high priority projects, and funding levels are completely inadequate
- The fragmentation and lack of coherence also extends beyond the UNFCCC framework
- The current status of adaptation is not on par with the priority accorded to the mitigation agenda



A new conceptual framework?

- 2 types of adaptation: Resilience and Acclimation
- 2 types of adaptation costs: Full/New and Incremental
- 2 types of activities: Stand alone and Integrated
- Frame this as a matrix of activities & costs
 - New action required largely due to CC
 - Climate proofing existing investment



Types of Cost

| | | Type of activity | |
|-------------------|---------------------|--|--|
| | | Integrated development | Stand alone activity |
| Investment | Research | <p>Funding sources: National funding, WB, GEF, RDBs, other ODA, LDCF, SCCF, AF</p> <ul style="list-style-type: none"> • <i>Climate proofing new investment</i> • <i>DSM in WRM</i> | <p>Funding sources: National funding, WB, GEF, RDBs, other ODA, LDCF, SCCF, AF</p> <ul style="list-style-type: none"> • <i>Raising of Dam wall to avoid future flooding</i> |
| | FDI & NZ | <p>Funding sources: WB, GEF, RDBs, other ODA, LDCF, SCCF, AF & new sources</p> <ul style="list-style-type: none"> • <i>Desalination of groundwater</i> • <i>Sourcing new water sources</i> • <i>Switching/diversifying crop varieties and types</i> • <i>Development of new crop varieties</i> | <p>Funding sources: WB, GEF, RDBs, other ODA, LDCF, SCCF, AF & new sources</p> <ul style="list-style-type: none"> • <i>Dykes for sea level rise</i> • <i>Gene/Seed Bank to preserve biodiversity</i> • <i>Relocation of vulnerable communities & infrastructure</i> |



Emerging adaptation policy paradigms?

Two dominant paradigms :

- “**90° approach**” or “Mainstreaming Paradigm” - integration of adaptation activities with development & dealing with incremental costs
- “**360° approach**” recognises integration & incremental costs, but also addresses dimensions of stand alone adaptation activities & new and full costs
- “**90° approach**” dominates amongst AI Parties and the IFI’s; “**360° approach**” advocated by NAI Parties



Type of activity

Stand alone activity

...ces: National
...RDBs, other

bid

*di.
proc.*



Key question: What falls under UNFCCC & KP adaptation work and what not?

– Under broader UNFCCC agenda:

- coordinate direct assistance & compensation for damage from un-avoided climate impacts
- risk transfer mechanisms for damage costs – insurance-based approaches in collaboration with public & private institutions
- indirect effects – e.g. impacts of adaptation PAMs & others



What falls under UNFCCC & KP adaptation work and what not?

- UNFCCC adaptation agenda should include:
 - **scientific planning and prediction** – identify climate risks; early warning; capacity building in NAI; impact risk scenario studies (Stage I activities)
 - **national adaptation strategies** - establish frameworks for action and strengthen capacity in vulnerable countries (Stage II activities)
 - **mainstreaming** – advice, facilitation and incremental costs; coordinate work with other multilateral and bilateral instruments (Stage III: integration & incremental)
 - **implementation** of specifically defined high-priority adaptation measures (Stage III: stand alone & full cost - new sources of funding to be mobilized)
 - **means of implementation:** technology transfer & funding & experts body



Re-think structure of adaptation work under the UNFCCC & KP:

- **Scientific: SBSTA:**
 - Scientific R&D planning
 - Nairobi work programme to inform SBI (implementation)
- **Implementation: SBI:**
 - Implementation of practical adaptation activities;
- **Facilitate mainstreaming:**
 - Integration into BAU development



What falls under UNFCCC & KP adaptation work and what not?

- **Governance:** Adaptation Committee of Experts (ACE) to provide advice to the COP & COP/MOP on adaptation activities; link to other Conventions dealing with scientific, technical and funding aspects of adaptation; coordinate with disaster response and risk reduction
- **Means of implementation**
 - Development and transfer of adaptation technologies – expanded mandate for EGTT or other – move from SBSTA to SBI
 - Grow funding base for adaptation activities (orders of magnitude greater than availability) – eg. market-based mechanisms, extending SOP levy to JI & ET; voluntary contributions to Adaptation Fund; Air Travel Adaptation Levy; insurance-based incentives.



Topics for discussion to reach common understanding

- Can we agree on a “*360° approach*” approach?
- Which new sources of funding could be mobilized/leveraged?
- How do we quantify and attribute responsibility for adaptation costs?
- Should we establish Adaptation institutional capacity to consider questions such as:
 - What is the starting point of adaptive action?
 - What are the criteria for identifying adaptation costs that are “new” and distinct (stand alone) from BAU development, rather than incremental?
 - How do we identify and quantify the incremental costs of adaptation?
Criteria for determining BAU reference point?



Summary

- *We must increasingly shift focus from vulnerability assessment to the **implementation** of the practical adaptation activities that they suggest.*
- *A **learning-by-doing** phase for adaptation*
- *We must **widen the circle** of implementation beyond mainstreaming to include stand-alone adaptation activities*
- ***Acclimation and resilience***
- *The mobilization of **new resources** beyond the existing UNFCCC climate funds, national budgets and ODA funding is required. Need to think creatively about incentives*
- ***Reorganize** the institutional set-up of adaptation to facilitate better implementation - Adaptation committee of experts?*



Thank you

