

Proposals for the AWG-LCA Chair's Assembly Document on Enhanced Action on Adaptation

**Submission by
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Background

This paper provides a set of suggested concrete actions in response to the Bali Action Plan's¹ call for enhanced action on adaptation through consideration of **disaster risk reduction strategies, risk management and risk transfer mechanisms**. It has been developed in consultation with a number of UN and international organizations concerned with disaster risk reduction and humanitarian response².

Risk-related strategies and mechanisms comprise an important component of the broader spectrum of actions required to adapt to climate change. Enhancing the implementation of these strategies will advance adaptation by substantially reducing vulnerabilities and future losses—in human lives and in the social, economic and environmental assets of communities—associated with increases in the frequency and intensity of meteorological, hydrological and climate-related hazards. This applies not only to rapid-onset events like storms and flash floods, but also to longer term changes and stresses such as heat waves, drought, food insecurity, coastal inundation, and health impacts.

This paper proposes that efforts to reduce vulnerability and build resilience to extreme events should be prioritized in the short term. Actions should build on and scale up existing widely available good practices. This prioritization will help avoid humanitarian and economic losses in the short term, as well as secure development gains and provide a more secure basis for other adaptation action over the long term.

The Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters provides the international foundation for reducing disaster risks, as agreed by Governments at the World Conference on Disaster Reduction in January 2005. Based on a review of successes and failures in reducing disaster risks worldwide, the Hyogo Framework sets out five priorities for action³. This paper proposes that Parties draw upon the Hyogo Framework in the design and implementation of adaptation actions.

Specific Proposals to Advance Adaptation

The following proposals follow the “possible areas of focus” identified by the AWG-LCA Chair⁴ in the design of a framework to support, facilitate and implement adaptation. They are based on decades of experience in reducing, managing and transferring disaster risk at all levels – from international through to community levels.

¹ FCCC/CP/2007/6/Add.1 Decision 1/CP.13, sub-paragraphs 1 (c) (ii) and (iii).

² Please see the box on page 5.

³ Please see the annex.

⁴ FCCC/AWGLCA/2008.11 page 7.

1. National Planning for Adaptation

The following actions will strengthen national plans for adaptation:

- **Implement or strengthen legislation** to reduce risks from natural hazards so that it addresses climate change impacts, identifies lines of responsibility and engagement at all levels, mandates inter-sectoral cooperation, ensures linkages into development planning and makes provisions for budgets at all levels of government.
- **Ensure wide engagement of stakeholders and decentralized planning** in national, provincial, city and local government, and with the private sector and civil society; promote community participation in disaster risk reduction; and recognise the differing vulnerabilities and capacities of men, women, children and people with disabilities.
- **Conduct assessments of changing hazards, vulnerabilities, risks and capacities** to provide national and community baselines and priorities for intervention. These should be updated regularly.
- **Strengthen early warning systems**, by improving capacities for detecting and forecasting current and future hazards and associated vulnerabilities and risks, ensuring that warnings reach all populations, and enabling people's preparedness to respond to emergencies.
- **Implement disaster-reducing activities as part of sector-specific adaptation plans**, with allocated budgets, that particularly address:
 - Protection of critical infrastructure, including schools, hospitals and other health facilities.
 - Strengthening of land-use zoning, infrastructure development planning and building codes, including revisions to address the changing frequency and severity of extreme events.
 - Consideration of risk and risk reduction strategies in national integrated plans for food security, environmental management, water resource management, coastal zone management and human security.
- **Update emergency preparedness programmes and contingency plans** for effective response to disasters, supported by legislation, institutions, resources and coordination mechanisms.

The preparation and implementation of national adaptation plans should include:

- Strong inter-ministerial and multi-stakeholder platforms or committees addressing disaster risk reduction that comprise all relevant sectors, such as planning and finance, education, health, agriculture, food security, environment, emergency response, and that include private sector, scientific and other civil society representation. Such committees or platforms should:
 - Incorporate long-term climate change risk planning and support related climate change platforms.

- Respond to ministerial-level mandates and direction and engage the planning and finance ministries.
- Identify incentives to guide and influence decisions of the private sector and local development actors.
- Recognize communities' priorities and capacities.

2. Enhancing Knowledge Sharing

Knowledge of risk related areas of adaptation can be enhanced by the following actions:

- **Strengthen existing regional centres and mechanisms** that address disaster risk reduction and risk management for sectors such as water, agriculture, health, and humanitarian response.
 - Link regional sectoral centres concerned with adaptation into a global adaptation network to share sectoral experience for adaptation within and across regions.
 - Engage existing experienced centres and organizations as front line actors and institutional partners in adaptation planning and implementation.
 - Prioritize the sharing of information and tools required to enable the prompt development of national and regional risk and capacity baselines, especially in high-risk areas.
 - Support the replication of successful initiatives in community-based disaster risk reduction and community-based adaptation to strengthen people's livelihoods resilience.
- **Strengthen technical institution capacities** at international, regional and national levels, to facilitate the development of standard methodologies and tools founded on best science and to provide climate information and climate projections for adaptation and disaster risk reduction strategies and measures.

3. Streamlining and Scaling Up Financial and Technological Support

Improved financial and technological support for adaptation requires *inter alia* the clear identification of adaptation needs and outcomes, and the strengthening of existing capacities and mechanisms. This approach recognizes the close linkages between development, adaptation and risk reduction, countries' concerns about the complexity of accessing multiple sources of funding, and the need to draw on the best available knowledge and technology.

- **Strengthen existing funding mechanisms for risk reduction** such as the UN Trust Fund for Disaster Reduction and the Global Facility for Disaster Reduction and Recovery to support risk-related adaptation requirements.
- **Incorporate consideration of changes in risks in emergency-related funding mechanisms** such as the Central Emergency Response Fund, the Consolidated Appeals Process and the Emergency Flash Appeal mechanism, and allocate

sufficient additional funds to cover climate change related disaster preparedness and response needs.

- **Use the Hyogo Framework's priorities for action** where possible to structure risk-related funding priorities and criteria for allocations.
- **Develop risk financing instruments** at all levels to reduce financial impacts and shocks and to promote risk-reducing action, through microfinance and micro-insurance, insurance markets⁵, social funds and catastrophe pools.
- **Implement national systems for tracking investment and for tracking outcomes** in respect to risk reduction and adaptation.
- **Formalize collaboration with local governments and community organizations** with experience in risk reduction, to ensure that new adaptation-funding mechanisms respond to local concerns and build on existing capacities.
- Implement adaptation action as far as possible within the framework of **national development planning processes** and supporting mechanisms such as the UNDAF and PRSP processes, in order to maximize their coherence and effectiveness.
- **Tailor existing risk reduction technologies for adaptation purposes** and widely disseminate these technologies.
- **Prioritize disaster risk reduction methodologies and tools** for scaling-up purposes, in particular for risk assessment and monitoring, early warning systems, flood management systems, drought monitoring and management, emergency management, and hazard resilient construction.

4. Institutional Frameworks for Adaptation

To create enabling environments at all levels and to stimulate adaptation action by all stakeholders, it is proposed that:

- Adaptation efforts should take advantage of the **multi-stakeholder ISDR system**, including its monitoring processes for risk and risk reduction, national-level platforms and networks, regional risk reduction strategies and platforms, and the Global Platform for Disaster Risk Reduction.
- Adaptation efforts in respect to humanitarian preparedness and response should take advantage of the **multi-partner Inter-Agency Standing Committee (IASC) system**, and its policy development and operational coordination capacities.
- The **efforts by the UN System to coordinate its action** to support Parties in respect to climate change and specifically provide support for adaptation practices should be continued.

⁵ Please see paper submitted to UNFCCC by the Munich Climate Insurance Initiative on insurance instruments.

Concluding Recommendations

1. Ensure that UNFCCC institutional enabling environments and regional supporting mechanisms for knowledge sharing, capacity building and technology support, build on existing mechanisms, tools and capacities for disaster risk reduction.
2. Take account of, and manage, the humanitarian consequences of climate change, and protect human security, through the systematic reduction of disaster risks, including emergency preparedness and reinforcement of response and recovery mechanisms.
3. Acknowledge that social and economic development is essential for reducing the increasing risks related to climate change and hence is a foundation for successful adaptation.
4. Substantially scale up contributions for disaster risk reduction action as an essential component of adaptation. Ensure that the criteria for funding are fully consistent with the principles of the Hyogo Framework.

This paper was prepared by the UNISDR secretariat in discussion with a number of partners of the ISDR system and the Inter-Agency Standing Committee. Inputs were provided by FAO, IFRC, OCHA, ProVention Consortium, UNDP, UNEP, UNICEF, UNU, WHO, WMO, World Bank.

Annex:
The Hyogo Framework for Action

The Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters was adopted at the World Conference on Disaster Reduction, held in Kobe, Hyogo, Japan, 18-22 January 2005. It provides a strategic and comprehensive global approach to reducing vulnerabilities to natural hazards, and represents a significant reorientation of attention toward the root causes of disaster risks, as an essential part of sustainable development, rather than on disaster response alone. It stresses the need for greater political commitment and public awareness, and defines an expected outcome, three strategic goals and five priority areas of action.

The Framework's implementation is identified as primarily the responsibility of States, but with the active participation of others such as local authorities, nongovernmental organizations, the scientific community and the private sector. Regional and international communities, including the international financial institutions, the UN system and the International Strategy for Disaster Reduction (ISDR), are called on to provide an enabling environment and to support capacity development. The **ISDR system** undertakes international efforts to reduce disaster risk and includes Governments, inter-governmental and non-governmental organizations, international financial institutions, scientific and technical bodies, as well as civil society.

The Hyogo Framework calls for the following priority actions:

1. ***Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation***
Planning, budgeting and implementing risk reduction policies to avoid settlement in hazardous areas and to ensure that hospitals and schools are hazard resistant, for example.
2. ***Identify, assess and monitor disaster risks and enhance early warning***
Knowing the risks and taking action involves identifying, assessing and monitoring disaster risk and enhancing early warning.
3. ***Use knowledge, innovation and education to build a culture of safety and resilience at all levels***
Raising awareness and educating all, through school curricula and sectoral training for instance, to reduce vulnerability.
4. ***Reduce the underlying risk factors***
Reducing communities' vulnerability and risk in sectors through land-use zoning and building codes, by protecting ecosystems and natural defences, and developing insurance and microfinance initiatives.
5. ***Strengthen disaster preparedness for effective response at all levels***
Being prepared and ready to act including by developing and testing contingency plans, establishing emergency funds and coordination systems.